

LOWER SOUTHEAST RISING

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Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Lower SE Rising Area Plan – Planning Commission
October 10, 2023

PBOT
PORTLAND BUREAU OF TRANSPORTATION

Staff Proposal for Planning Commission Recommendation to City Council

1. Adopt this report

2. Amend:

- Comprehensive Plan Urban Design Framework
- Comprehensive Plan Map
- Zoning Map
- Zoning Code maps 120-1 and 130-3

Transportation components will be part of a citywide update to the Transportation System Plan (TSP) starting 2024/2025.



Tonight's Agenda for the Lower SE Rising Area Plan

1. Staff briefing on:

- Land use proposals
- Transportation proposals

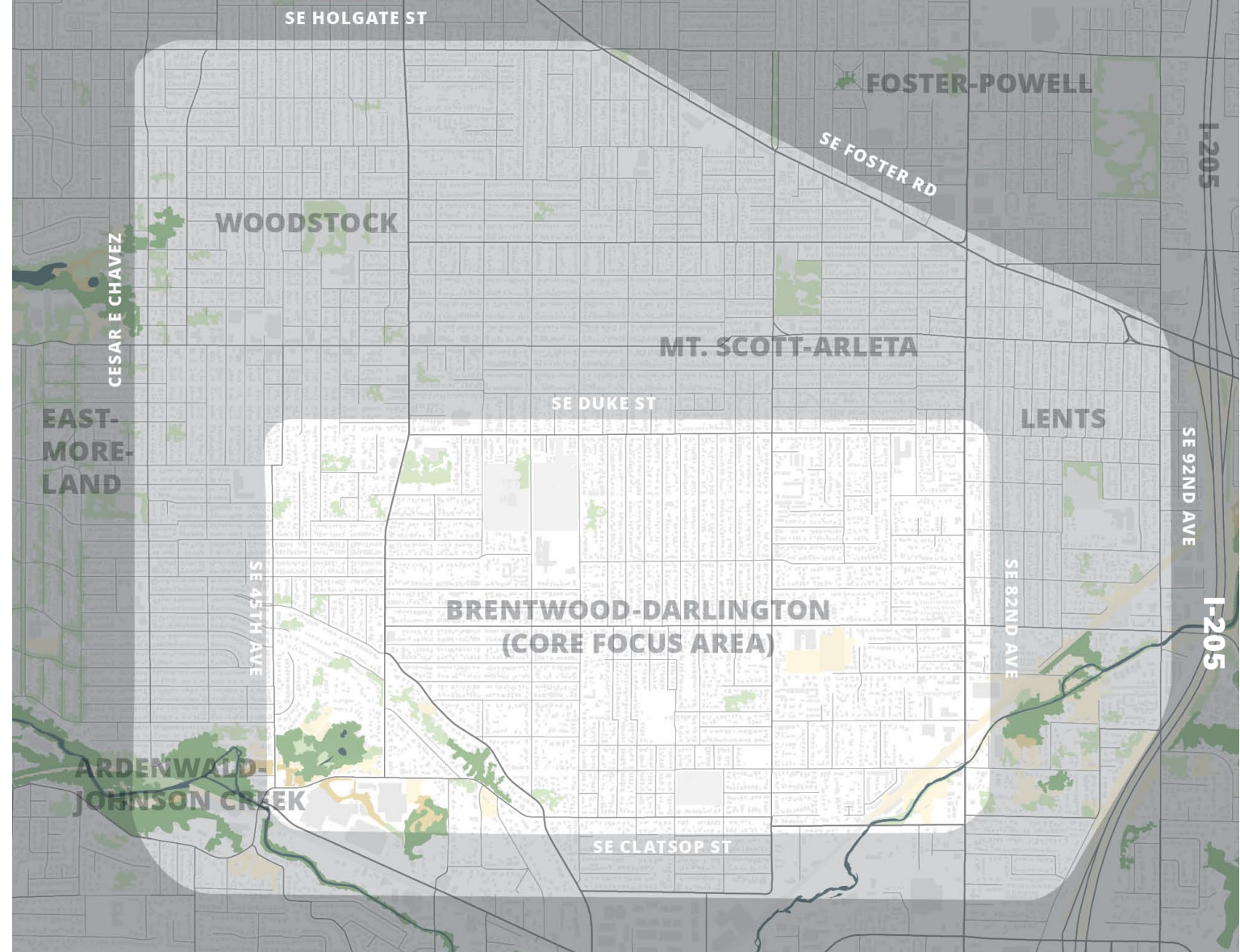
2. Public testimony



Focus of Plan

Land use and transportation issues in the Brentwood-Darlington neighborhood and parts of:

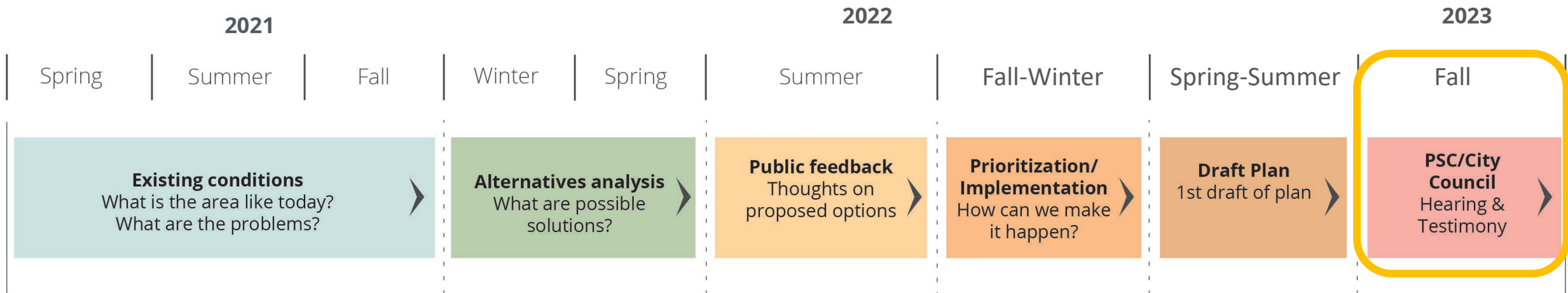
- Woodstock
- Mt. Scott-Arleta
- Lents



Lower Southeast Rising Area Plan

Funded in part by a state Transportation and Growth Management grant

PROJECT TIMELINE

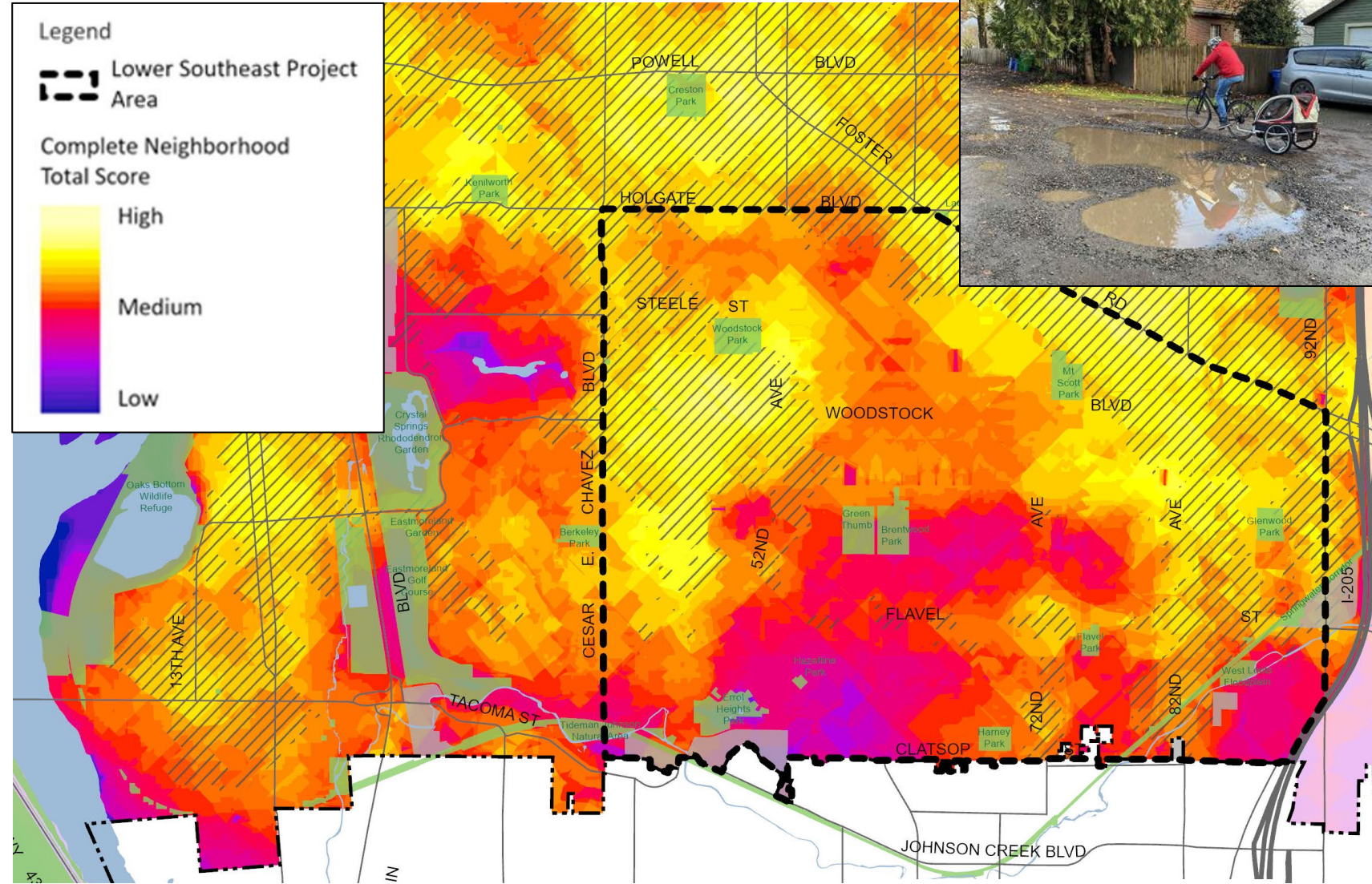


Plan Background

Gaps in access to services in plan area

Complete neighborhoods “heat map.” Lack of:

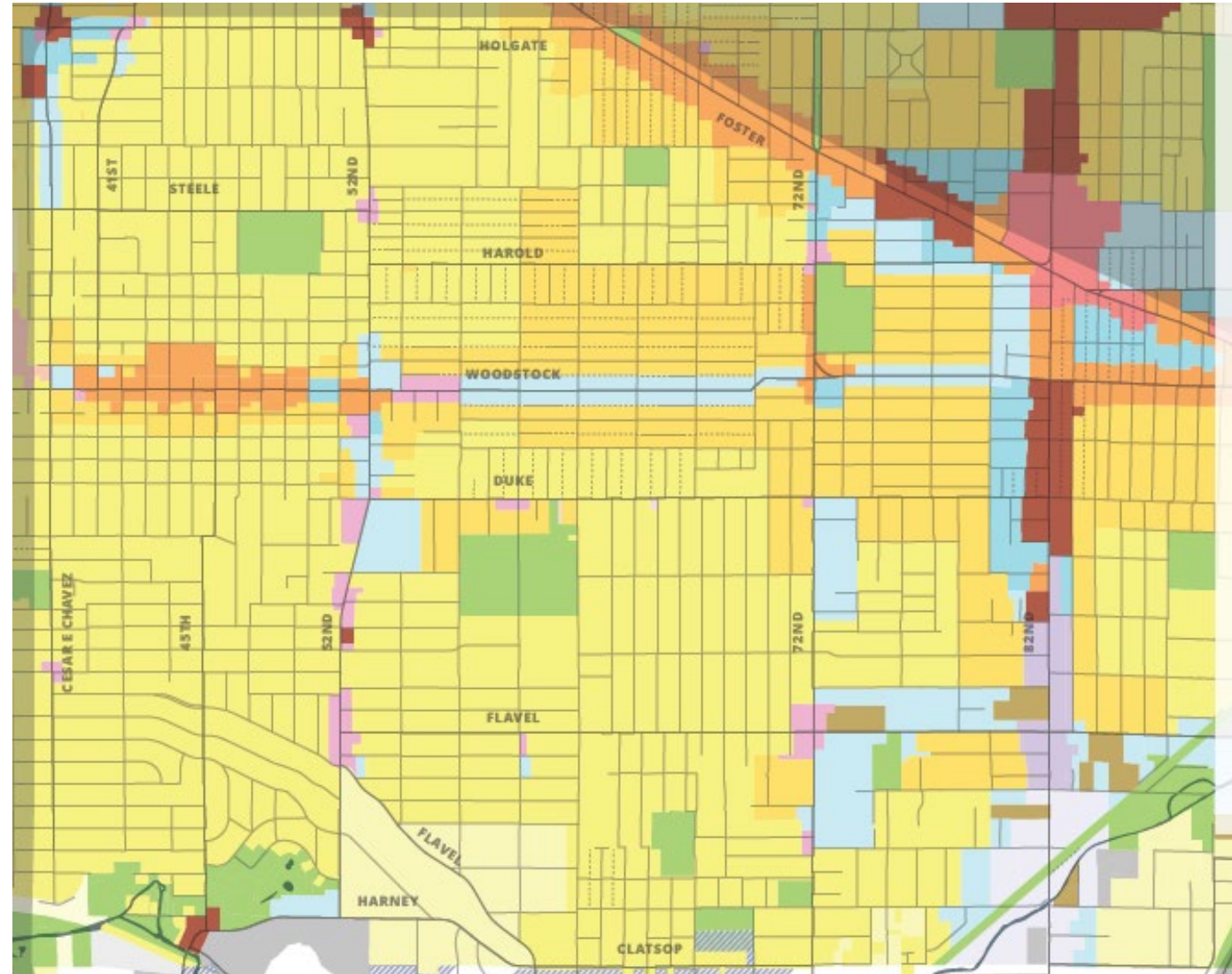
- Local commercial services
- Connecting infrastructure



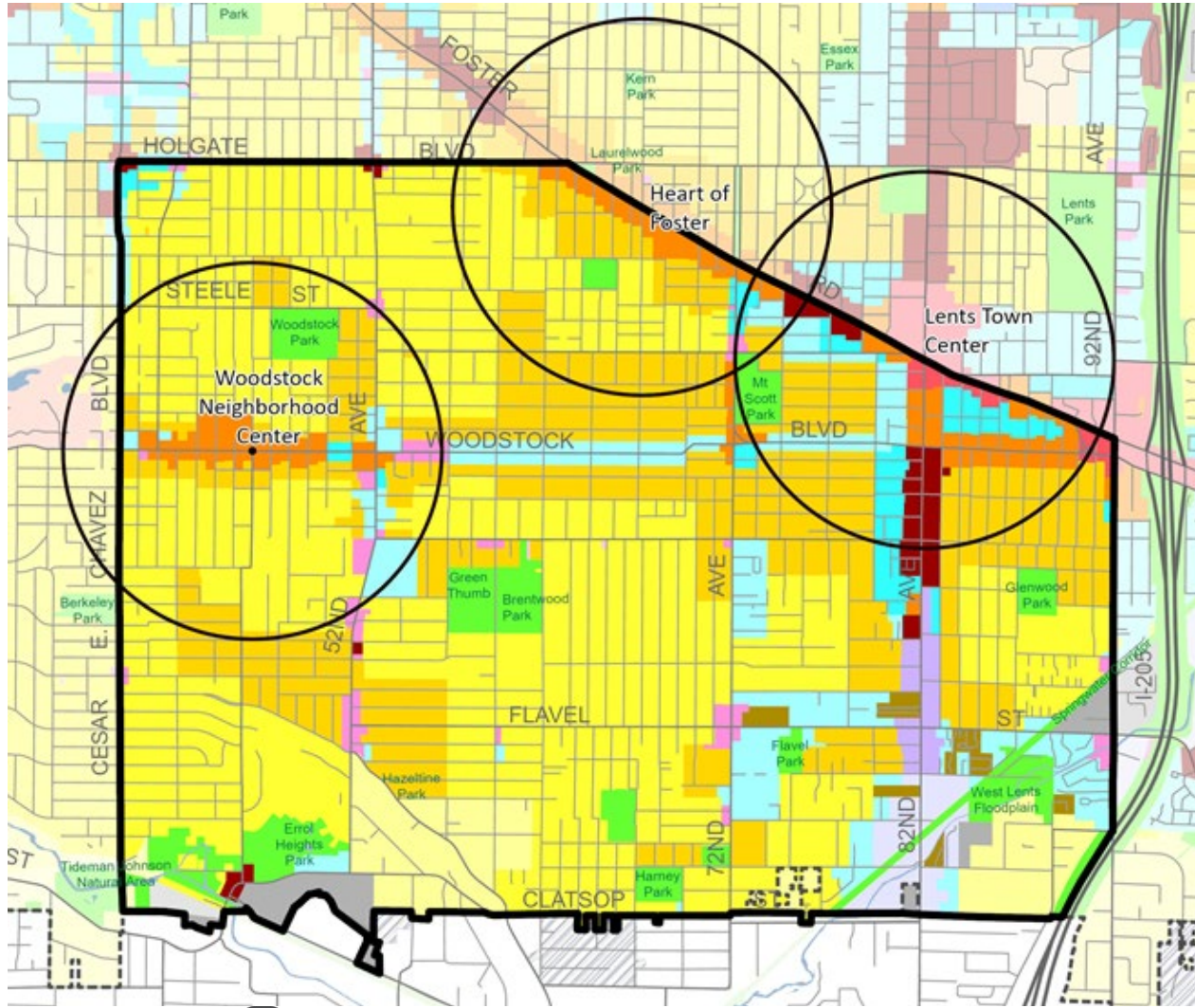
Background: Current Zoning

Existing Zoning

- **Single-dwelling** (yellow/orange): **74%**
- **Multi-dwelling** (blue): **10%**
- **Commercial** (red/pink): **6%**
- **Industrial/employment** (gray): **4%**



Background: Designated Centers



Centers

- Hubs for commercial and community services
- Places for growth

No center or commercial district within walking distance for Brentwood-Darlington residents



Project Objectives

- Increase opportunities for neighborhood businesses
- Increase housing choices and affordability
- Expand active and green transportation access
- Support community stability



Plan Components

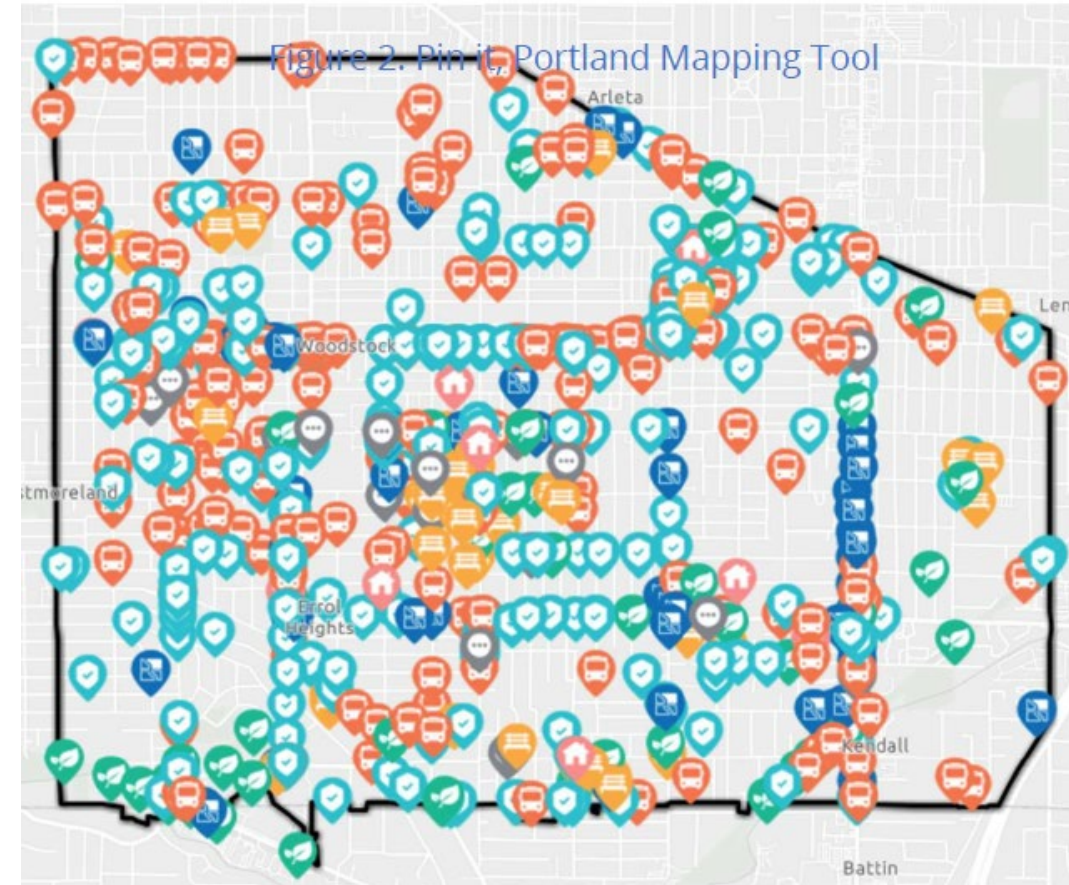
- **Land use map changes** to provide more neighborhood commercial and housing opportunities
- **Transportation projects** so people can safely walk, bicycle, and take transit to destinations
- **Community stabilization** approaches so all can benefit from future improvements



Public Engagement: Phase 1 – Issue Identification

(Summer – Winter 2021)

- Project Advisory Committee formed
- Mailing to 15,000+ residents
- 1,500 survey responses
- 1,100+ newsletter subscribers
- Door-to-door canvassing & interviews
- Pin It Portland – issue mapping



Pin It Portland mapping



Public Engagement: Phase 2 – Alternatives

(Spring - Summer 2022)

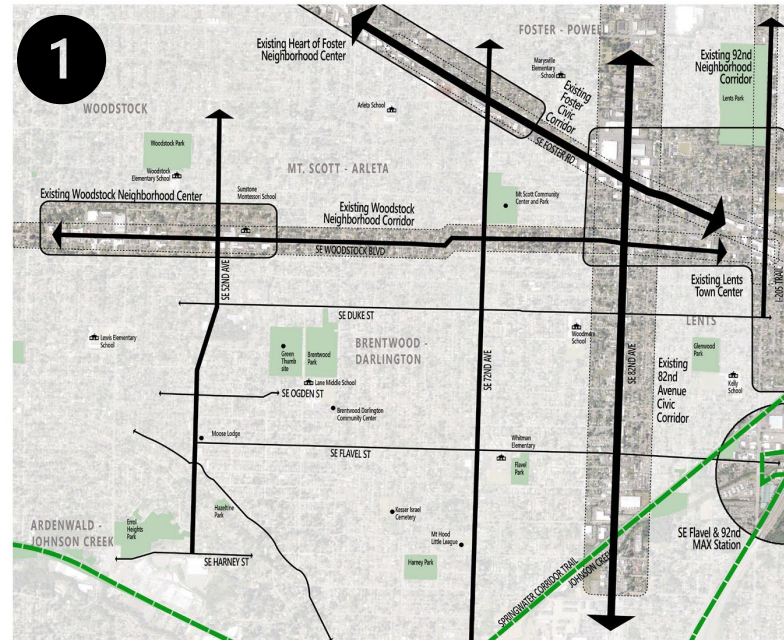
- Online open house & survey (500+ responses)
- Neighborhood walks and bike rides
- Latino Network focus groups
- Tabling at community gathering places
- Meetings with community groups



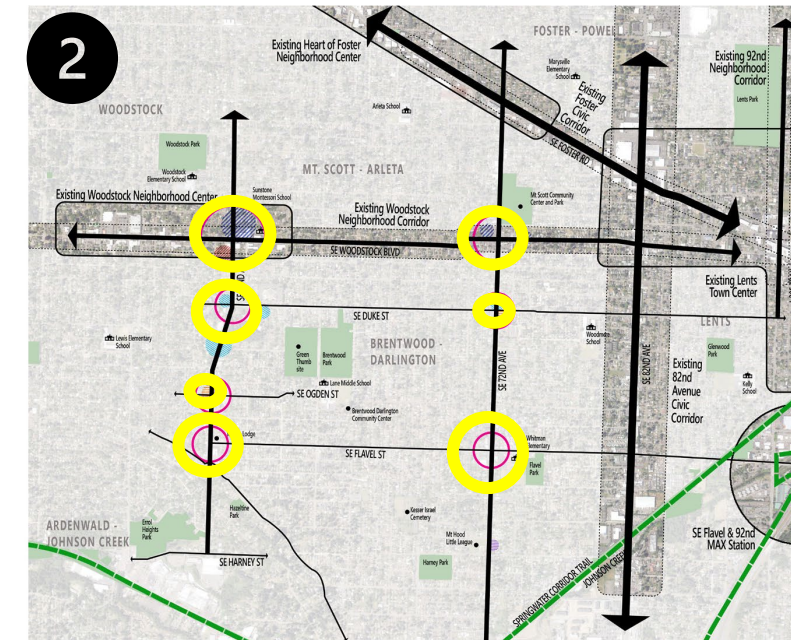
Land Use Alternatives

1. Little/no change
2. Enhanced commercial at intersections
3. Corridors – more housing options and small businesses
4. Center and Corridors (*most popular option*)

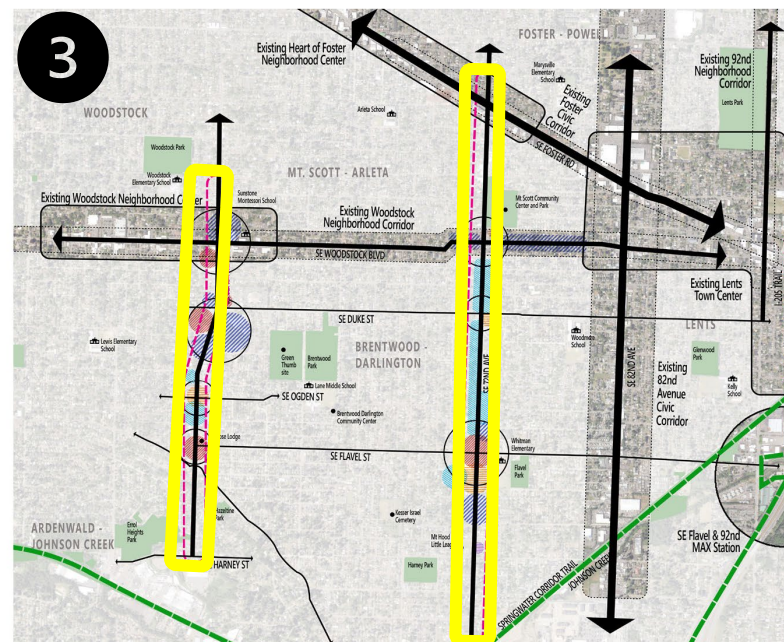
Scenario 1: Basic Level of Service



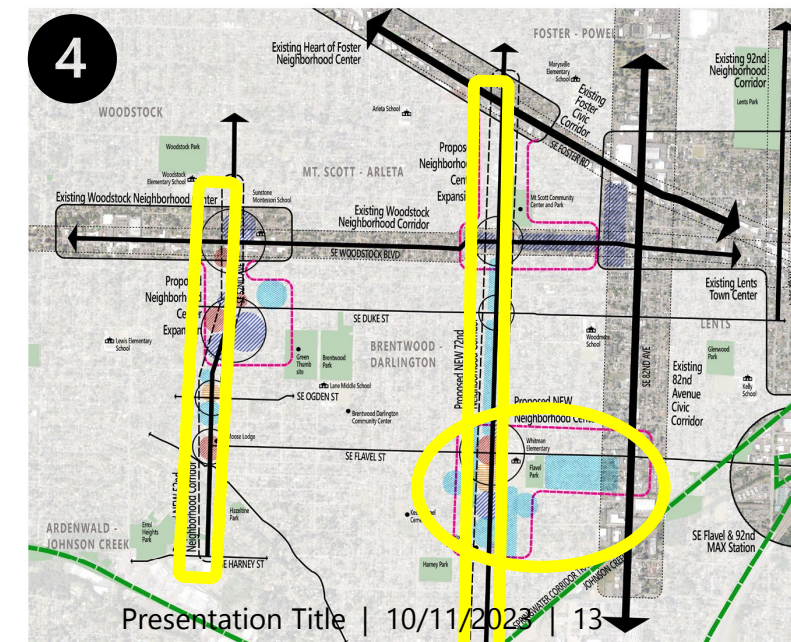
Scenario 2: Enhanced Commercial Intersections



Scenario 3: Corridors



Scenario 4: Centers & Corridors



Public Engagement: Phase 3 – Discussion Draft

(Spring - Summer 2023)

- Online open house and survey
- Map App
- Virtual information session
- Tabling at events and gathering places
- Focus group discussions (Spanish, Chinese, Vietnamese)
- 6,000 mailers to property owners, nearby residents
- Flyers at area schools, Francis Center



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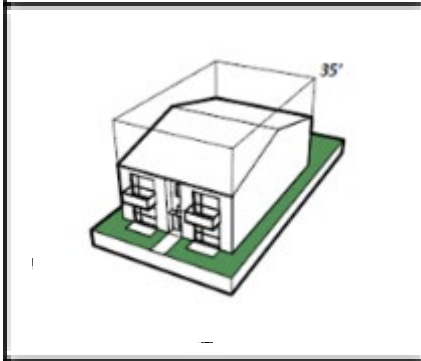
Land Use Proposals



Overview of Zones

Multi-Dwelling Zones

RM1

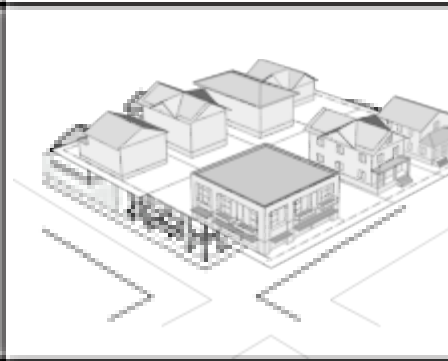


RM2



Commercial/Mixed Use Zones

CR



CM1



CM2



2-3 stories

Compatible with
single-family
areas

3-4 stories

In centers and
corridors

2 stories

“Corner stores” in
residential areas

2-3 stories

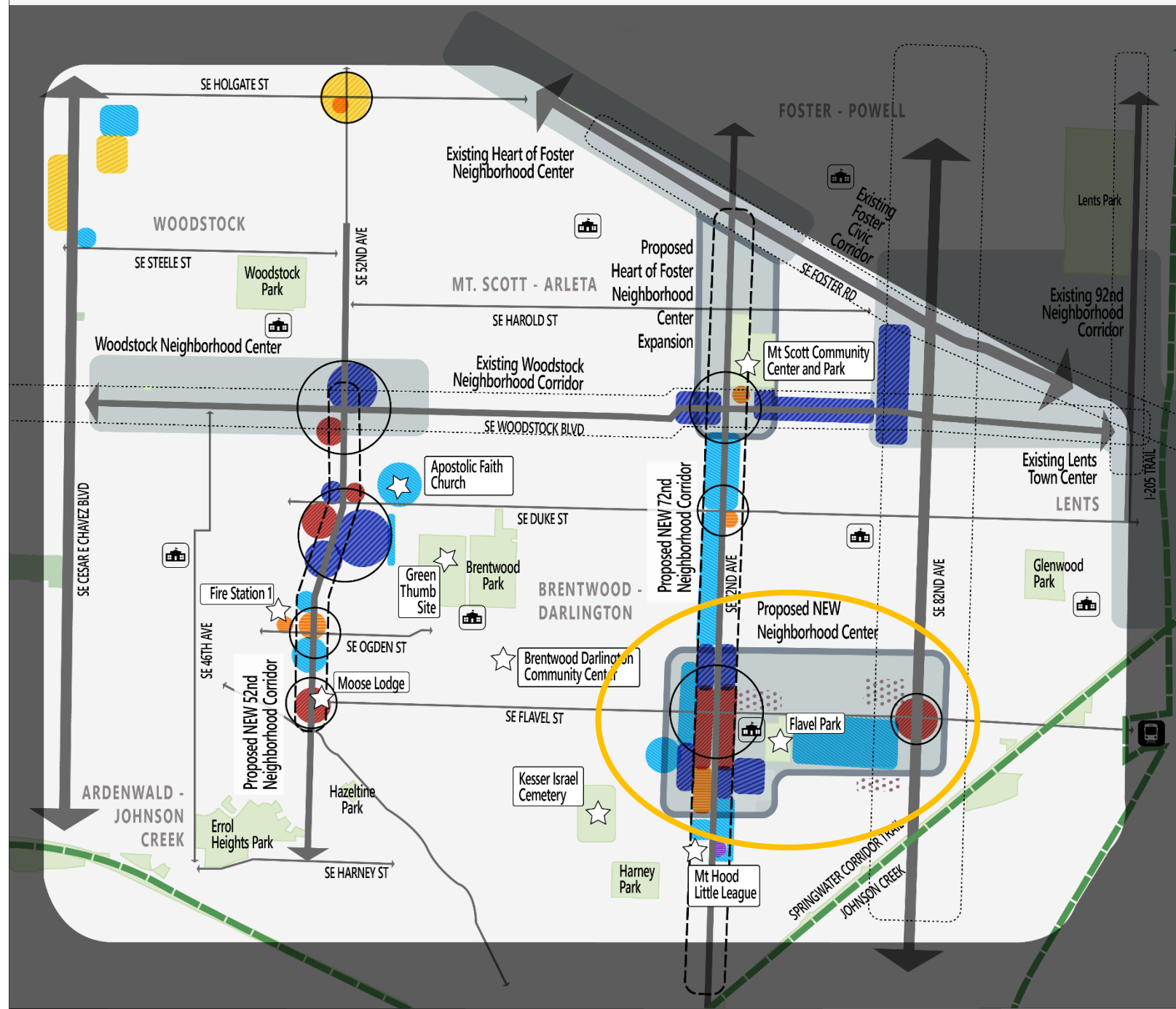
Small-scale
mixed-use zone

3-4 stories

Mid-scale zone
in centers and
corridors

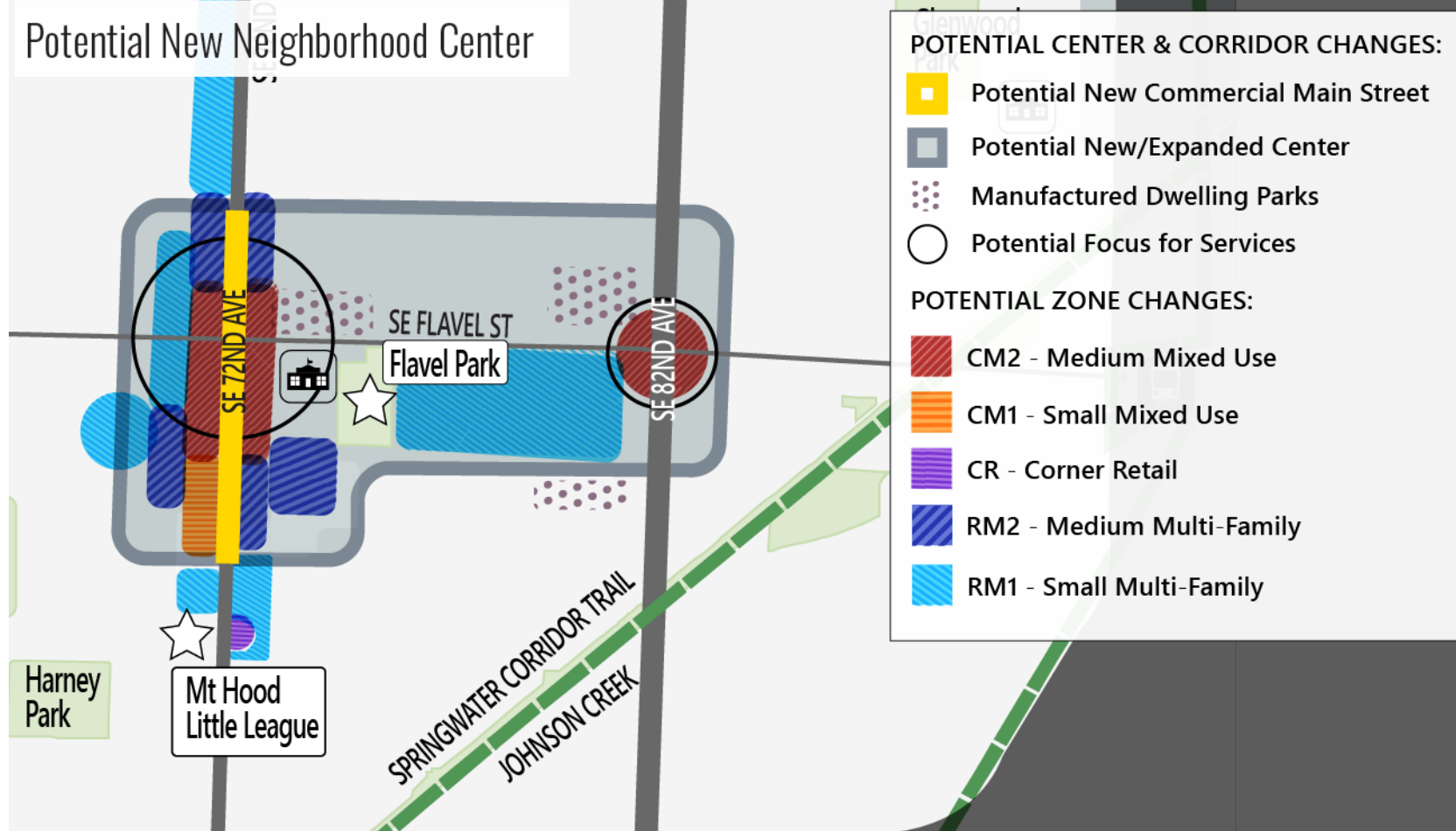
Proposed Growth Concept & Zone Changes

- **New neighborhood center** – hub for services
- **Small commercial areas** at other intersections
- **Corridors** with expanded housing opportunities



New Brentwood-Darlington Neighborhood Center

- Commercial zoning for main street business district on SE 72nd
- Smaller commercial hub at SE 82nd
- Allow more housing close to center services



Commercial Hubs

Zoning to expand opportunities for commercial services at key intersections

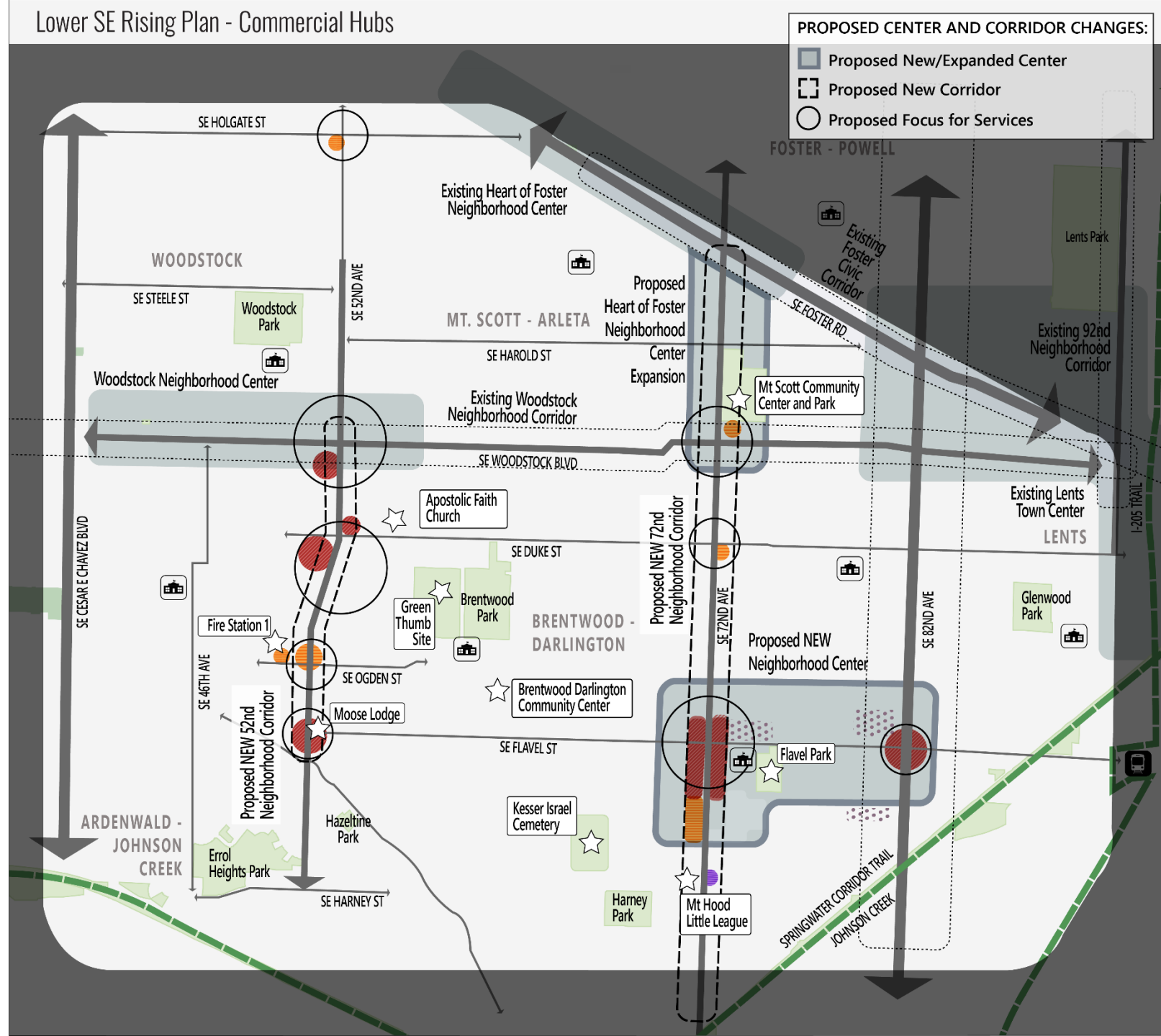


at larger hubs



at smaller hubs

Lower SE Rising Plan - Commercial Hubs



Expanded Housing Opportunity

Zoning for more housing along corridors and around centers – close to services and transit:



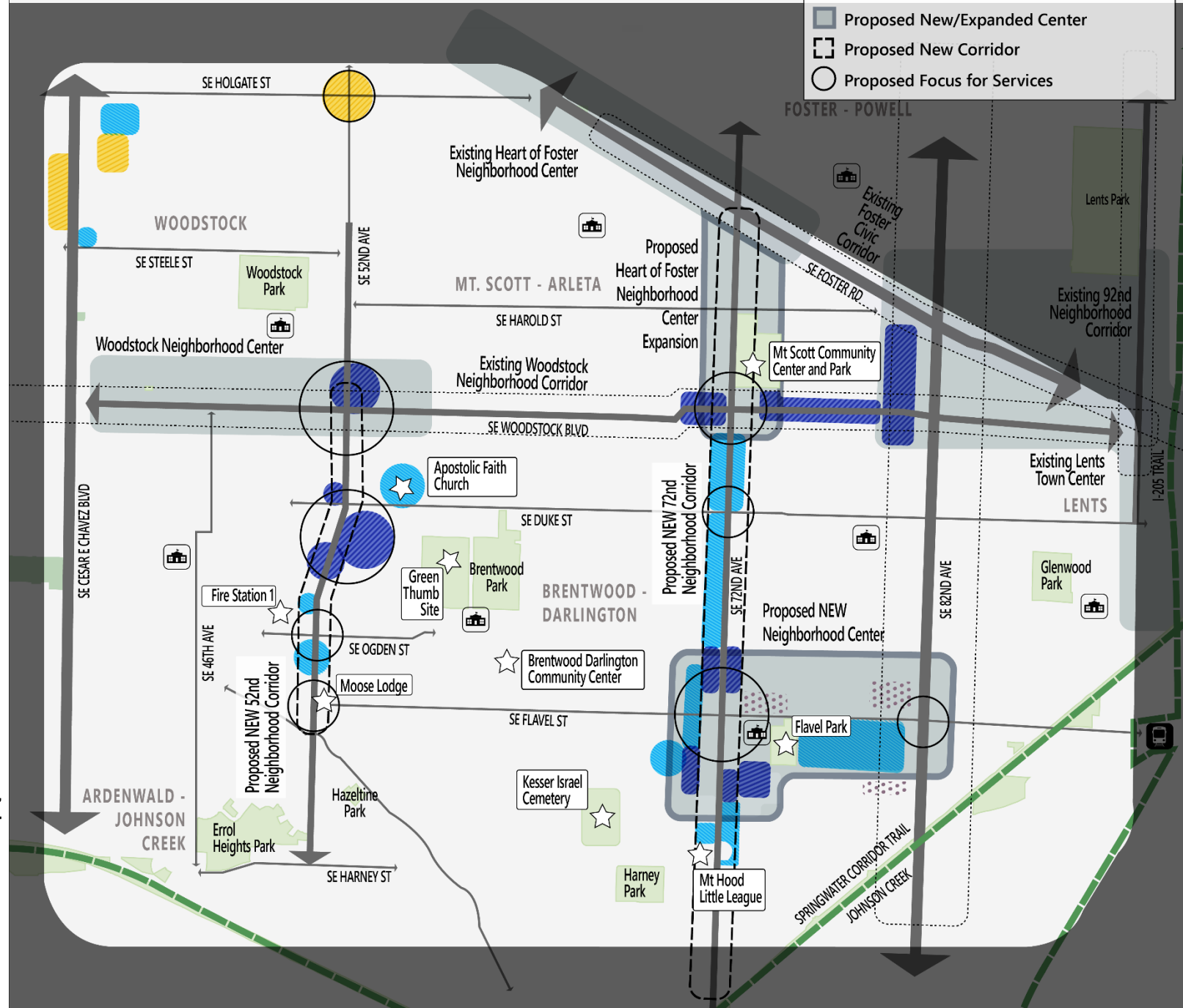
along SE 52nd & 72nd



around center/hub locations



near Holgate at SE 52nd & at SE Chavez



Affordable Housing Preservation

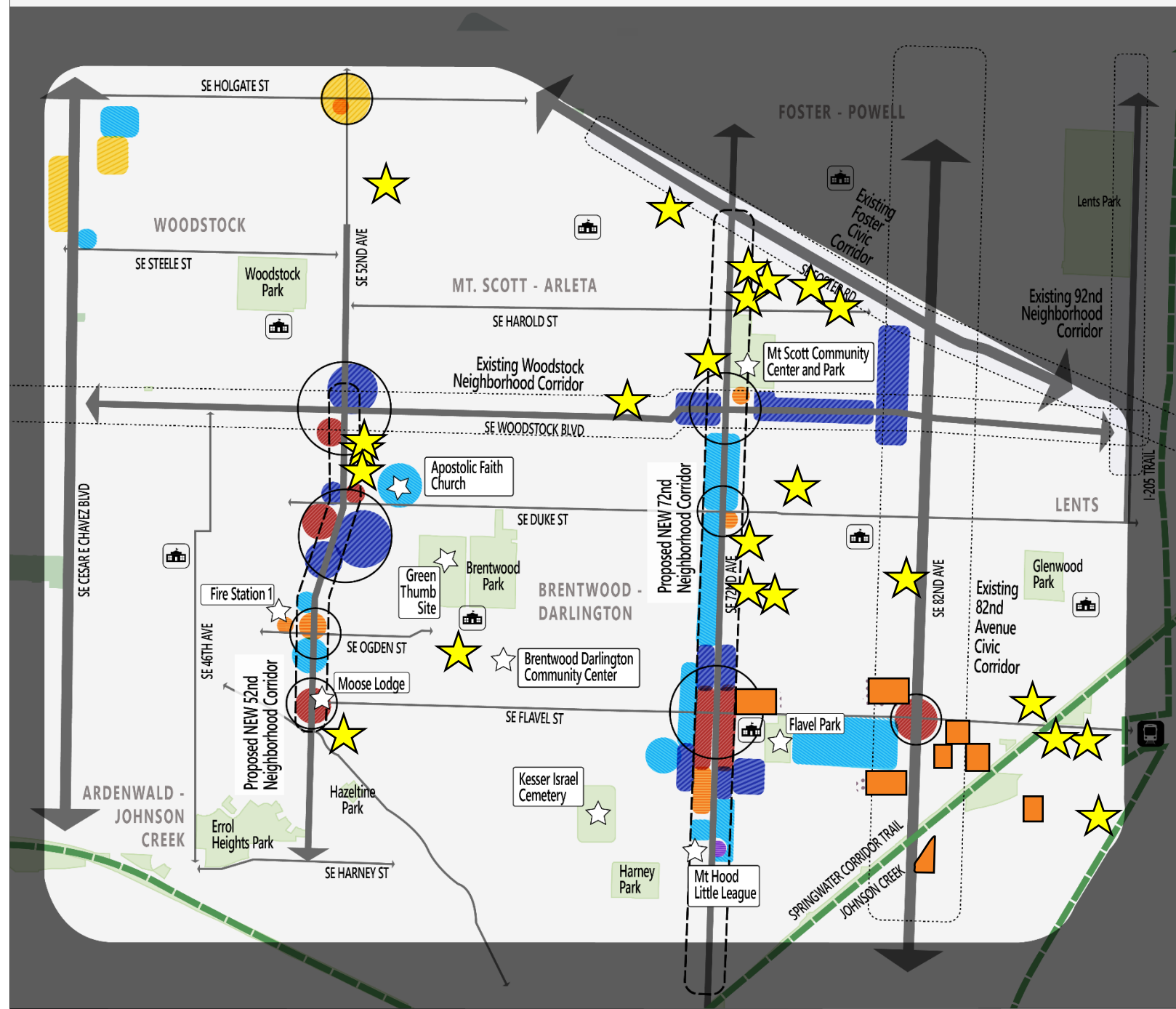
Zone changes avoid sites with:



Unregulated low-cost apartments

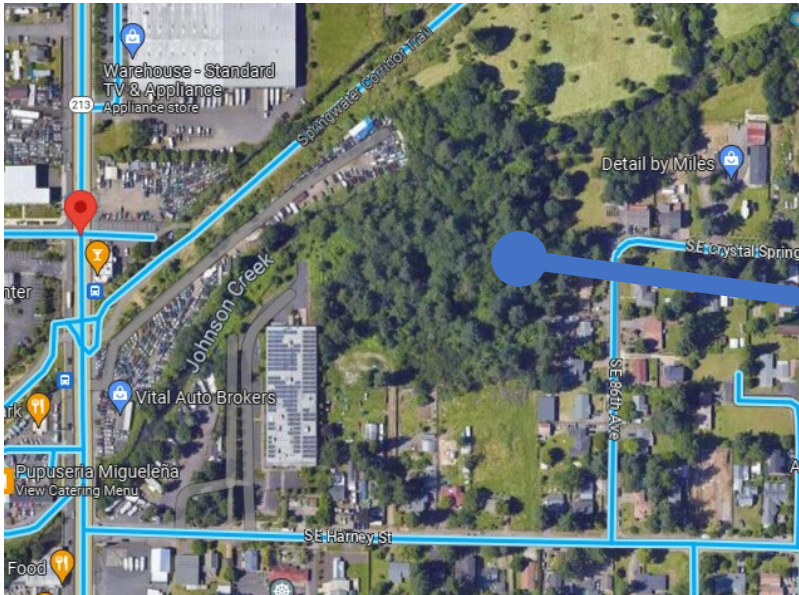


Manufactured dwelling parks (retain RMP zoning)

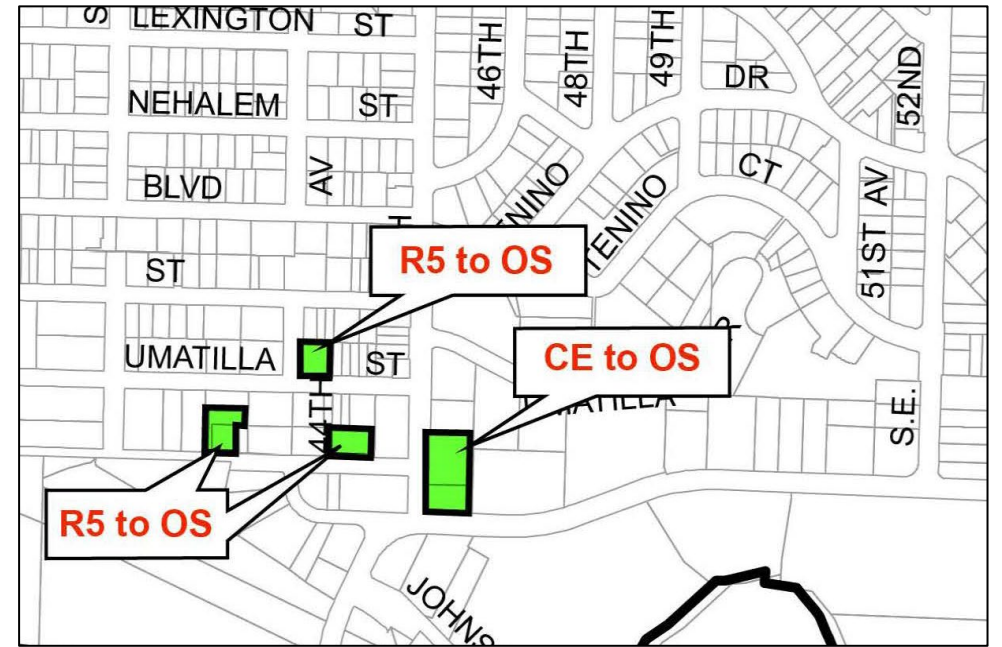


Rezones to Open Space Near Johnson Creek

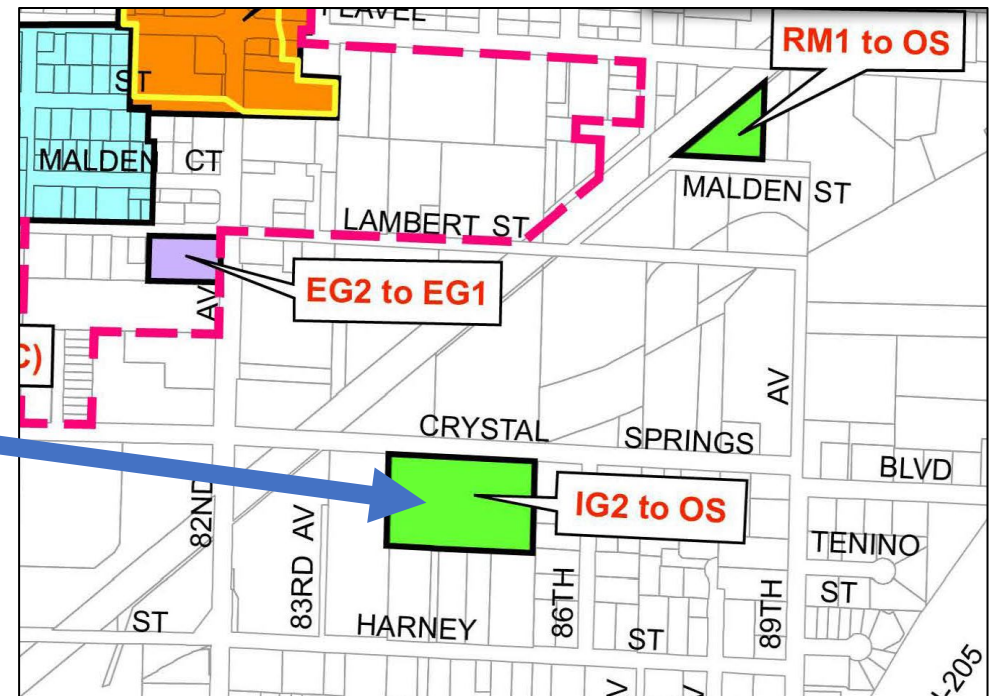
- Open Space zoning for Bureau of Environmental Services (BES) properties
- Floodplain and habitat restoration



SE 45th &
SE Harney
area



Springwater
Corridor east
of SE 82nd



Community Stabilization – Displacement Risk Analysis

Analysis shows little impact on displacement risk from zone changes:

- High rates of homeownership
- Small increment of change - zone changes to RM1 zone have no increase to displacement risk compared to existing single-dwelling zoning
- Near-term development mostly on underutilized properties
- CM2 mixed-use zoning on properties with little or no existing housing



Community Stabilization – Plan Approaches

Affordability and Stabilization

- **Preservation of low-cost housing:** avoid upzones to existing low-cost apartments and manufactured home parks
- **New affordable units:** expand where inclusionary housing requirements apply
- **Small businesses along corridors:** new corridor allowances support expansion of existing home-based businesses



Community Stabilization – Recommendations for Future Action

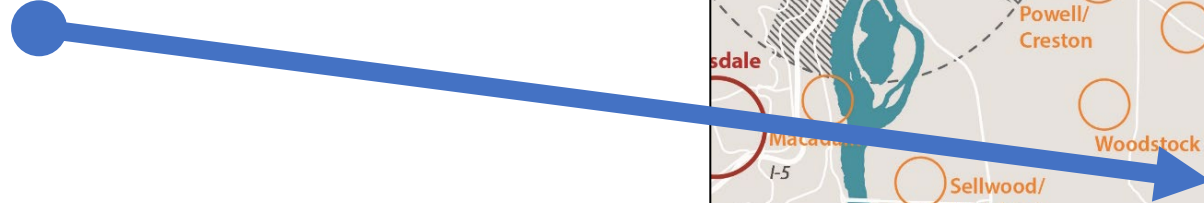
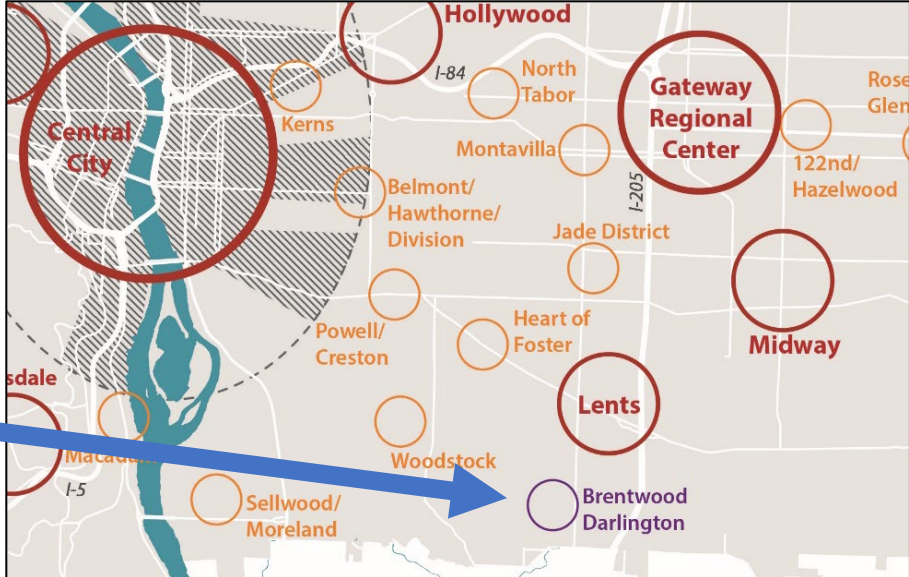
- Coordination with 82nd Avenue planning on community stabilization
- Investments in affordable housing
- Community economic development and workforce development
- Recommendations for future Neighborhood Prosperity Initiative (NPI) or Tax Increment Finance (TIF) district
- Role for Brentwood-Darlington Community Center as a resource hub



Amendments to Comprehensive Plan Urban Design Framework Diagrams

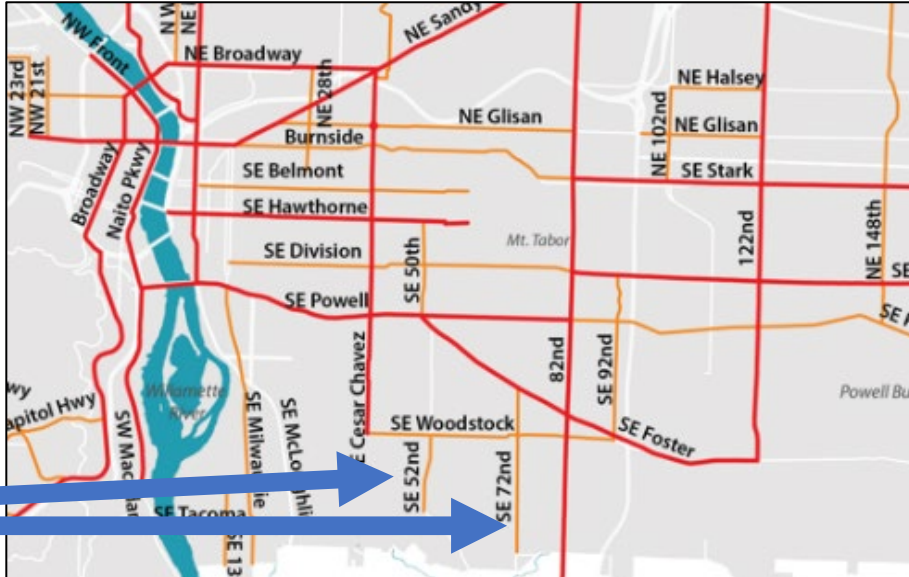
- **New Brentwood-Darlington Neighborhood Center**

Centers



- **Designation of SE 52nd and SE 72nd as Neighborhood Corridors**

Corridors

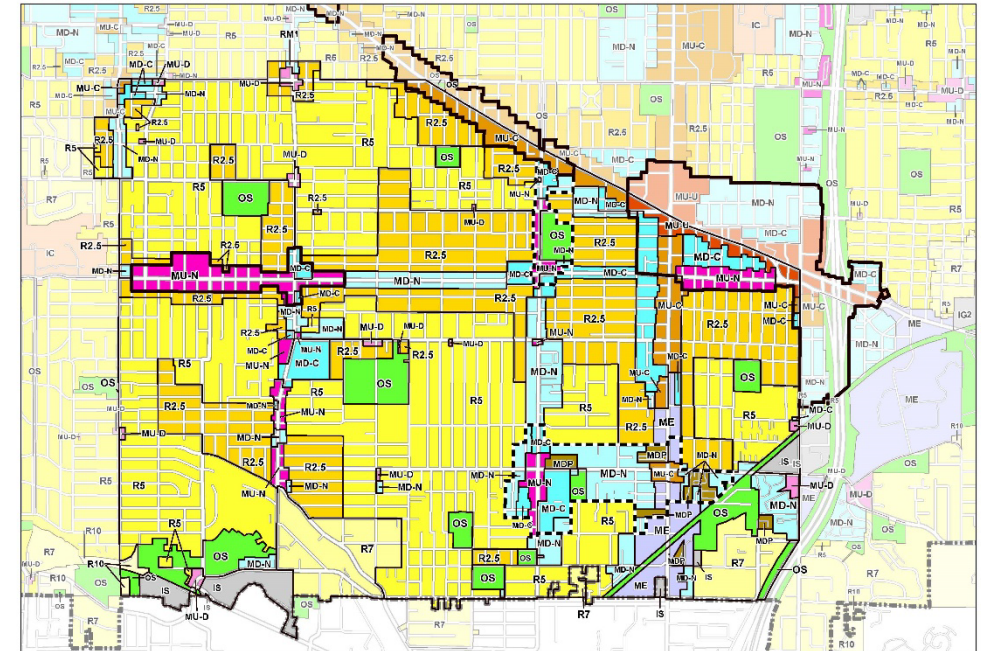


Proposed Map Amendments

- Comprehensive Plan Map
- Zoning Map
- Zoning Code maps
Mapping of corridors

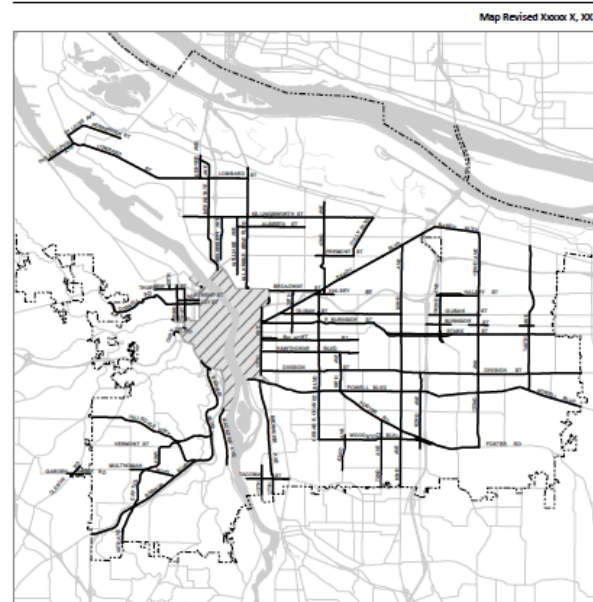
Proposed Draft – Lower SE Rising Area Plan

Proposed Comprehensive Plan Map



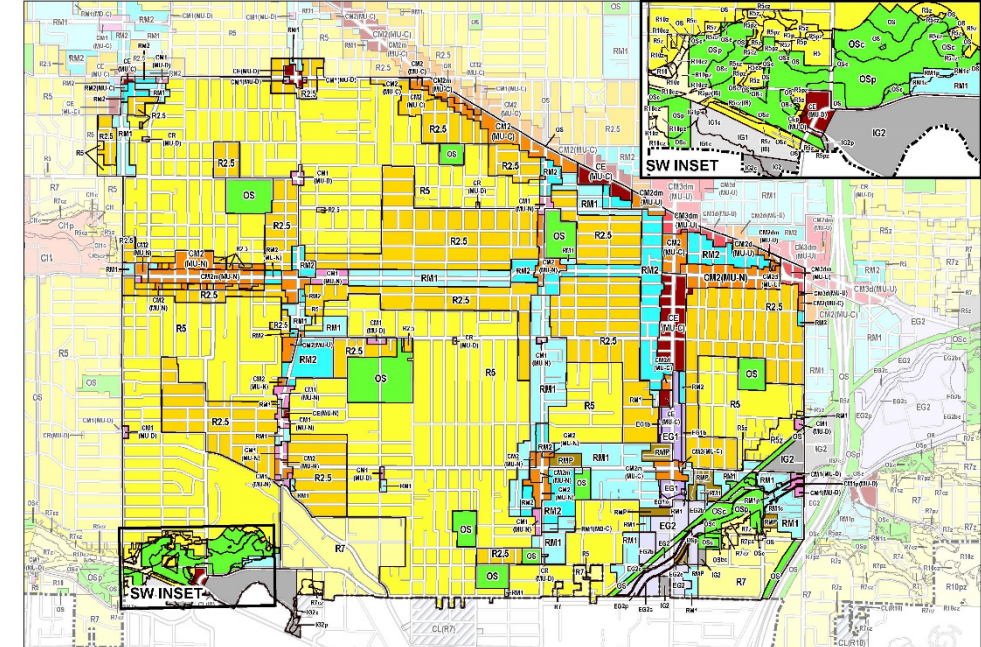
Civic and Neighborhood Corridors

Map 120-1



Proposed Draft – Lower SE Rising Area Plan

Proposed Zoning Map



Transportation Proposals



Transportation recommendations

Based on community feedback and our analysis, main areas for transportation improvement are:

- 1 Traffic safety and traffic calming**
not helped by an incomplete safe walking and biking network
- 2 Access to businesses, services, and community destinations**
by walking, rolling, and biking
- 3 Transit network frequency and directness**
improving transit's usefulness for trips within the plan area

Transportation projects strategy

Our recommended projects are grouped into two categories:

CI Corridor Improvements

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



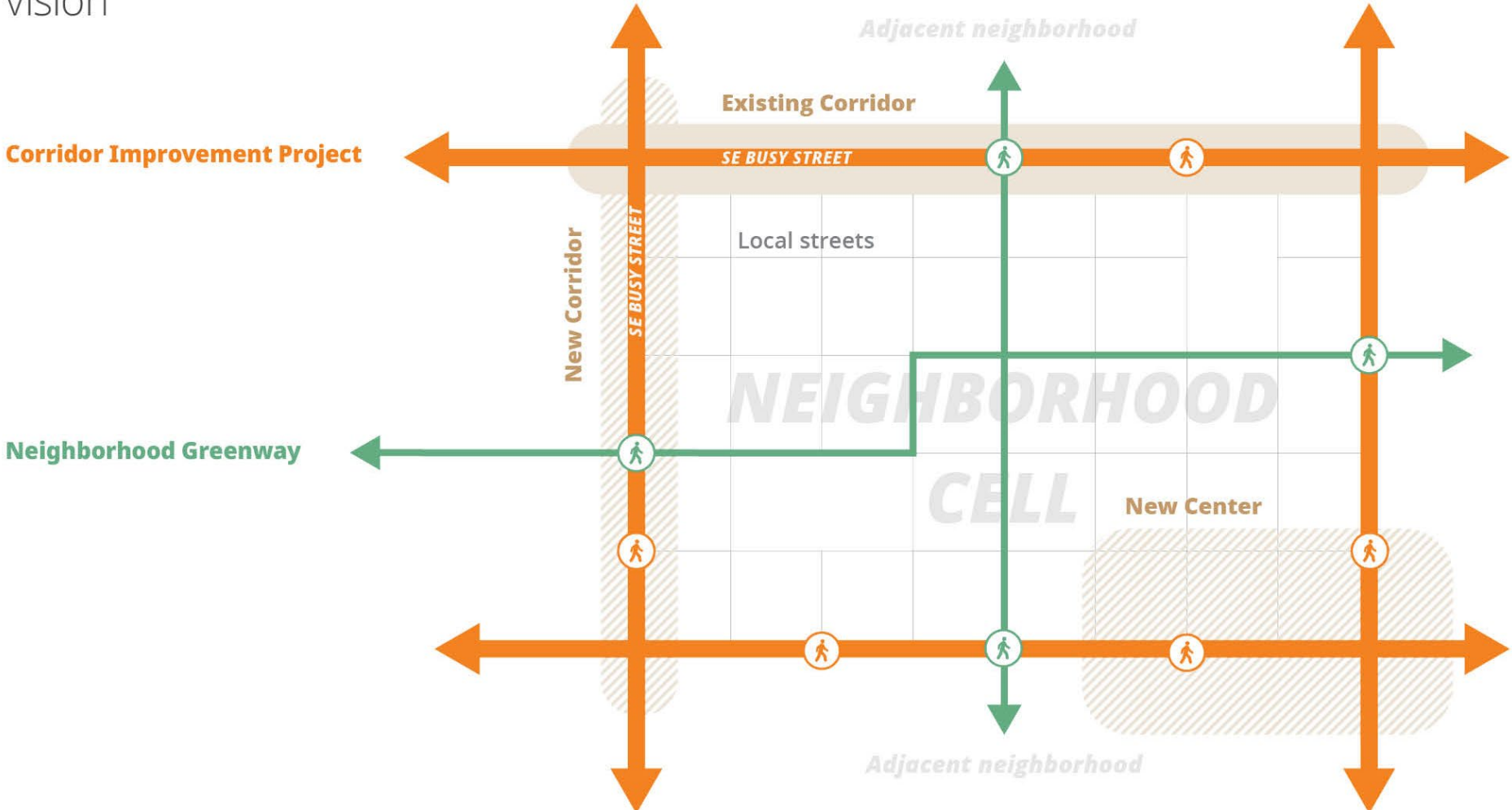
NG Neighborhood Greenways

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



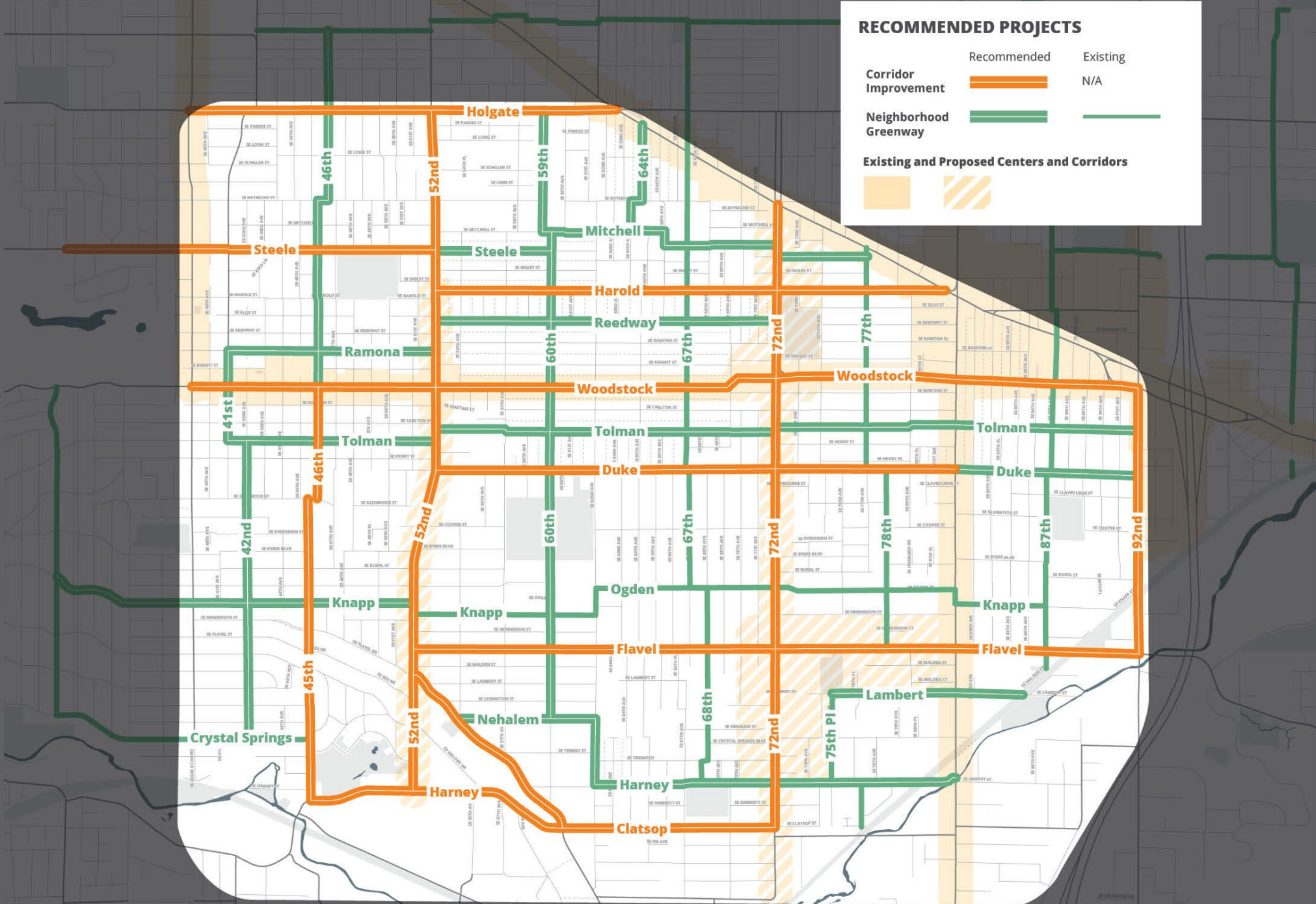
THE TRANSPORTATION STRATEGY

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



RECOMMENDED PROJECTS

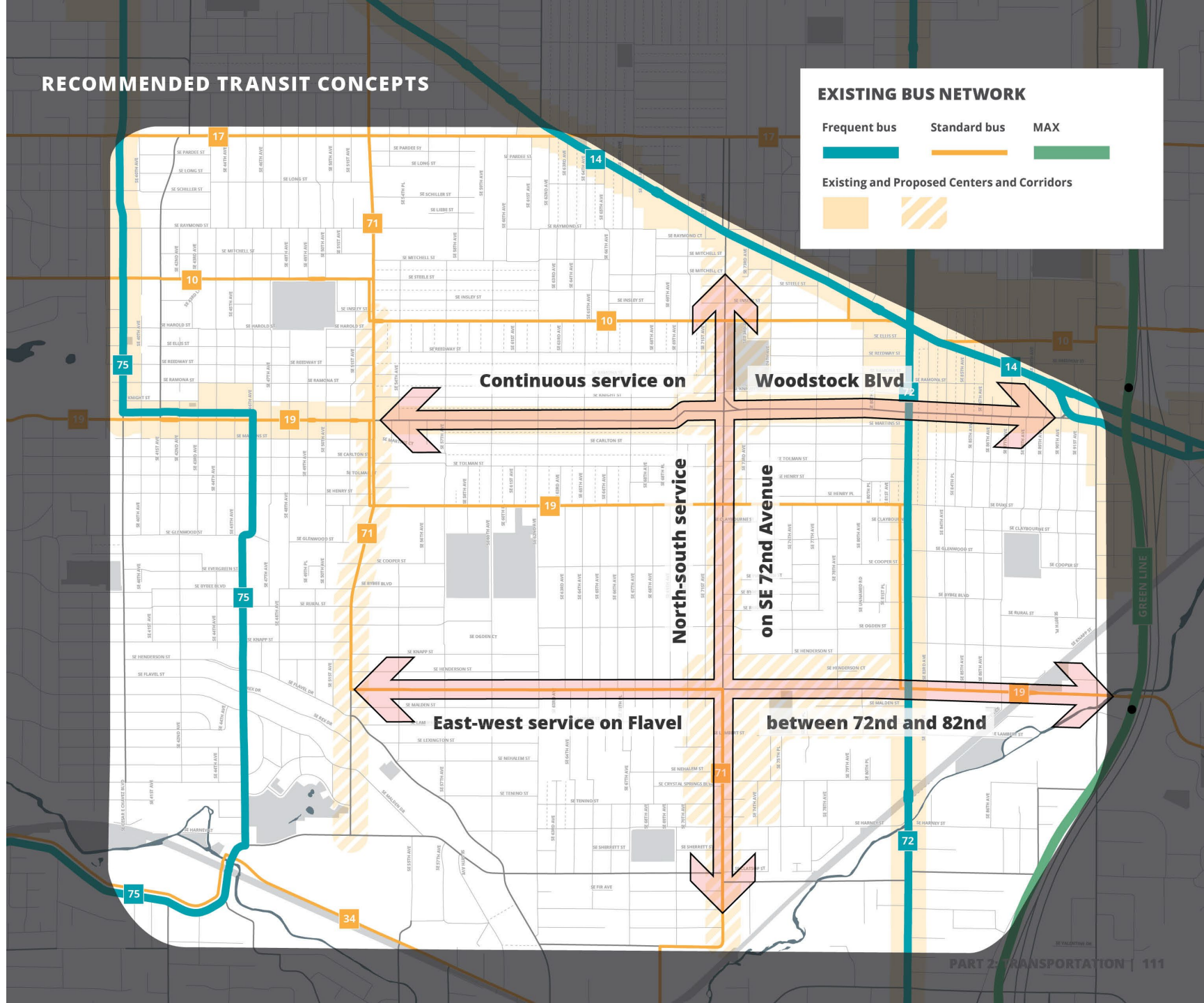
	Recommended	Existing
Corridor Improvement		N/A
Neighborhood Greenway		
Existing and Proposed Centers and Corridors		



Bus network recommendations

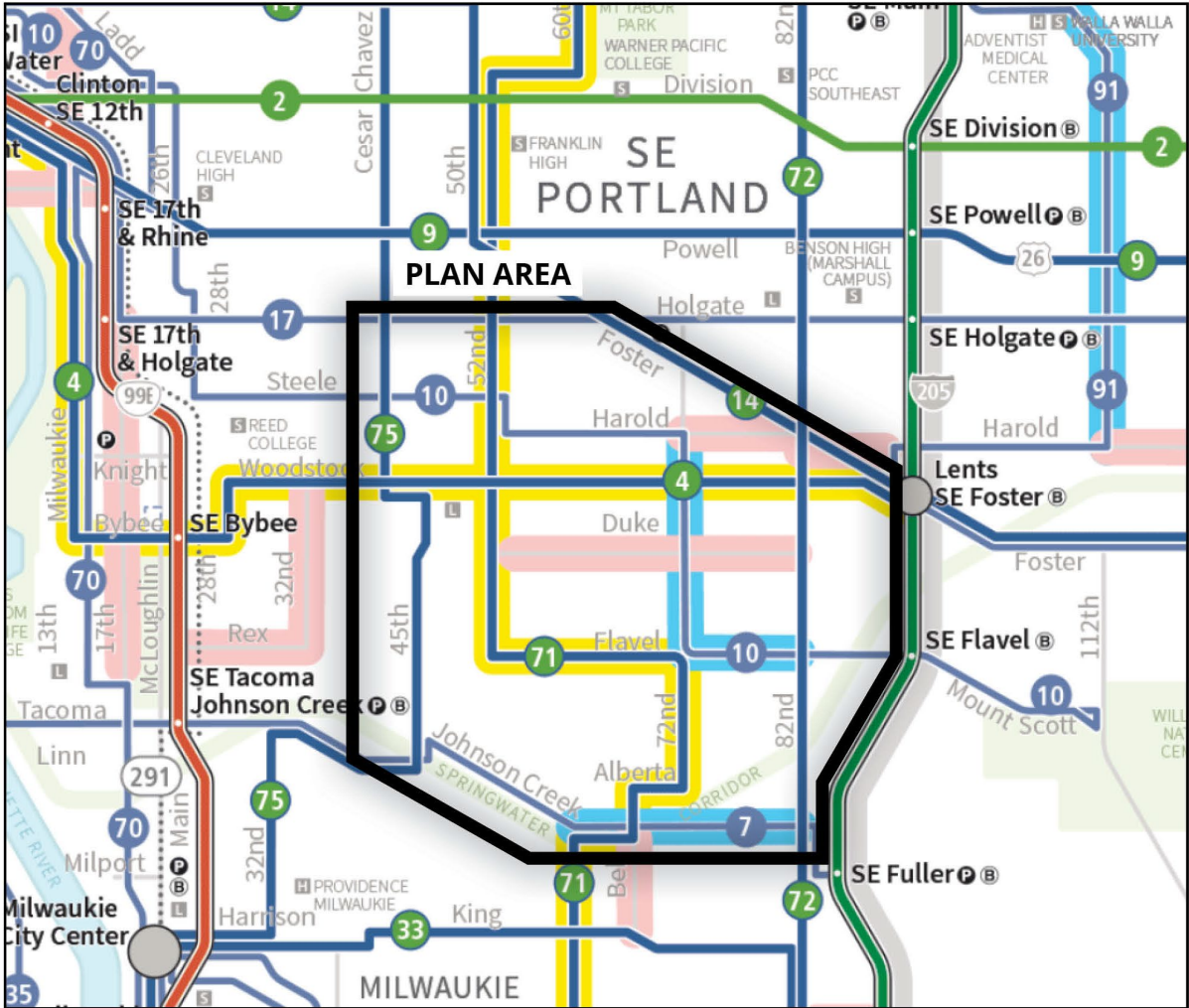
Community members seek transit service that provides better connections to destinations within the Plan Area and that comes more often

RECOMMENDED TRANSIT CONCEPTS



TriMet Forward Together

TRIMET FORWARD TOGETHER PLAN FOR LOWER SOUTHEAST RISING AREA



Bus Service Changes

- Service loss (Red line)
- New Service (Blue line)
- New Frequent Service (Yellow line)

Bus Service

- Frequent Express Service (Green line with 2)
- Frequent Service (Blue line with 4)
- Standard Service (Blue line with 17)

TriMet’s short-term, revenue-neutral service plan is bringing improvements to the Plan Area

STATUS OF TRANSIT NETWORK RECOMMENDATIONS

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

Local street improvements

LOCAL STREET PRIORITIES

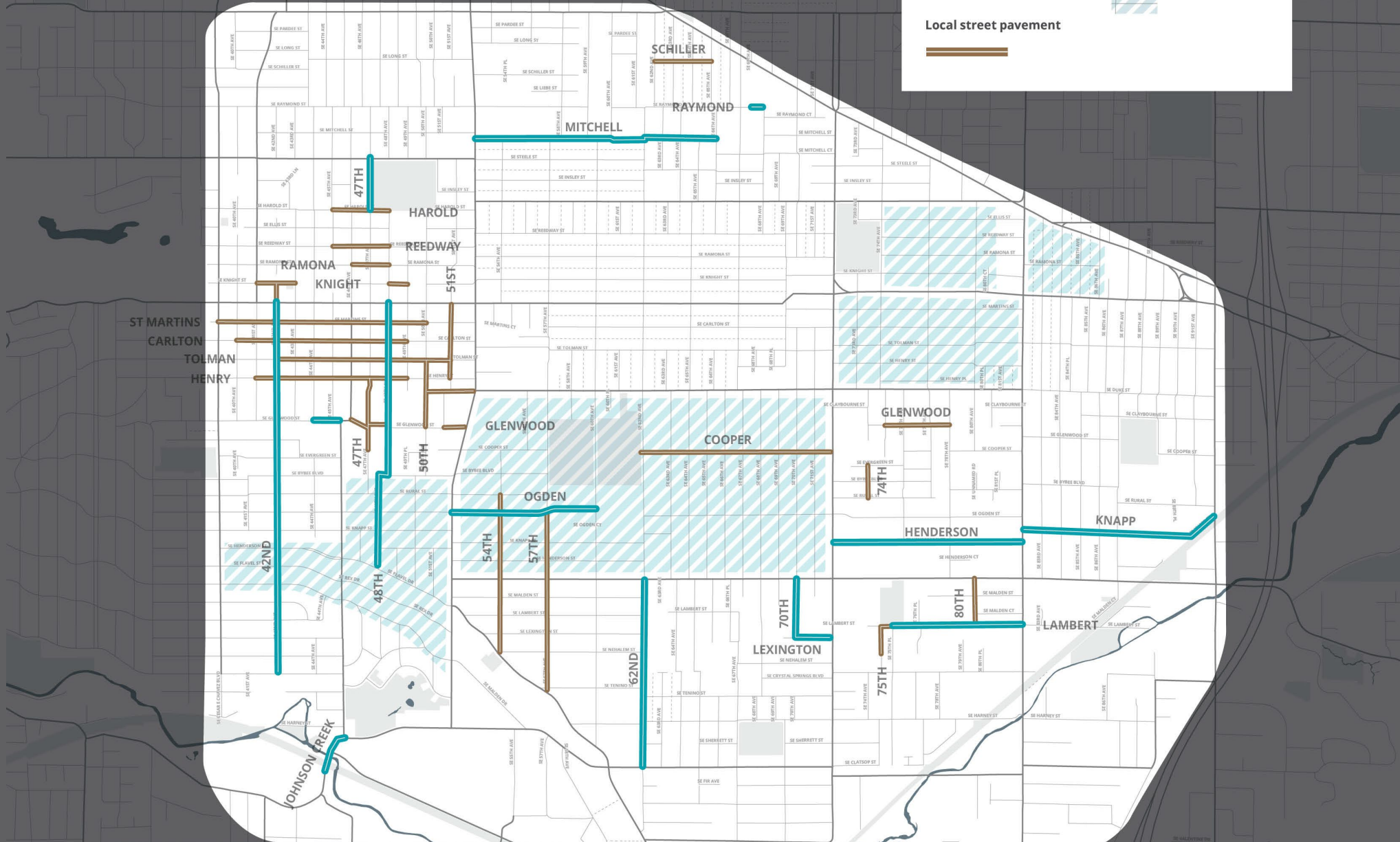
Local street safety



Traffic calming area



Local street pavement



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Planning Commission Next Steps

Schedule subject to change

Today: Briefing and Public Hearing

Nov. 14: Work Session

Nov. 28: Recommendation

