

# 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

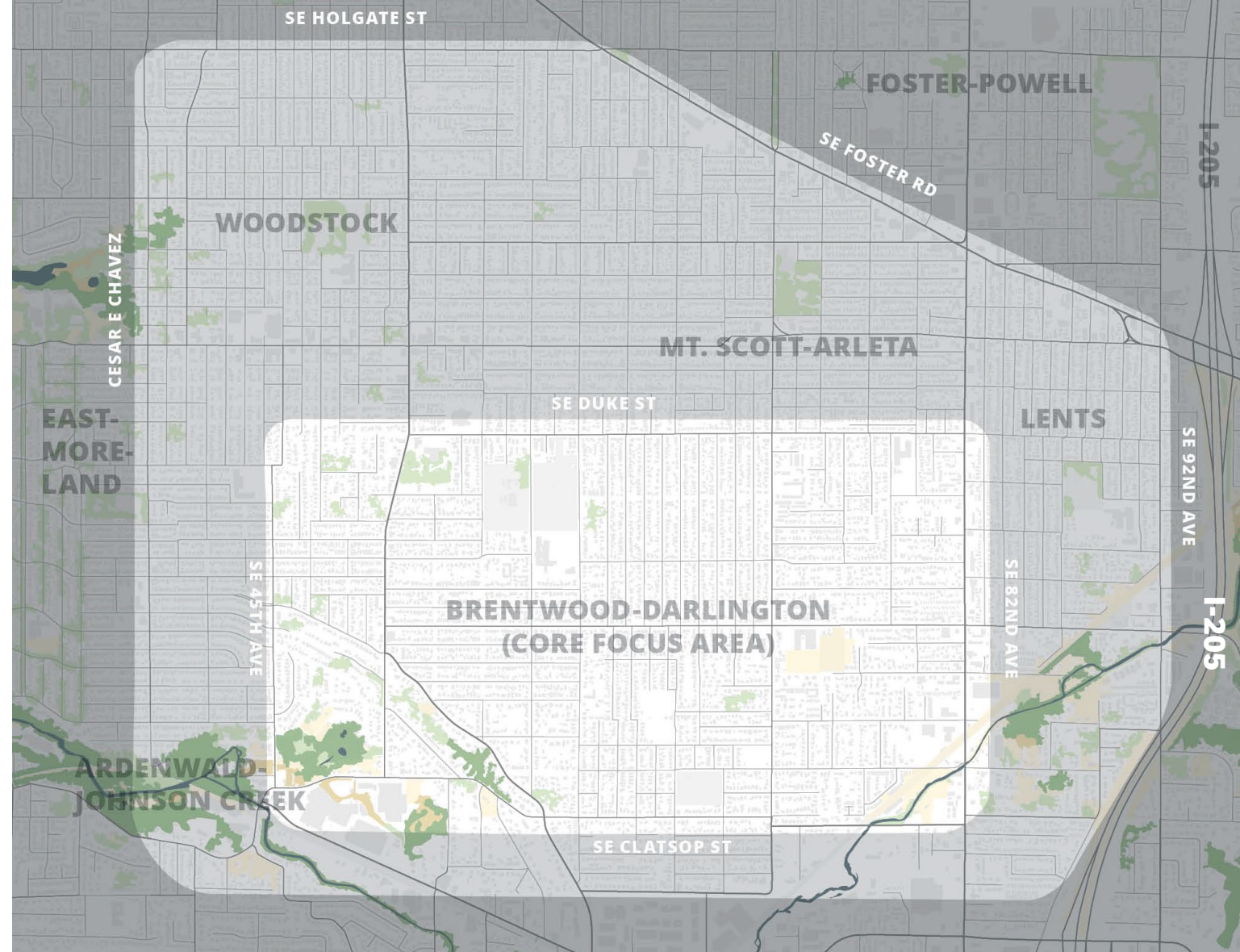




# Focus of Plan

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

- Woodstock
- Mt. Scott-Arleta
- Lents

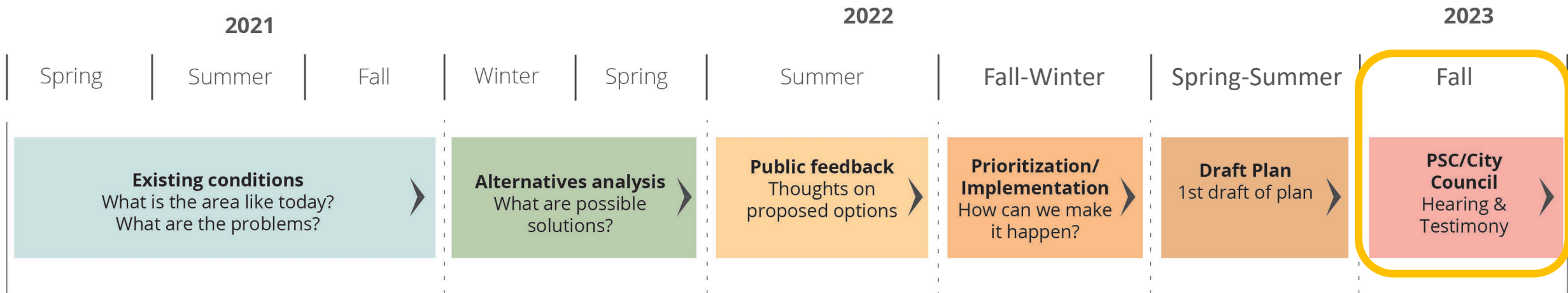




# Lower Southeast Rising Area Plan

*Funded in part by a state Transportation and Growth Management grant*

## PROJECT TIMELINE

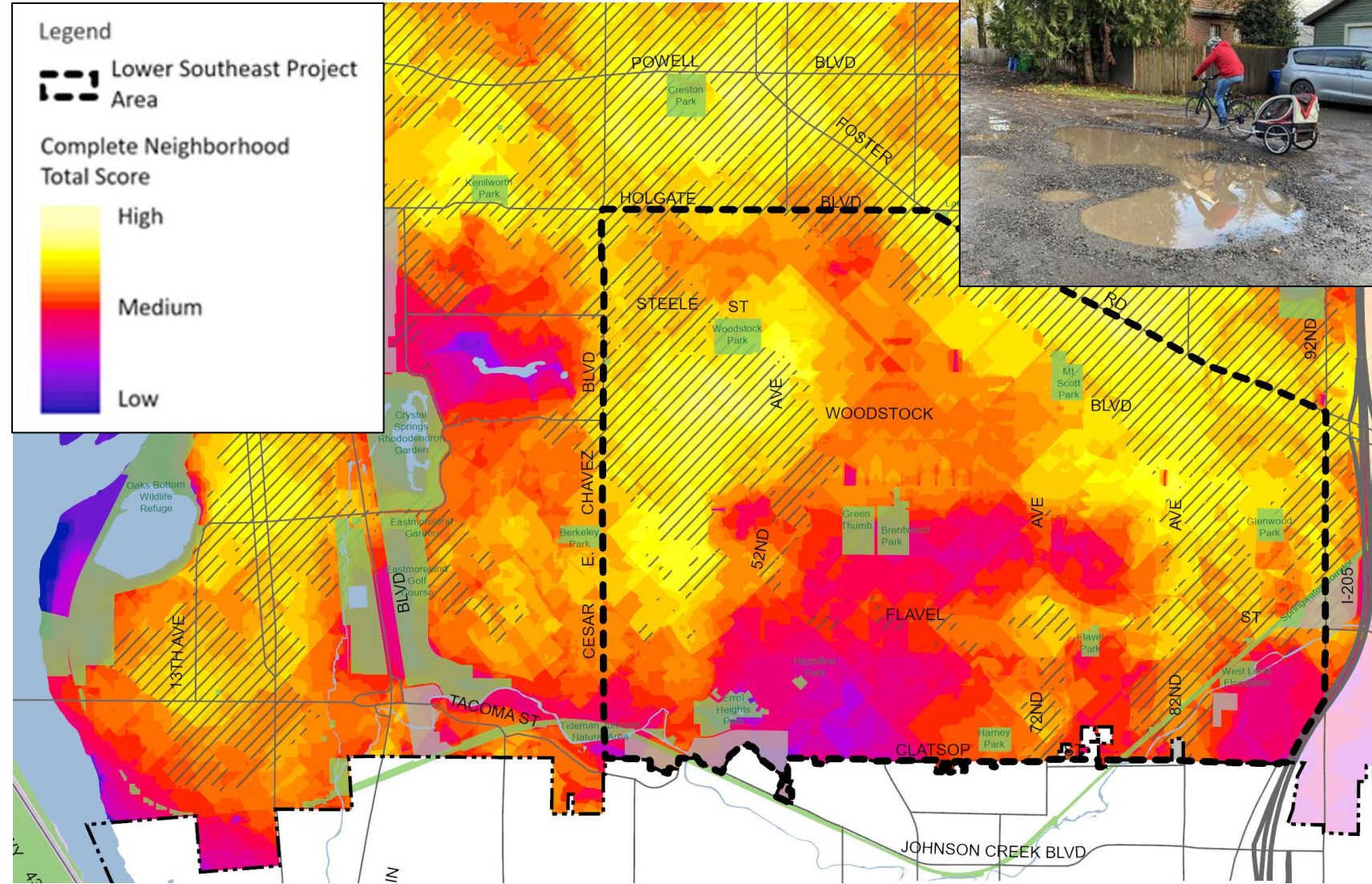


# Plan Background

## Gaps in access to services in plan area

Complete neighborhoods “heat map.” Lack of:

- Local commercial services
- Connecting infrastructure

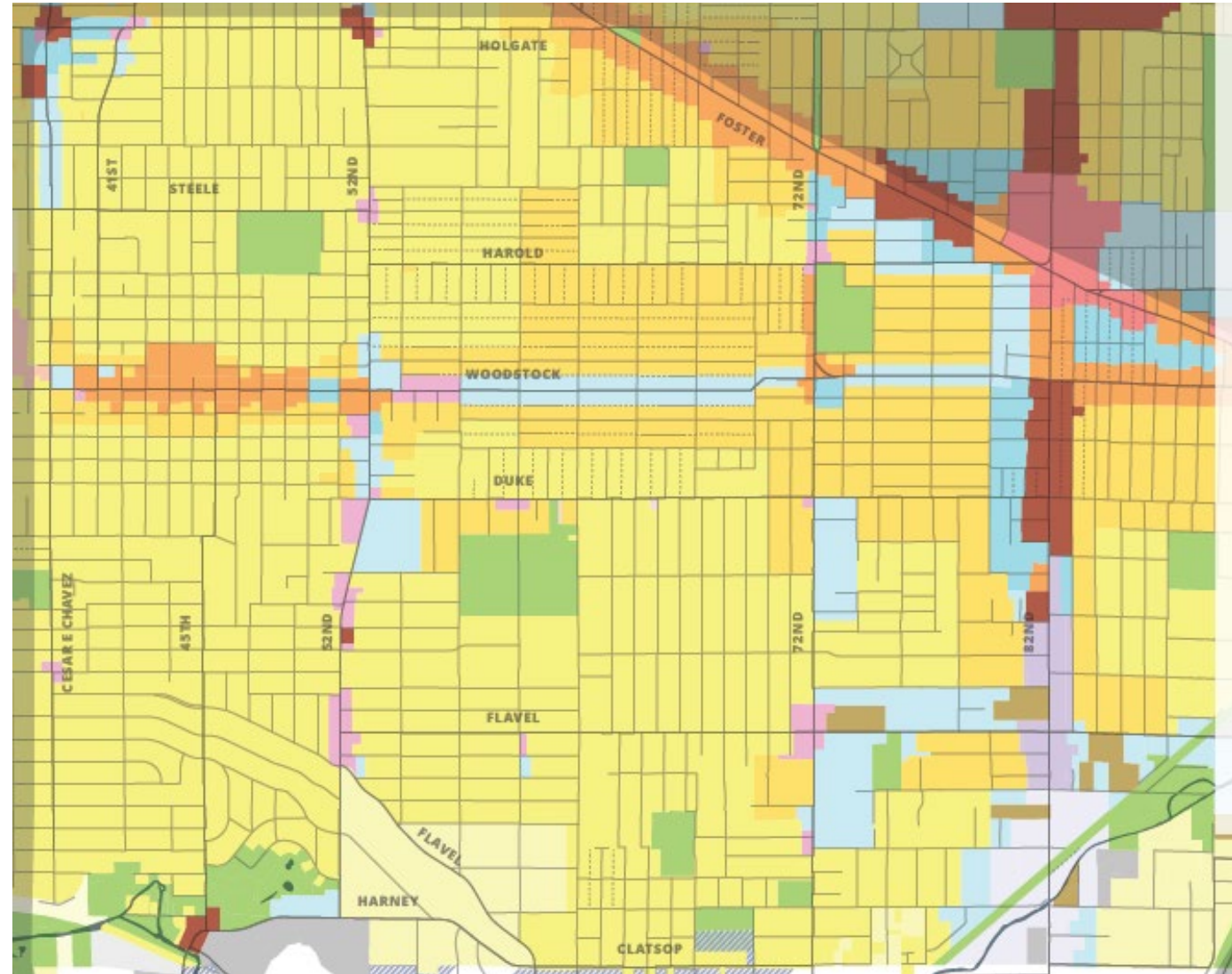




# Background: Current Zoning

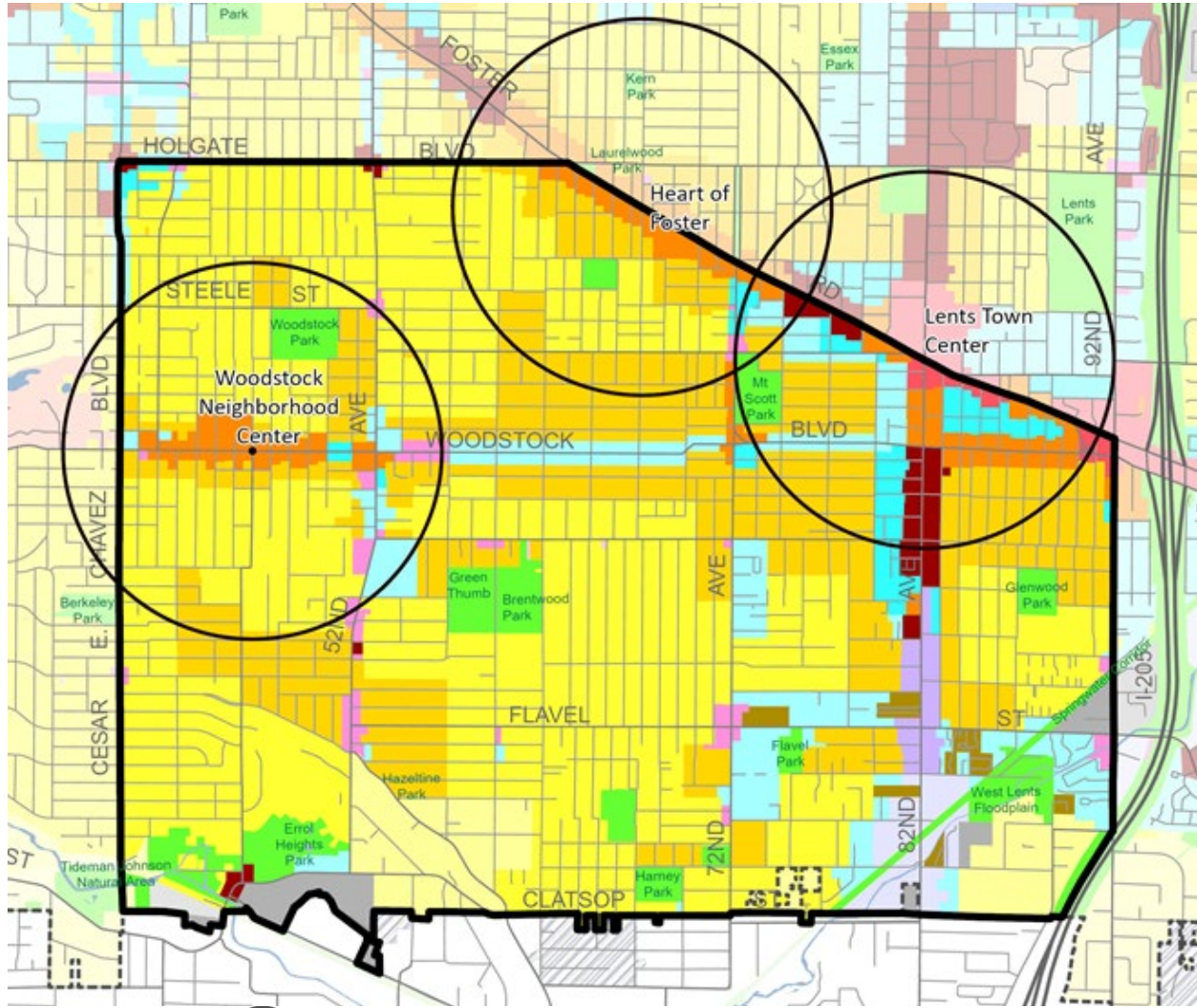
## Existing Zoning

- **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

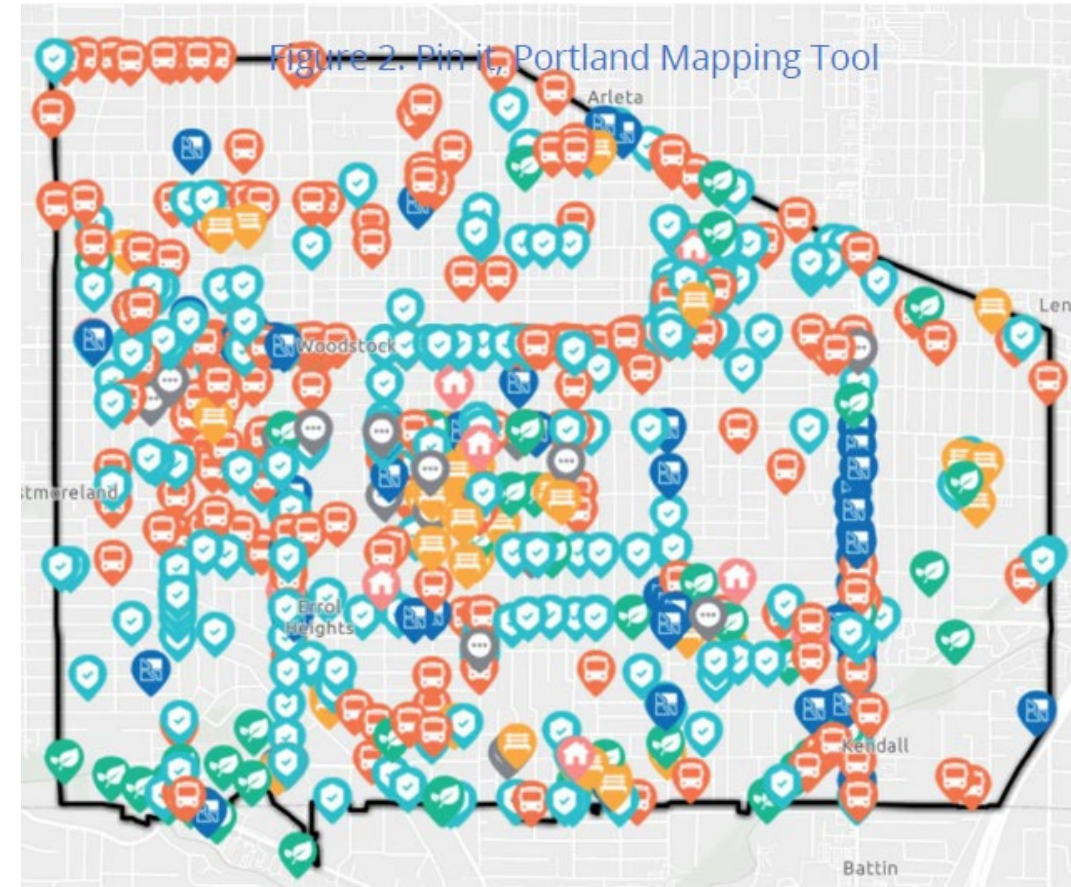




# Public Engagement: Phase 1 – Issue Identification

(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

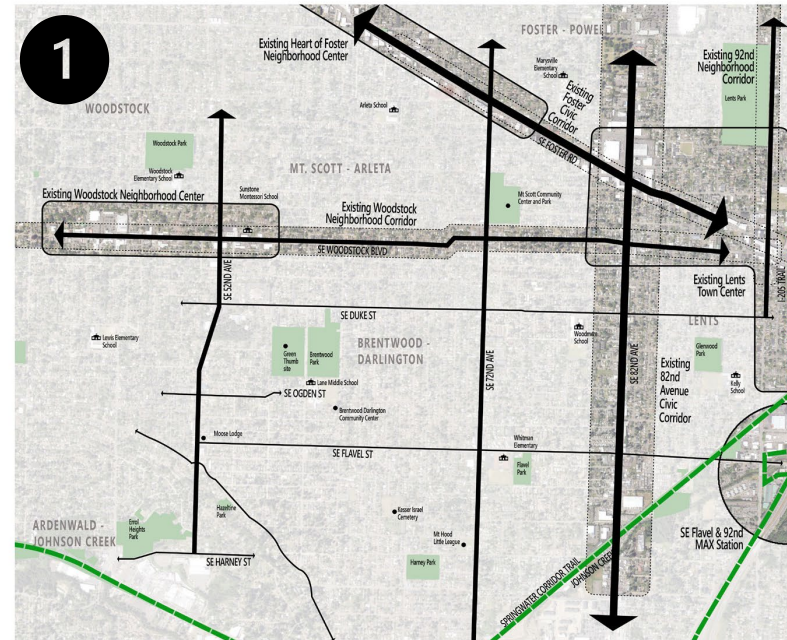




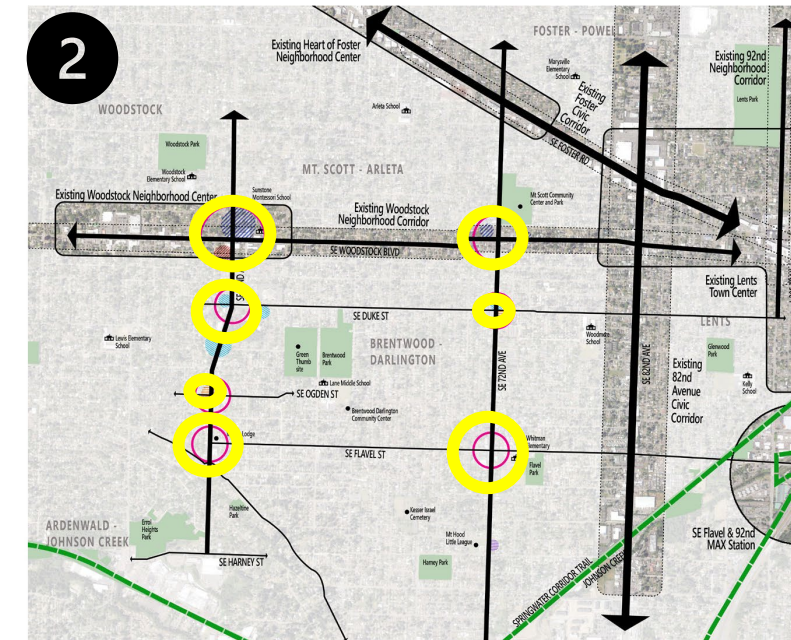
# Land Use Alternatives

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

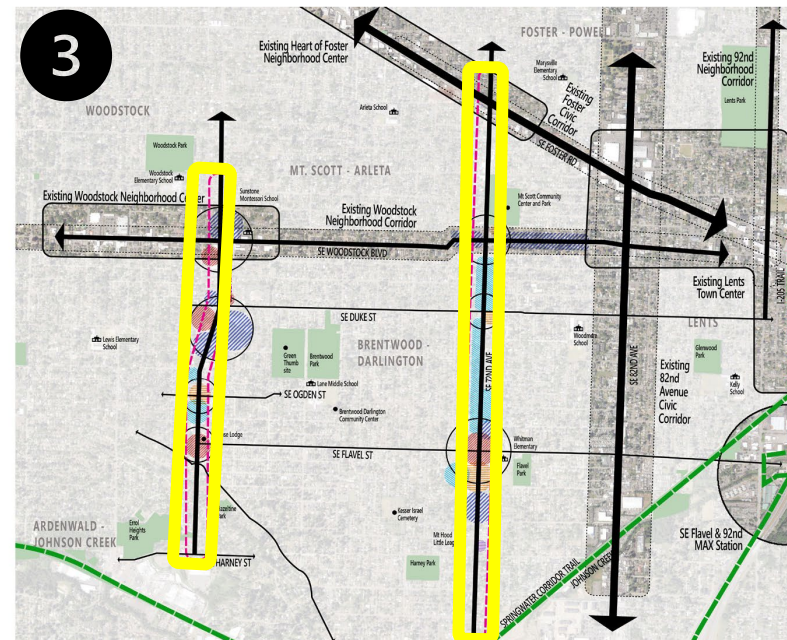
Scenario 1: Basic Level of Service



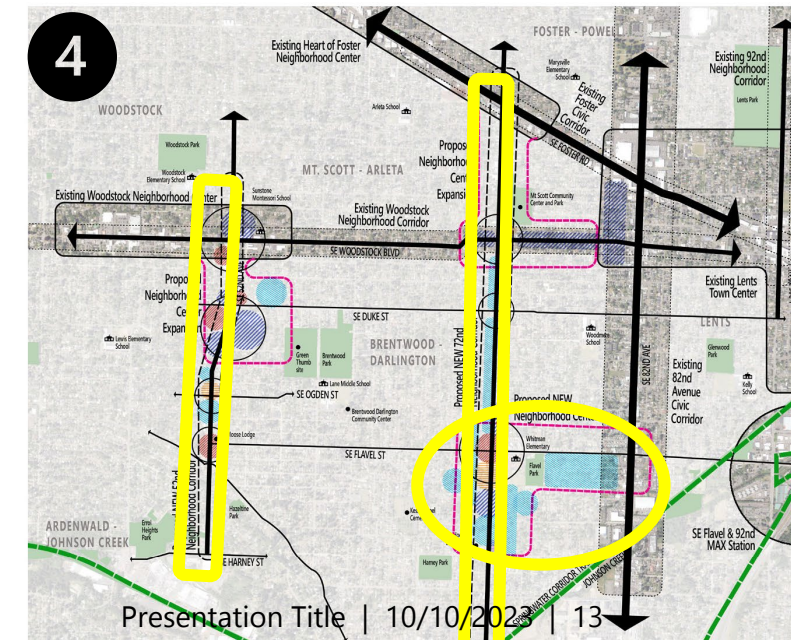
Scenario 2: Enhanced Commercial Intersections



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



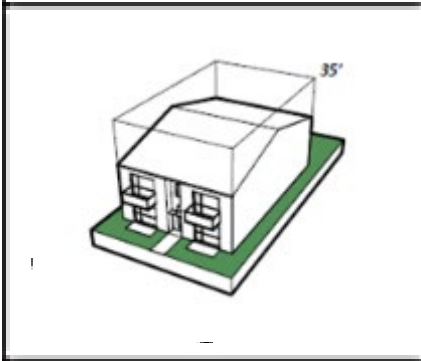
# Land Use Proposals



# Overview of Zones

## Multi-Dwelling Zones

RM1

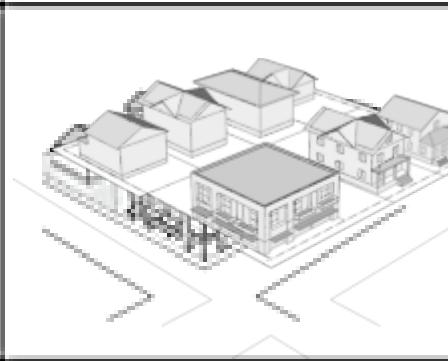


RM2



## 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

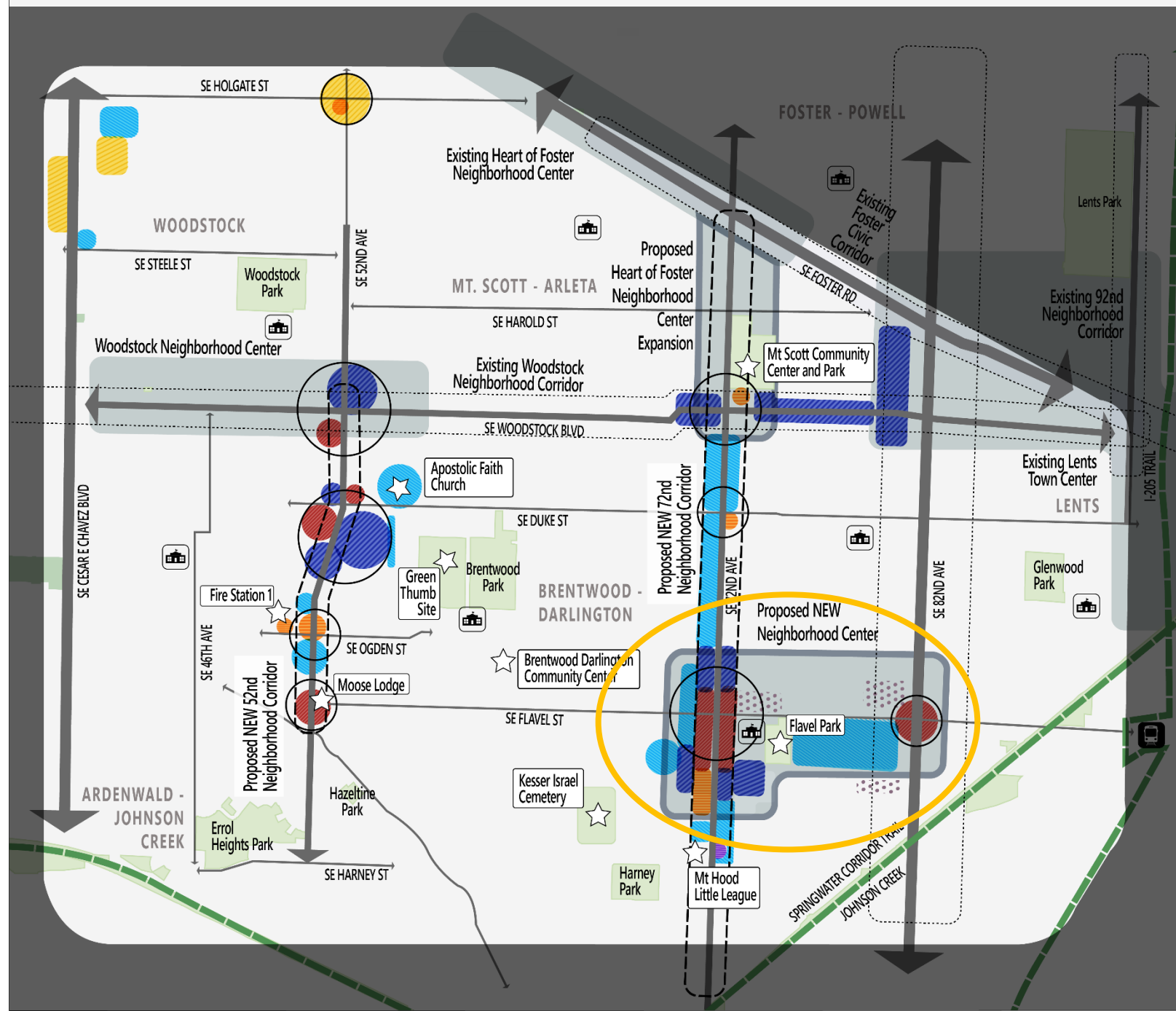


# Proposed Growth Concept & Zone Changes

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

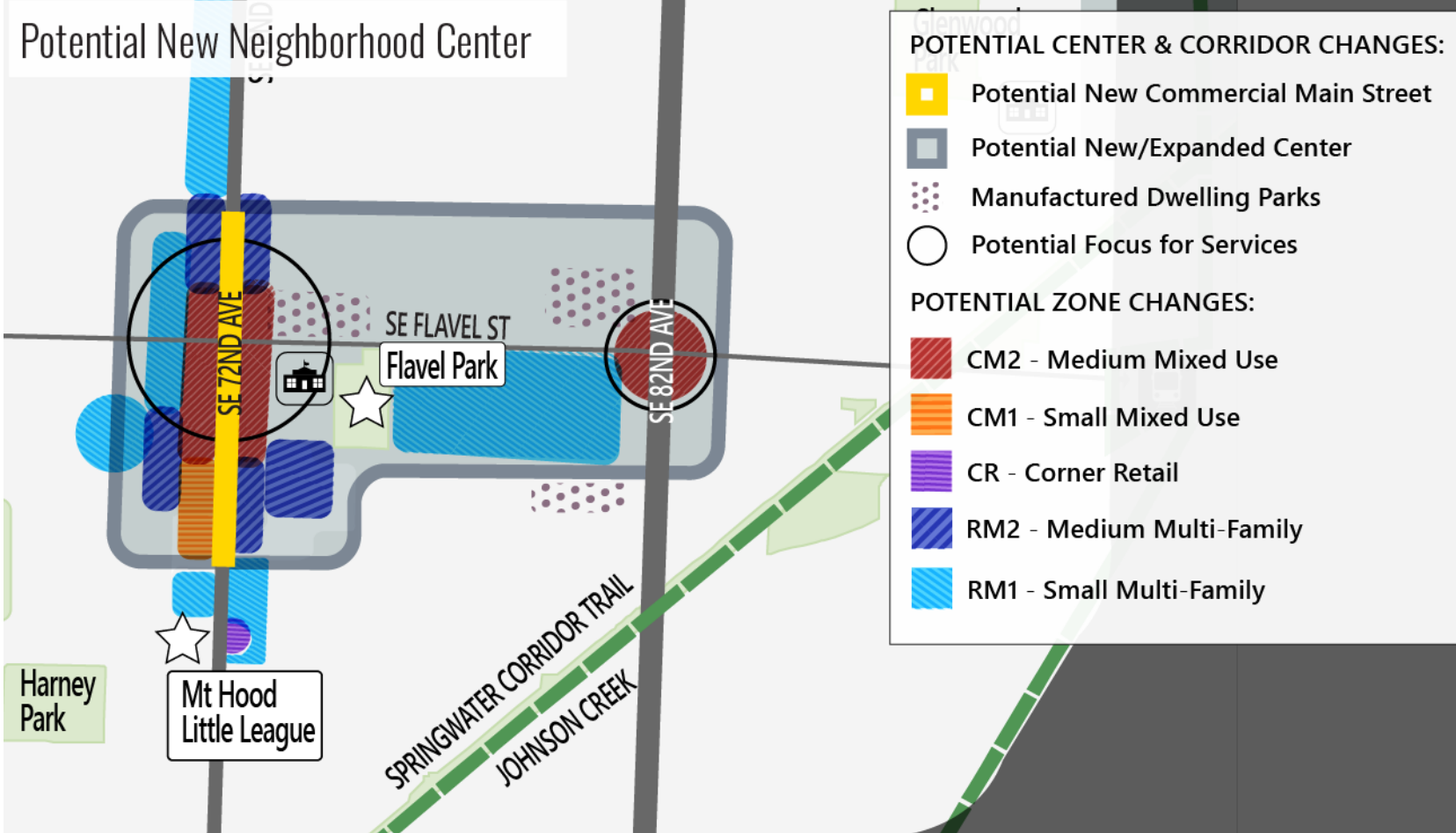


Lower SE Rising Plan - Land Use Growth Concept



# New Brentwood-Darlington Neighborhood Center

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







# Expanded Housing Opportunity

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



along SE 52<sup>nd</sup> & 72<sup>nd</sup>

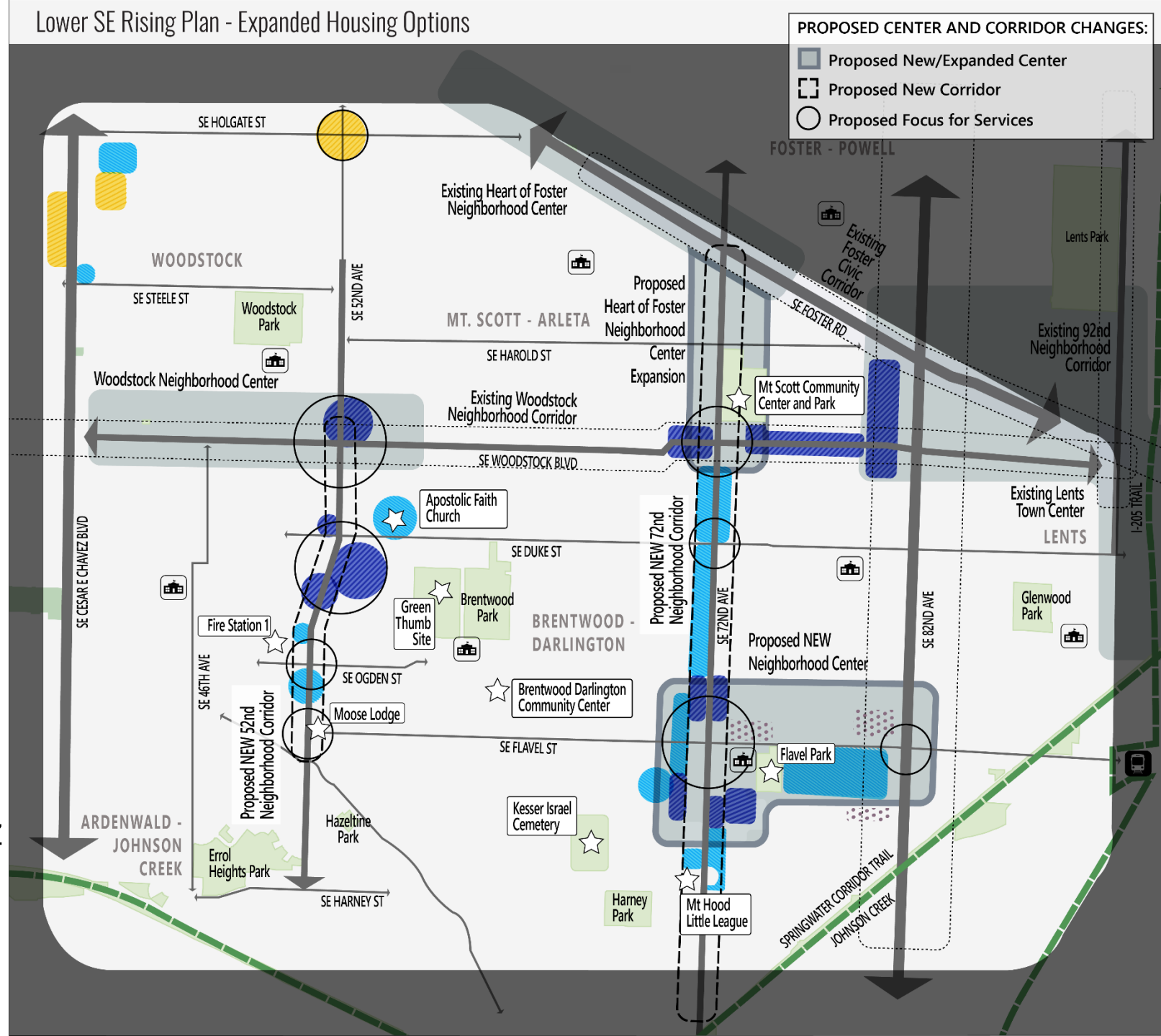


around center/hub locations



near Holgate at SE 52<sup>nd</sup> & at SE Chavez

## Lower SE Rising Plan - Expanded Housing Options





# Affordable Housing Preservation

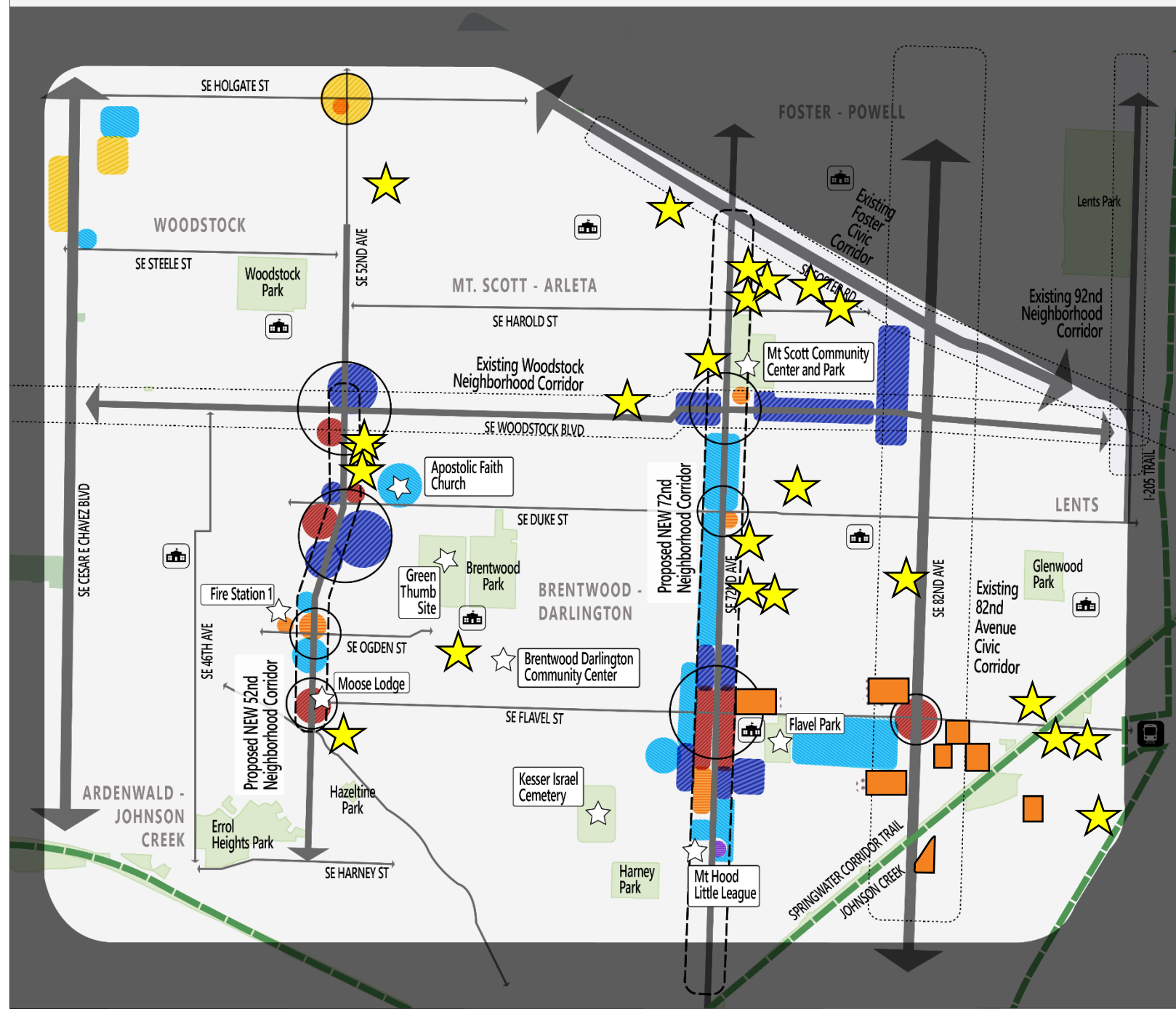
Zone changes avoid sites with:



Unregulated low-cost apartments

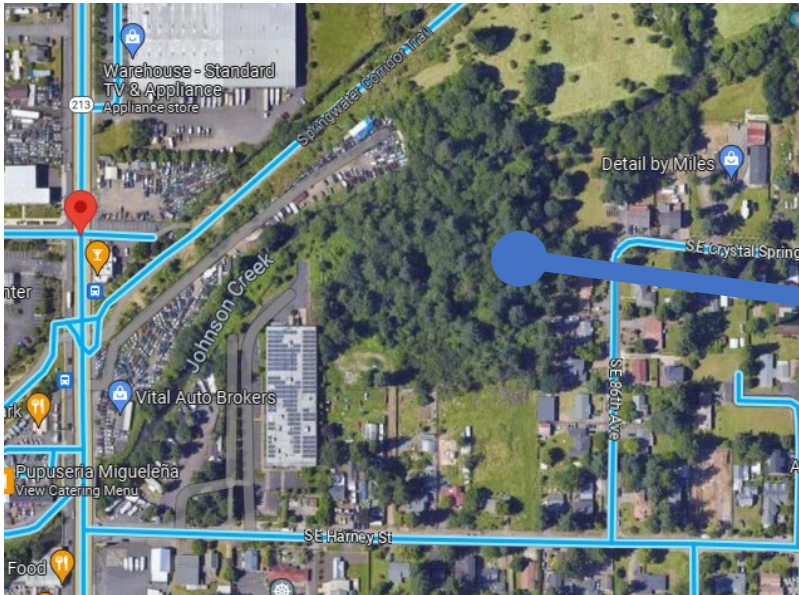


Manufactured dwelling parks (retain RMP zoning)

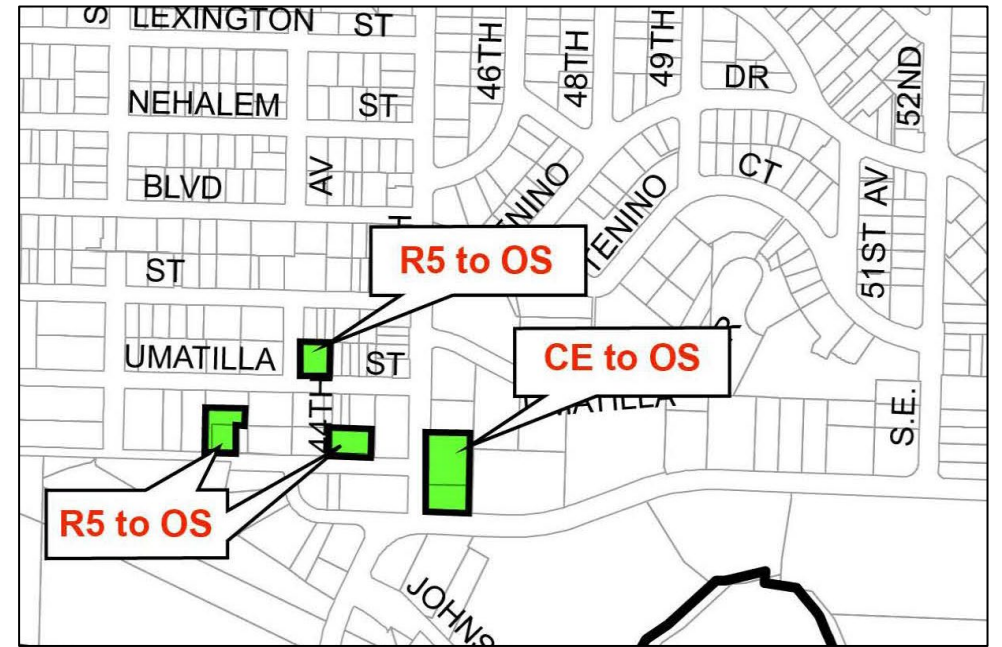


# Rezones to Open Space Near Johnson Creek

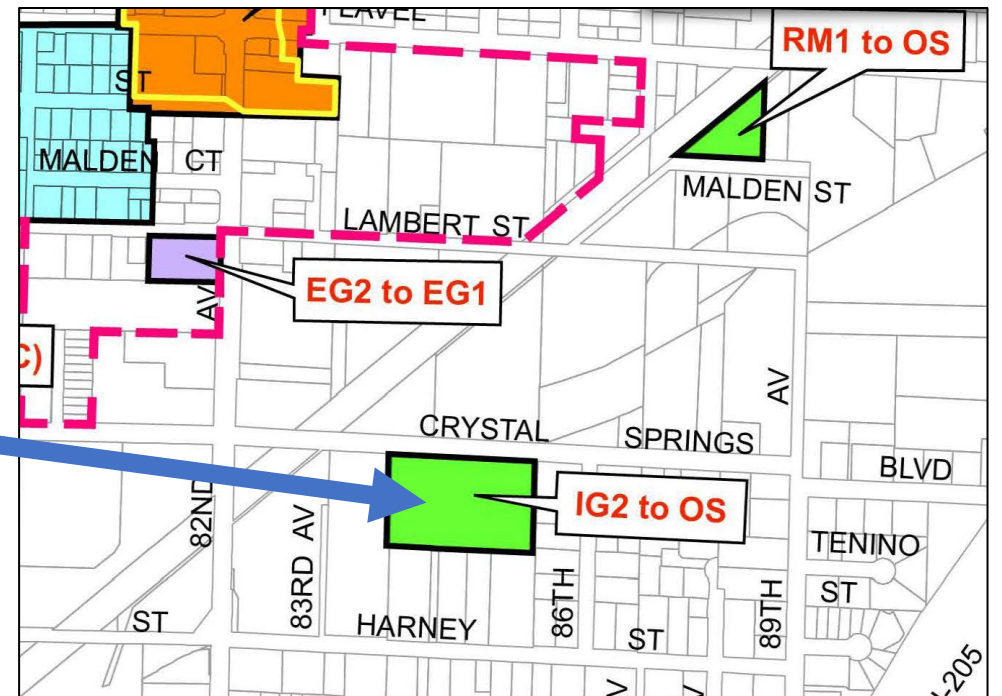
- Open Space zoning for Bureau of Environmental Services (BES) properties
- Floodplain and habitat restoration



SE 45<sup>th</sup> &  
SE Harney  
area



Springwater  
Corridor east  
of SE 82<sup>nd</sup>





# 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

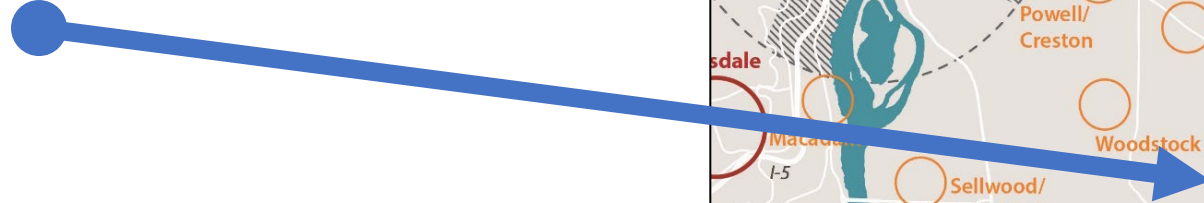
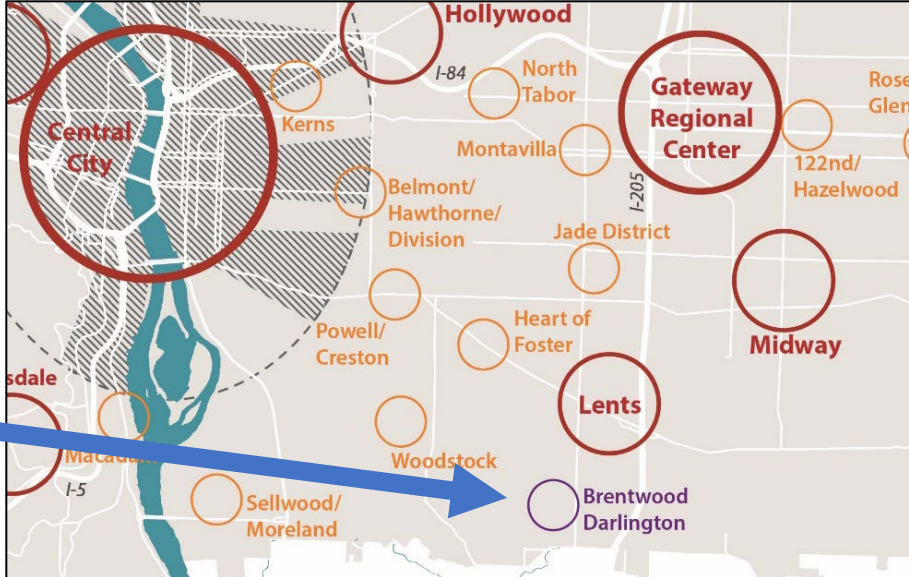
- Coordination with 82nd Avenue planning on community stabilization
- Investments in affordable housing
- Community economic development and workforce development
- Recommendations for future Neighborhood Prosperity Initiative (NPI) or Tax Increment Finance (TIF) district
- Role for Brentwood-Darlington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



# Amendments to Comprehensive Plan Urban Design Framework Diagrams

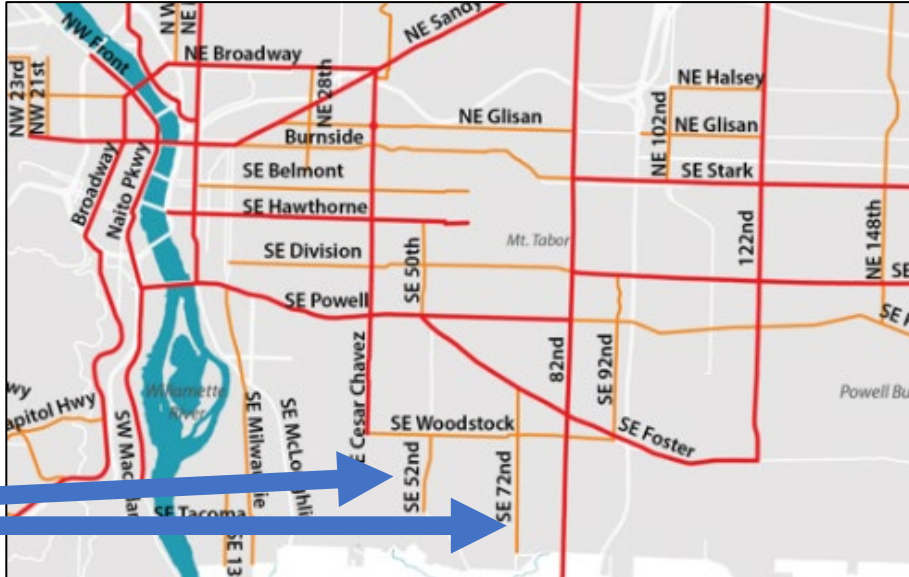
- **New Brentwood-Darlington Neighborhood Center**

Centers



- **Designation of SE 52<sup>nd</sup> and SE 72<sup>nd</sup> as Neighborhood Corridors**

Corridors







# 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

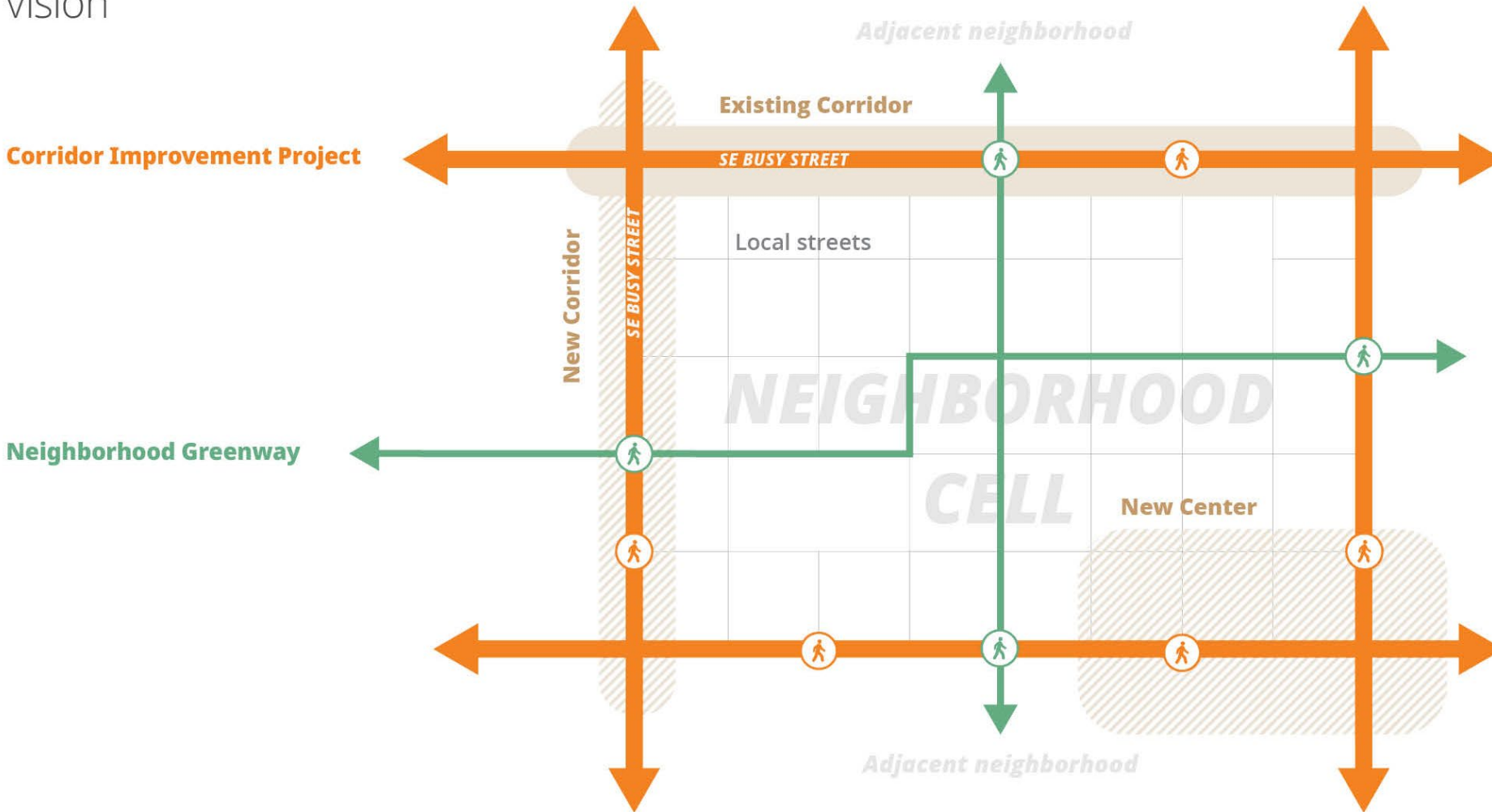
Low-stress neighborhood streets that are great places to walk, bike, roll, play, and just be.





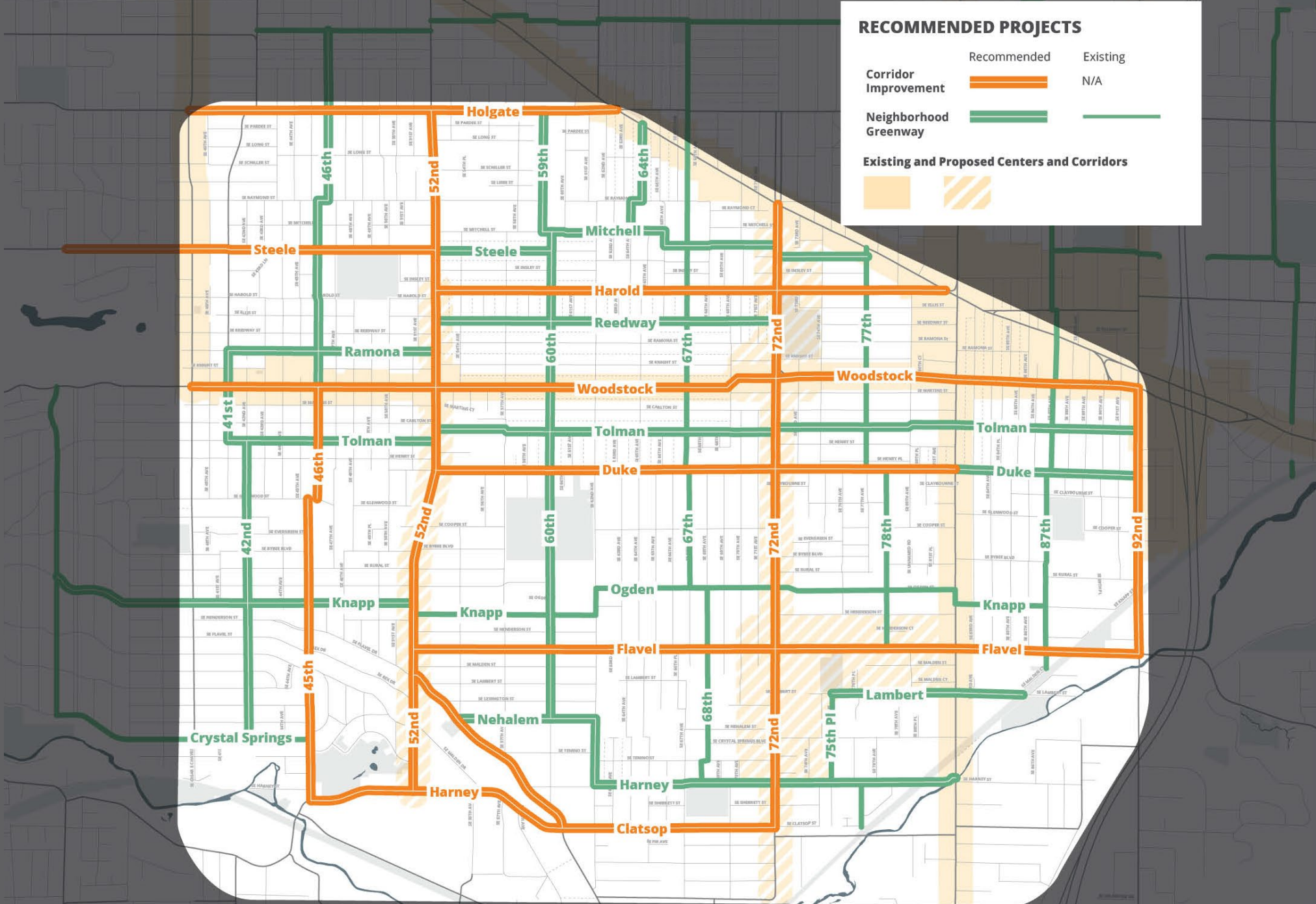
**THE TRANSPORTATION STRATEGY**

**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		
<b>Existing and Proposed Centers and Corridors</b>		

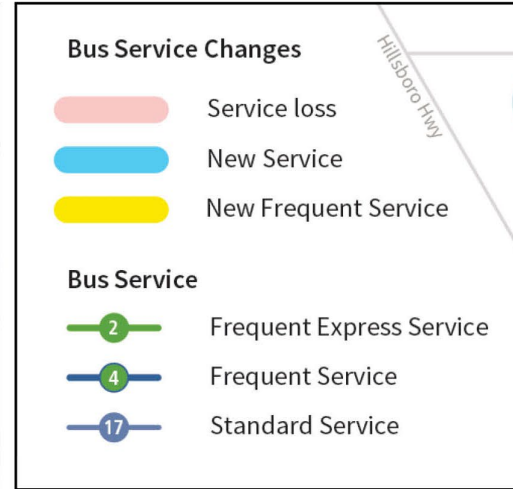
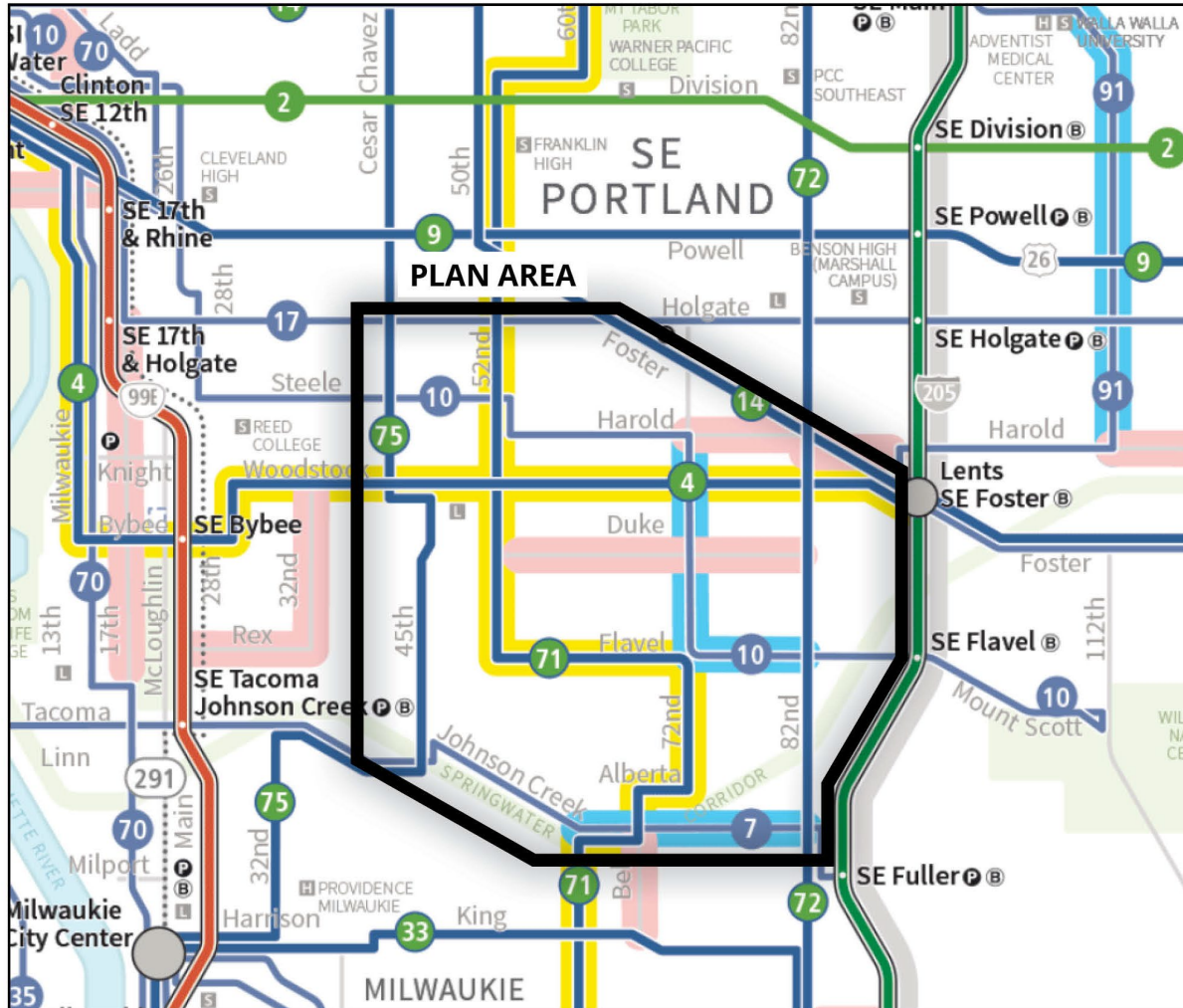






# TriMet Forward Together

## TRIMET FORWARD TOGETHER PLAN FOR LOWER SOUTHEAST RISING AREA



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

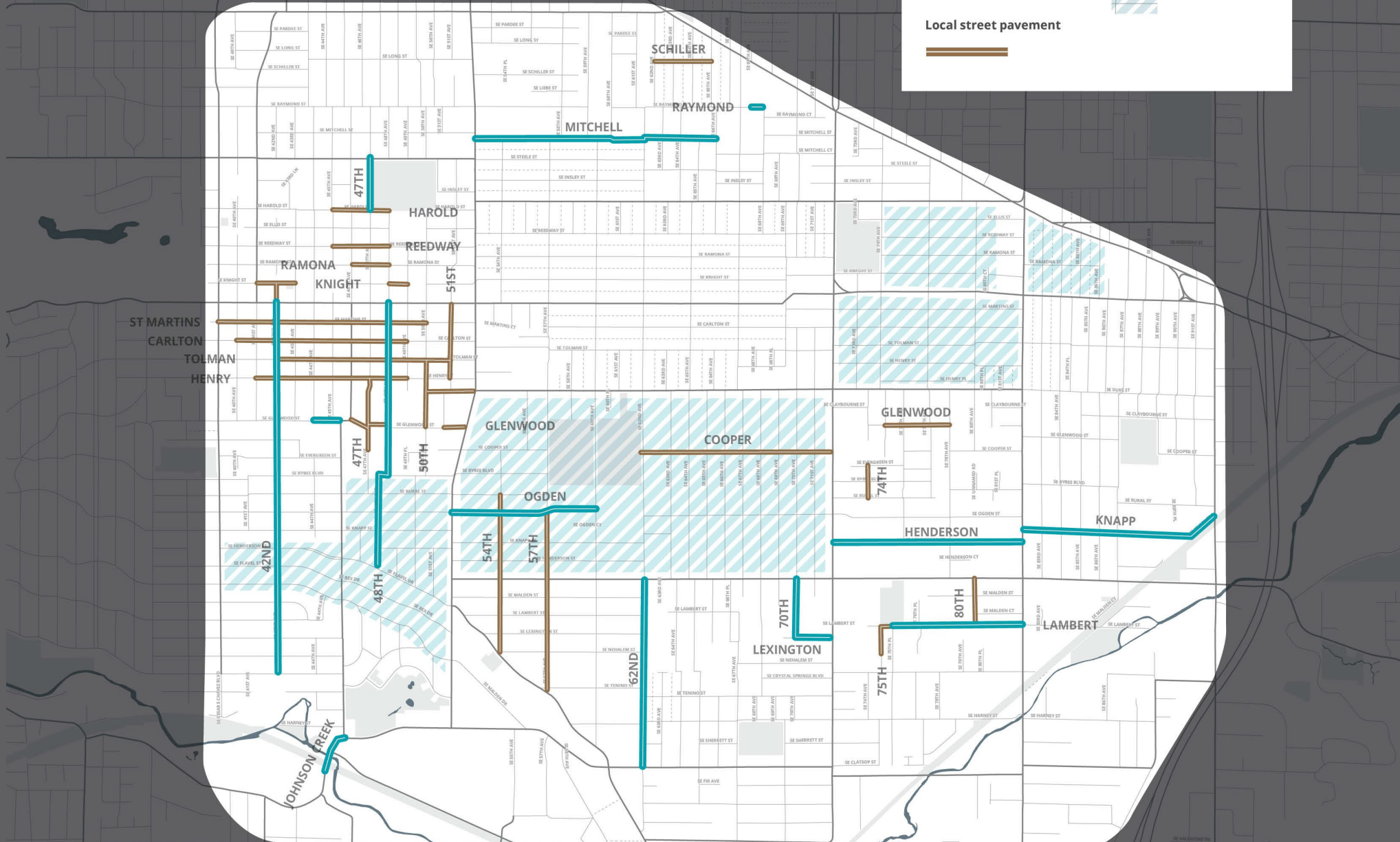
Local street safety



Traffic calming area



Local street pavement



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





# Planning Commission Next Steps

*Schedule subject to change*

**Today: Briefing and Public Hearing**

**Nov. 14: Work Session**

**Nov. 28: Recommendation**



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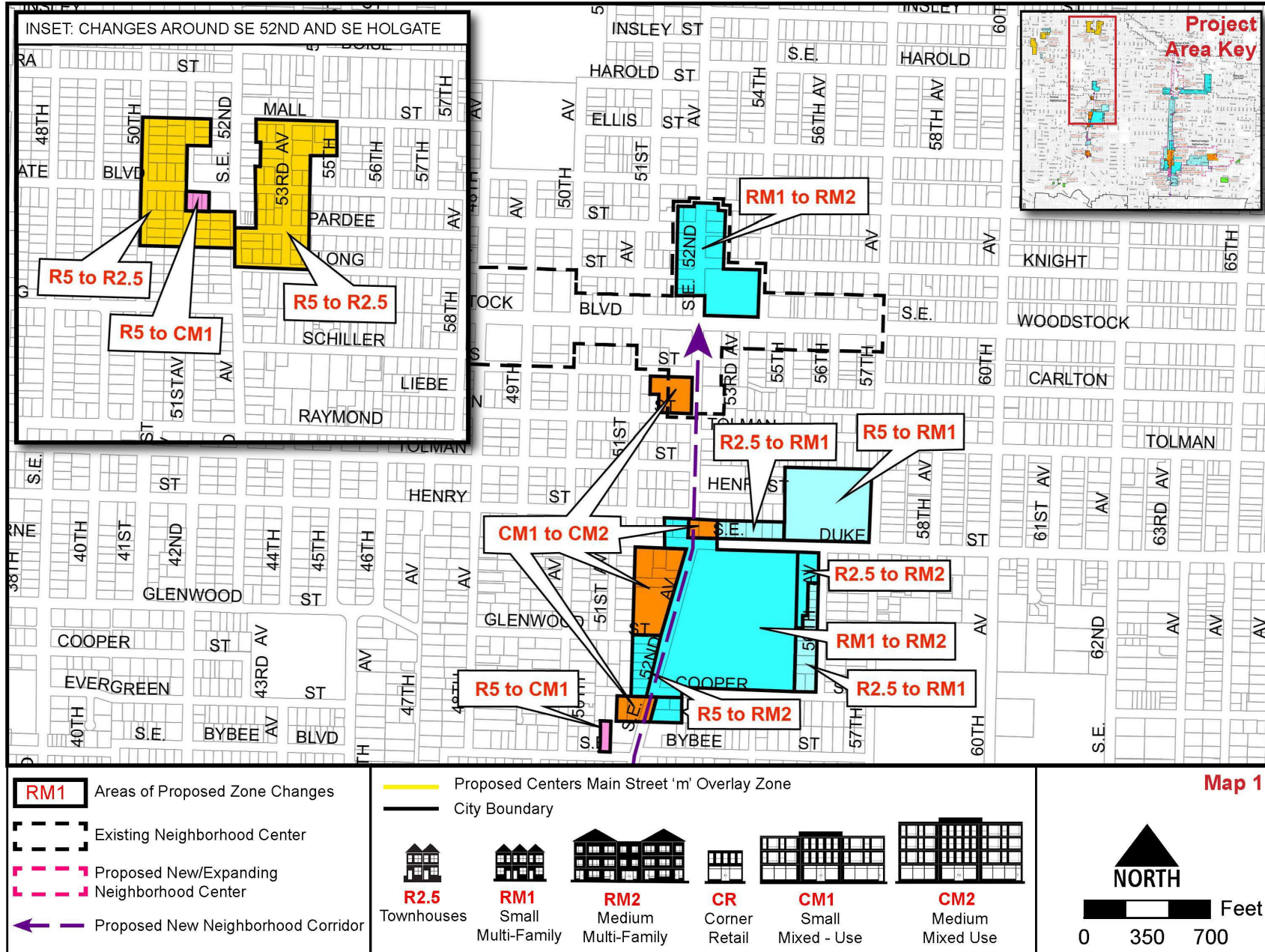


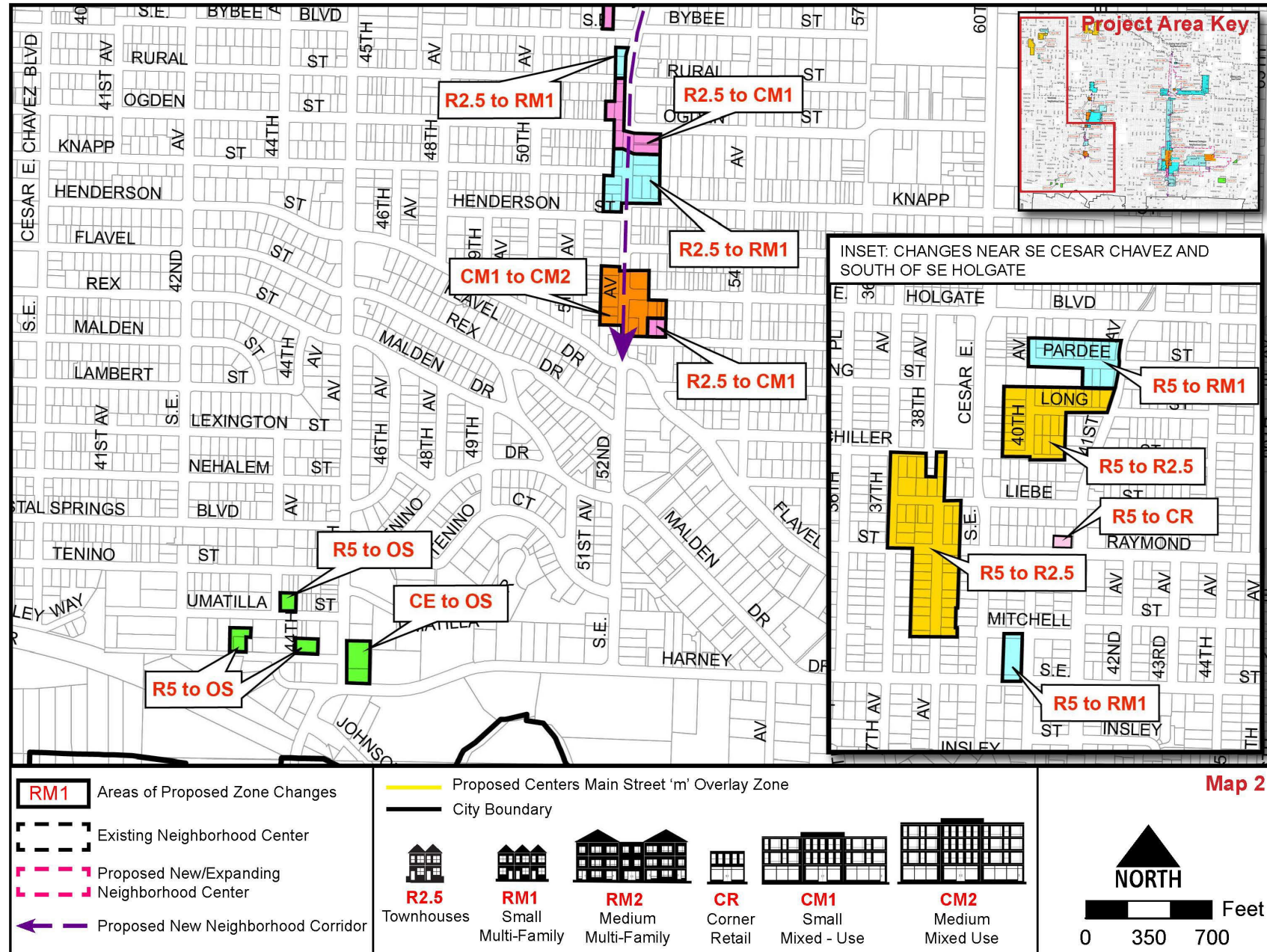
# Resource Slides



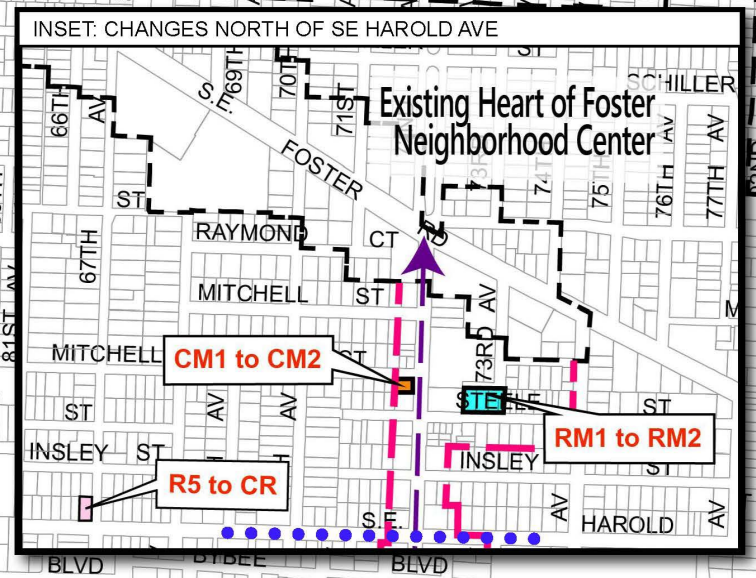
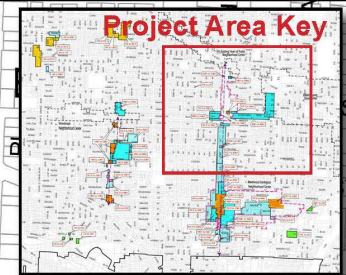
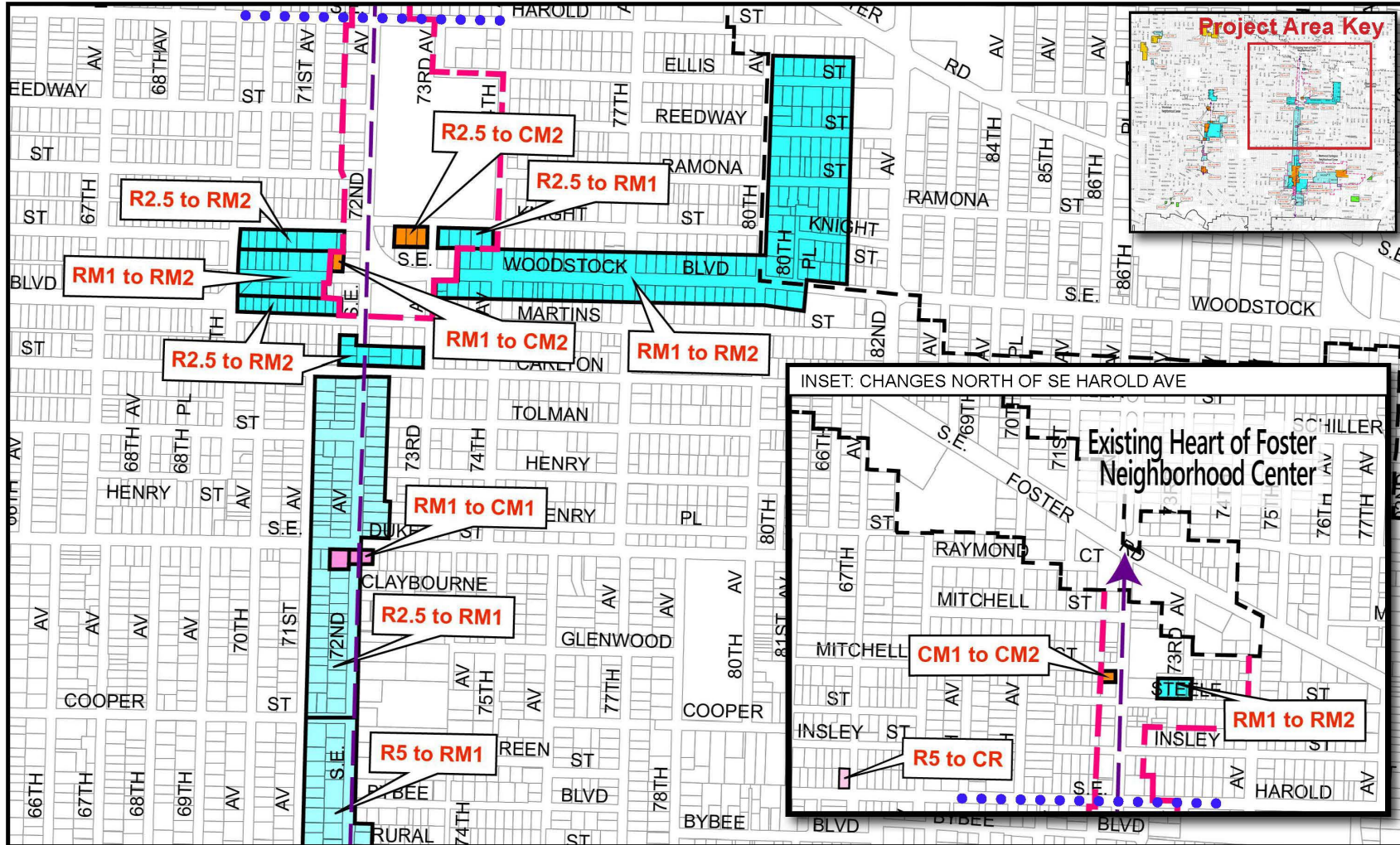






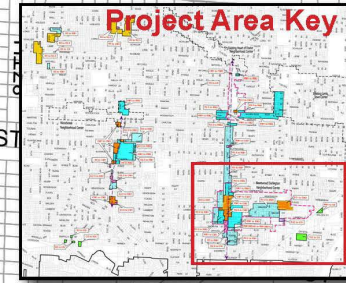
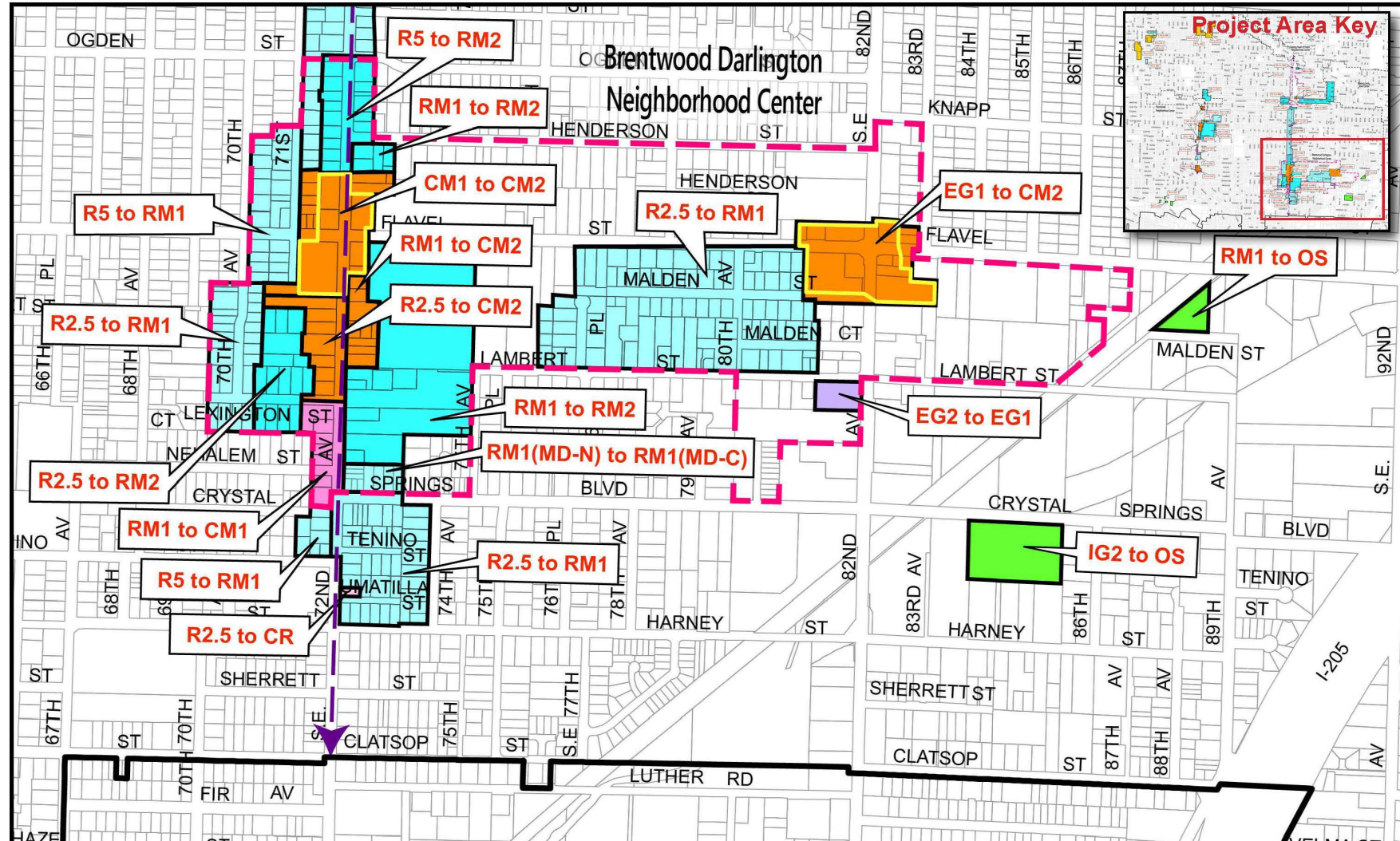






<p><b>RM1</b> Areas of Proposed Zone Changes</p> <p>Existing Neighborhood Center</p> <p>Proposed New/Expanding Neighborhood Center</p> <p>Proposed New Neighborhood Corridor</p>	<p>Proposed Centers Main Street 'm' Overlay Zone</p> <p>City Boundary</p> <table border="0"> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td><b>R2.5</b> Townhouses</td> <td><b>RM1</b> Small Multi-Family</td> <td><b>RM2</b> Medium Multi-Family</td> <td><b>CR</b> Corner Retail</td> <td><b>CM1</b> Small Mixed - Use</td> <td><b>CM2</b> Medium Mixed Use</td> </tr> </table>							<b>R2.5</b> Townhouses	<b>RM1</b> Small Multi-Family	<b>RM2</b> Medium Multi-Family	<b>CR</b> Corner Retail	<b>CM1</b> Small Mixed - Use	<b>CM2</b> Medium Mixed Use	<p><b>Map 3</b></p> <p><b>NORTH</b></p> <p>0 350 700 Feet</p>
<b>R2.5</b> Townhouses	<b>RM1</b> Small Multi-Family	<b>RM2</b> Medium Multi-Family	<b>CR</b> Corner Retail	<b>CM1</b> Small Mixed - Use	<b>CM2</b> Medium Mixed Use									





- RM1** Areas of Proposed Zone Changes
- Existing Neighborhood Center
- Proposed New/Expanding Neighborhood Center
- Proposed New Neighborhood Corridor

Proposed Centers Main Street 'm' Overlay Zone

City Boundary

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

**Map 4**

**NORTH**

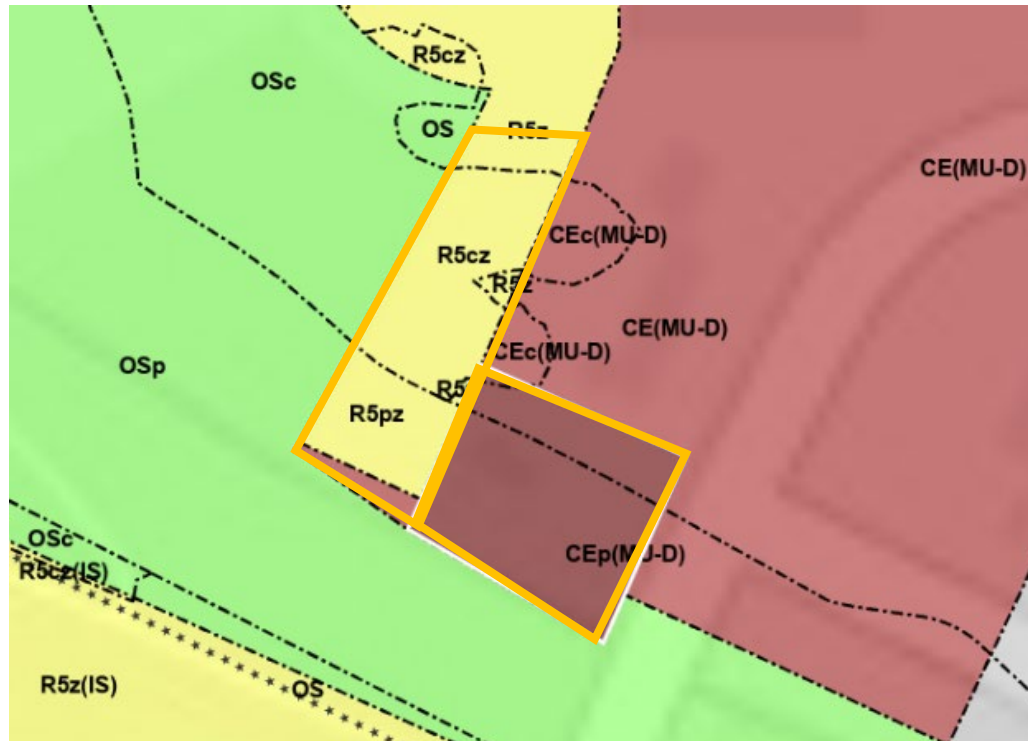
0 350 700 Feet



# Additional Open Space rezones Requested by BES

Two properties adjacent to Johnson Creek at SE 45<sup>th</sup> Place:

- **8449 SE 45<sup>th</sup> Place (6,490 SF): CEp zoning** (mostly within the p-environmental overlay zone)
- **Adjacent property (9,625 SF): R5pc** (mostly within p and c environmental overlay zones)



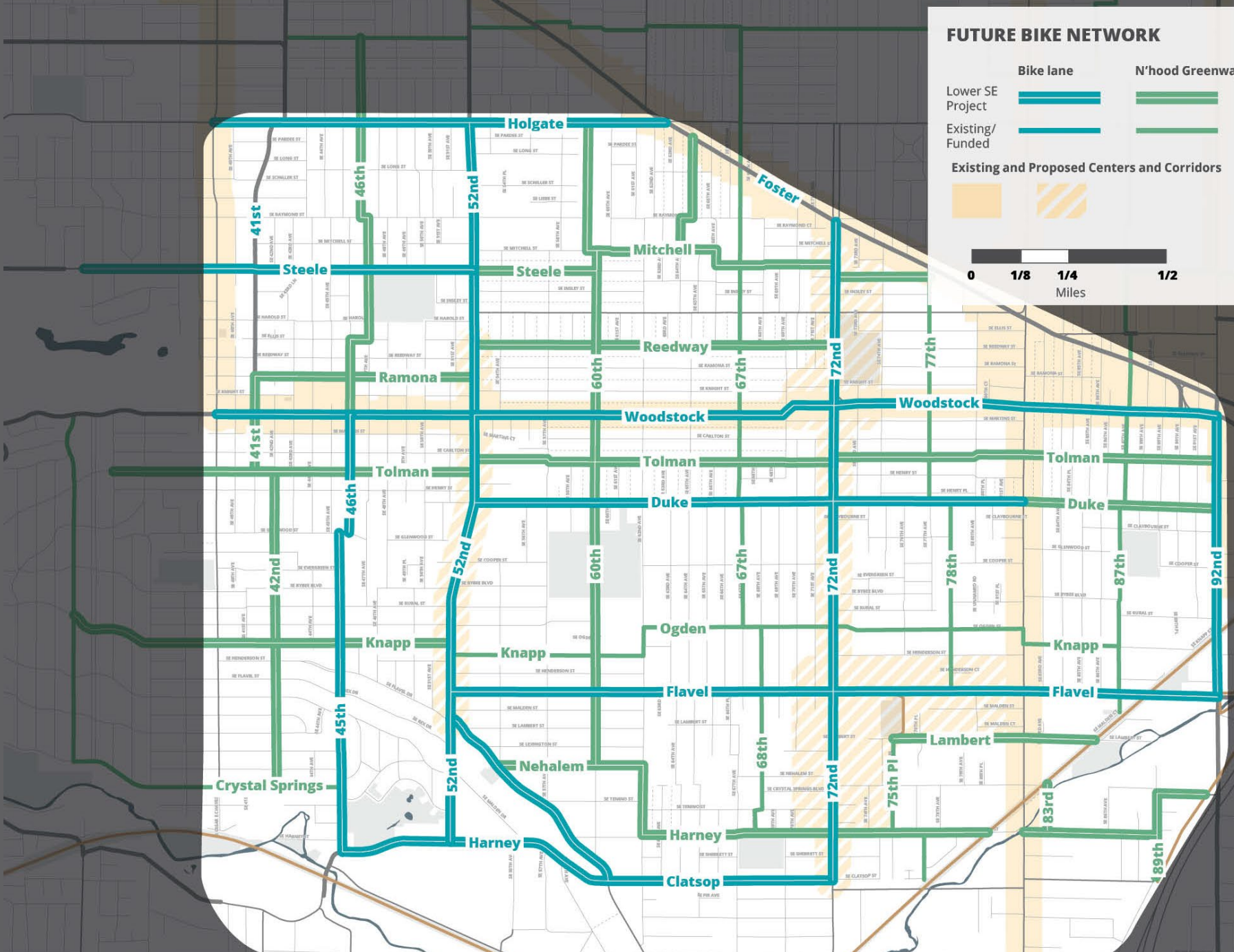
# FUTURE BIKE NETWORK

Bike lane      N'hood Greenway

Lower SE Project

Existing/  
Funded

Existing and Proposed Centers and Corridors





# Corridor Improvements

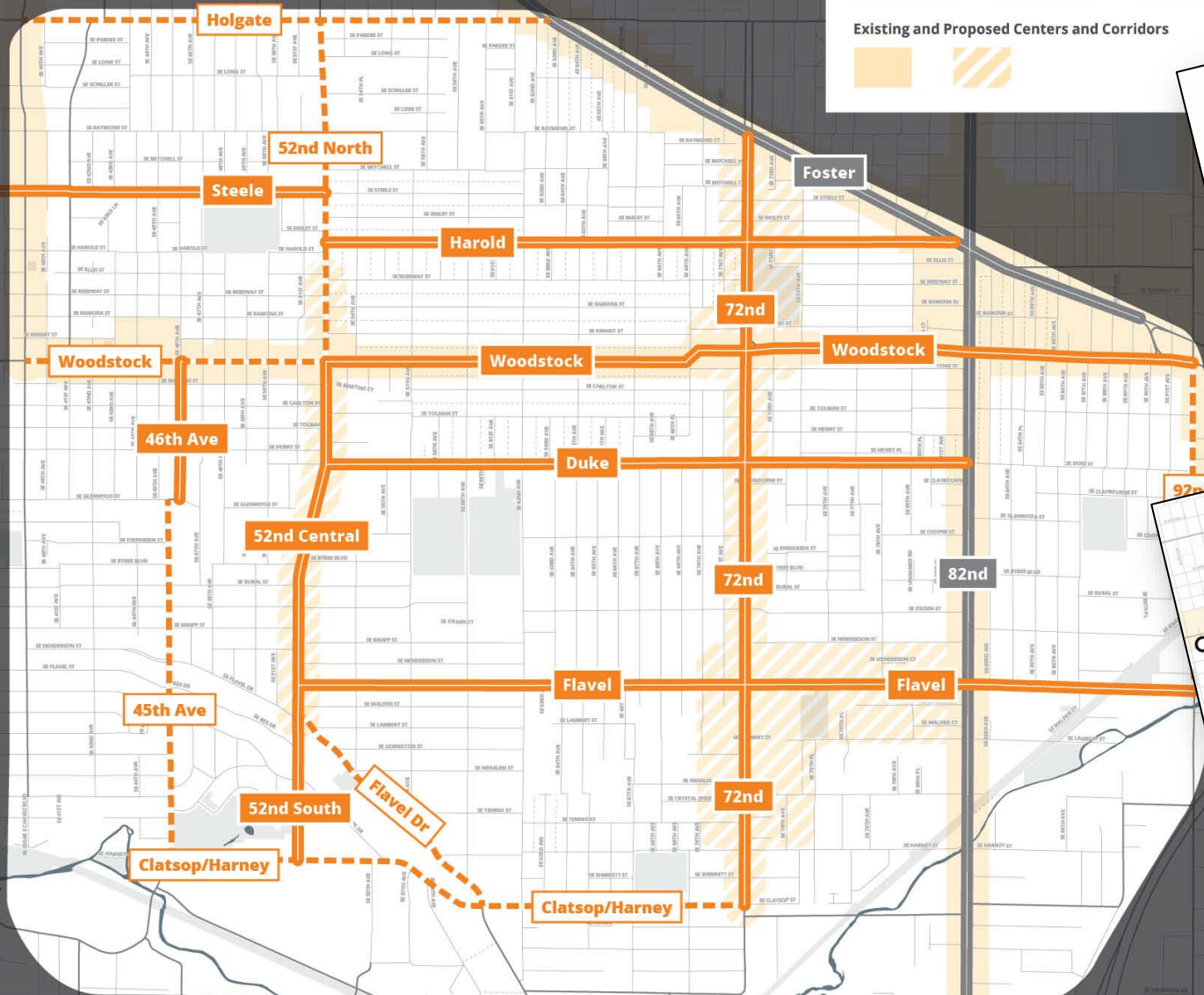
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## Individual project descriptions in plan

**CORRIDOR IMPROVEMENTS**

Tier 1  Tier 2  Recent/funded

Existing and Proposed Centers and Corridors



**TIER 1 SE 72nd Ave Corridor Improvements**  
 PLANNING/COST ESTIMATE: \$900,000

**CORRIDOR NEEDS**  
 Bike network connection  
 Safer crossings

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

**PROJECT ELEMENTS**  
 New pedestrian crossing  
 Reconfigure intersection

Improvements at Mitchell/ Steele for neighborhood Greenway crossing

Improve intersection with LPS, protected left (funded)

**TIER 1 Woodstock Blvd Corridor Improvements**  
 PLANNING/COST ESTIMATE: \$9,780,000

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

**PROJECT ELEMENTS**  
 New or improved pedestrian crossing  
 Funded pedestrian crossing  
 Reconfigure intersection

Signal rebuild (funded)

Reconfigure and harden intersection at SE 69th Ave

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

Make additional enhancements to Arieta Triangle Square

Fill bike lane gap at SE 82nd



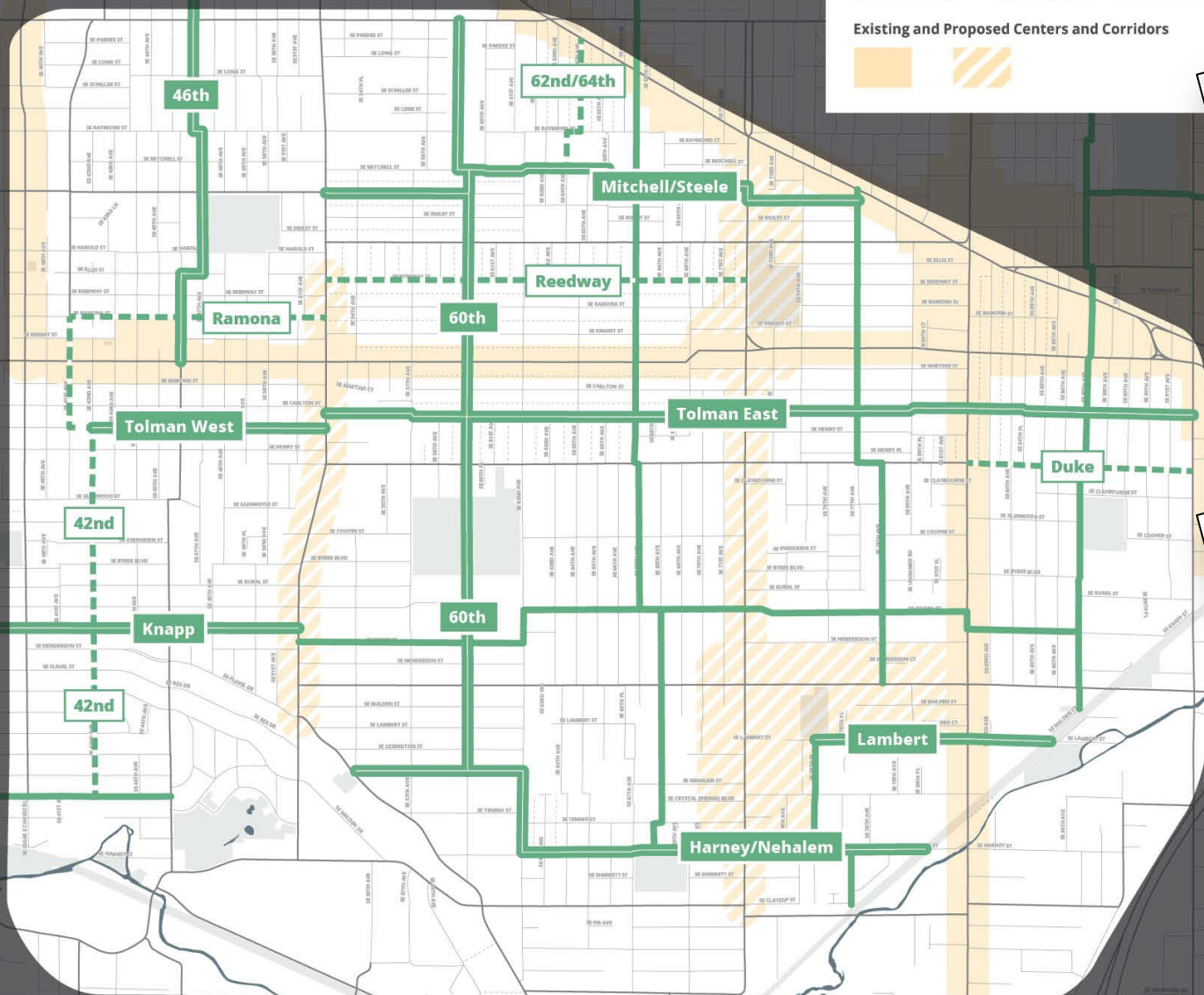
# Neighborhood Greenways

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**NEIGHBORHOOD GREENWAYS**

Tier 1      Tier 2      Existing/funded

Existing and Proposed Centers and Corridors



## Individual project descriptions in plan

**TIER 1 SE Tolman St Neighborhood Greenway: Eastern segment**

PLANNING LEVEL COST ESTIMATE: \$580,000

**PROJECT DESCRIPTION**  
The SE Tolman St greenway will provide an east-west connection across the plan area and

Project elements may include:

- Crossing improvement at 52nd Ave
- Facilitate crossing of 72nd Ave
- Funded pedestrian crossing as a part of the 82nd Avenue Crossings Project

**TIER 1 Steele / Mitchell Neighborhood Greenway**

PLANNING LEVEL COST ESTIMATE: \$430,000

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

Project elements may include:

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

Consider traffic/circulation changes at 52nd to reduce cut through traffic

Facilitate crossing of 72nd Ave between Steele and Mitchell