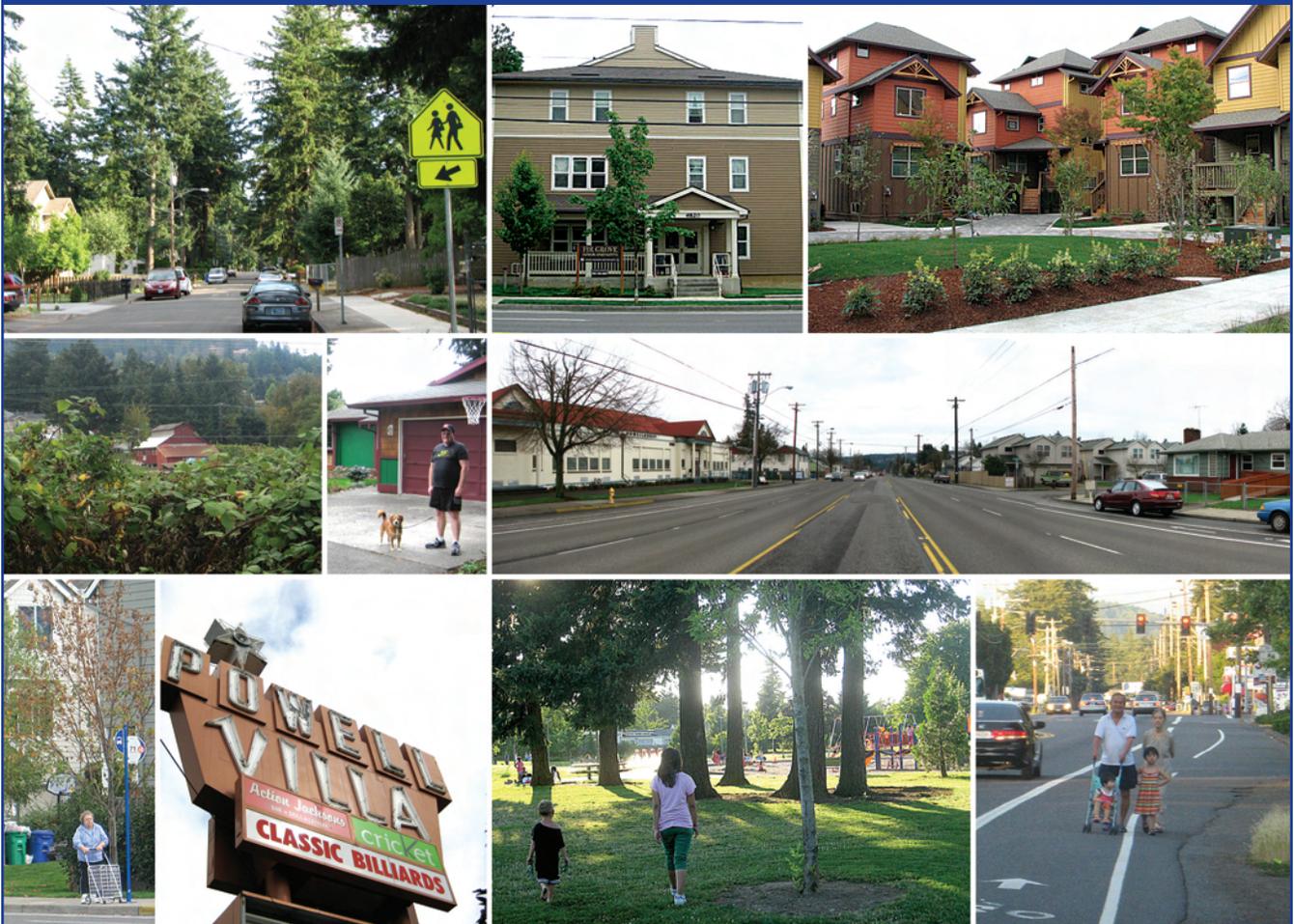


SE 122nd Avenue Study: A Pilot Project of The Portland Plan

Final Report and Recommendations



City of Portland Bureau of
Planning and Sustainability

Sam Adams, Mayor | Susan Anderson, Director

October 2010 — Revised February 2011

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings.

If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

**For more information about the
122nd Avenue Pilot Project, please contact:**

Chris Scarzello, East District Planner
Portland Bureau of Planning and Sustainability
1900 SW 4th Avenue, Suite 7100
Portland, Oregon 97201-5380
Phone: 503-823-7716
E-mail: christina.scarzello@portlandoregon.gov
www.portlandonline.com/bps/se122study

Bureau of Planning & Sustainability

Sam Adams, *Mayor, Commissioner-in-charge*
Susan Anderson, *Director*
Joe Zehnder, *Chief Planner*

Project Team

Deborah Stein, *District Planning Manager*
Barry Manning, *AICP, Senior Planner*
Julia Gisler, *City Planner II*
Chris Scarzello, *City Planner II, East District Planner*
Lora Lillard, *AICP, City Planner II, Urban Design*
Heidi Guenin, *East Portland Intern*
Steve White, *Community Health Partnership: Oregon's Public Health Institute*
Kevin Cronin, *AICP, Portland Development Commission*
Ashleigh Paschal, *Youth Planner*
Mutasin Farah, *Youth Planner*
Tseyang Tenzin, *Youth Planner*

Technical Assistance

Leslie Wilson, *Graphic Designer*
Carmen Piekarski, *GIS Specialist*

Thanks to the following sponsors who made this project possible

Portland Development Commission (PDC)
NW Health Foundation
Community Health Partnership: Oregon's Public Health Institute

This project received funding from:

Portland Bureau of Planning and Sustainability's District Liaison Program
NW Health Foundation Kaiser Permanente Community Grant
East Portland Action Plan
Portland Development Commission (Lents Town Center Urban Renewal Area)



City of Portland Bureau of
Planning and Sustainability
Sam Adams, Mayor | Susan Anderson, Director

**NORTHWEST HEALTH
FOUNDATION**
The Community's Partner for Better Health



East Portland Action Plan

PDC
PORTLAND
DEVELOPMENT
COMMISSION

Acknowledgements

Community Working Group (CWG)

Mark White, *Powellhurst-Gilbert Neighborhood Association*
John Mc Donald, *Powellhurst-Gilbert Neighborhood Association*
Lauree Carlson, *Powellhurst-Gilbert Neighborhood Association*
Annette Mattson, *David Douglas School Board*
David Edwards, *Midway Business Association*
Jose Pinomesa, *East Portland Chamber of Commerce*
Jennifer Will-Thapa, *ROSE CDC*
Tran Han, *ROSE CDC*
Jean DeMaster, *Human Solutions*
Jill Kuehler, *Zenger Farms*
Kevin Odell, *OPAL (Organizing People Activating Leaders)*
Erin Kendrick, *At Large — Study Area Neighbor*
Rhonda Richardson, *At Large — Study Area Neighbor*
Sue Gillean, *At Large — Study Area Neighbor*
Michelle Lohn, *At Large — Study Area Neighbor*
Jim Braet, *At Large — Study Area Neighbor/Business Owner*
Sue Stahl, *At Large — Public Health Interests*
David Berniker, *At Large — Architecture and Design*
Mollie Ruskin, *At Large — State Representative Office*
Pascal Maboko, *At Large — IRCO/Africa House*
Oscar Campos, *At Large — Architecture and Design*

Health Partners Working Group (HPWG)

Sharon Baggett, *PSU Institute on Aging*
Mya Bhat, *Multnomah County*
Laura Boswell, *OR Public Health Division*
Raquel Bournhenesque, *Upstream Public Health*
Betsy Boyd-Flynn, *Oregon Medical Association*
Carlos Crespos, *PSU School of Community Health at the College of Urban and Public Affairs*
Alan DeLaTorre, *Portland State University Institute on Aging*
Noelle Dobson, *Community Health Partnership — Oregon's Public Health Institute*
Stephanie Farquhar, *PSU School of Community Health at the College of Urban and Public Affairs*
Beth Gebstadt, *American Heart Association/American Stroke Association*
Mark Gilbert, M.D., *Oregon Medical Association, Community Health Committee Chair*
Molly Haynes, *Health Education Services, Kaiser Permanente, Northwest Region*
Sandy Johnson, *Multnomah County Health Department*
Gretchen Luhr, *Portland State University Institute on Aging*
Kari Lyons, *Multnomah County — Environmental Health*
Meg Merrick, *Institute of Portland Metropolitan Studies*
Olivia Quiroz, *Multnomah County Health Department*
Amy Rose, *Metro — Transportation*
Lillian Shirley, *Multnomah County Health Department*
Steve Suo, *Multnomah County Health Department*
Tammy VanderWoude, *Oregon Food Bank*
Steve White, *Community Health Partnership — Oregon's Public Health Institute*

Technical Advisory Group (TAG)

Bureau of Planning & Sustainability

Alma Flores, *Economic Development*
Bill Cunningham, *Infill Design*
Alisa Kane, *Green Buildings*
Steve Cohen, *Food Policy*
Michelle Kunec/Michele Crim, *Portland Plan*

Bureau of Transportation (PBOT)

Rich Newlands, *Capital Project Manager (Lents)*
April Bertelsen, *Pedestrian Coordinator*
Sharon White, *Traffic Safety*

Bureau of Development Services

Douglas Hardy, *Senior Planner*

Bureau of Environmental Services

Emily Hauth
Marie Johnson

Portland Development Commission

Kevin Cronin, *AICP*

Portland Parks & Recreation

Sarah Coates Huggins

Portland Police Bureau

Michael Crebs, *Commander East Precinct*

METRO

Christopher Yake

Portland Fire & Rescue

Deputy Chief Rasmussen

Oregon Department of Transportation

Ross Kevlin

TriMet

Ric Vrana

David Douglas School District

Mike Stout (*retired June 2010*)
Natalie Osburn

Office of Neighborhood Involvement (EPNO)

Lore Wintergreen, *East Portland Action Plan*

Community Health Partnership: Oregon's Public Health Institute

Noelle Dobson

Office of Neighborhood Involvement (ONI)

Rosanne Lee, *Crime Prevention Coordinator, East Portland*

Thanks to the following for providing meeting space

David Douglas School District	Leander Court — ROSE CDC
Leach Botanical Gardens	Pizza Baron

Contents

Chapter 1: Introduction **1**

- Why Study SE 122nd Avenue?
- Project Relationships
- Process and Participation
- What Have We Learned About the Area?

Chapter 2: Key Findings and Lessons Learned **11**

- Developing Complete Neighborhoods
- Integrating Health in Planning
- Improving Residential Infill Development
- Prioritizing Infrastructure Investments
- Involving the Community

Chapter 3: A Future Vision for the SE 122nd Avenue Corridor **19**

Chapter 4: Study Area Recommendations **21**

- Topic 1: Accessibility, Connections, Pedestrian Comfort and Safety
- Topic 2: Convenience and Availability of Services; Employment Opportunities
- Topic 3: Residential Infill Development and Design
- Topic 4: Community Amenities and Livability

Appendix: Hybrid Land Use Pattern Map **44**

Other SE 122nd Avenue Study Documents Under Separate Cover:

- Existing Conditions and Planning Implications Report
- Outreach and Public Involvement Report

Introduction

What are the ingredients of a convenient, livable, and healthy community? How should a community grow and change to become that place? Do people need easy access to shops, services and healthy food? Safe streets that are friendly places to walk and ride a bike? Community parks, schools and other amenities? Well designed buildings and a sense of physical permanence? A “green” character with an emphasis on the environment? A feeling of safety and neighborliness?

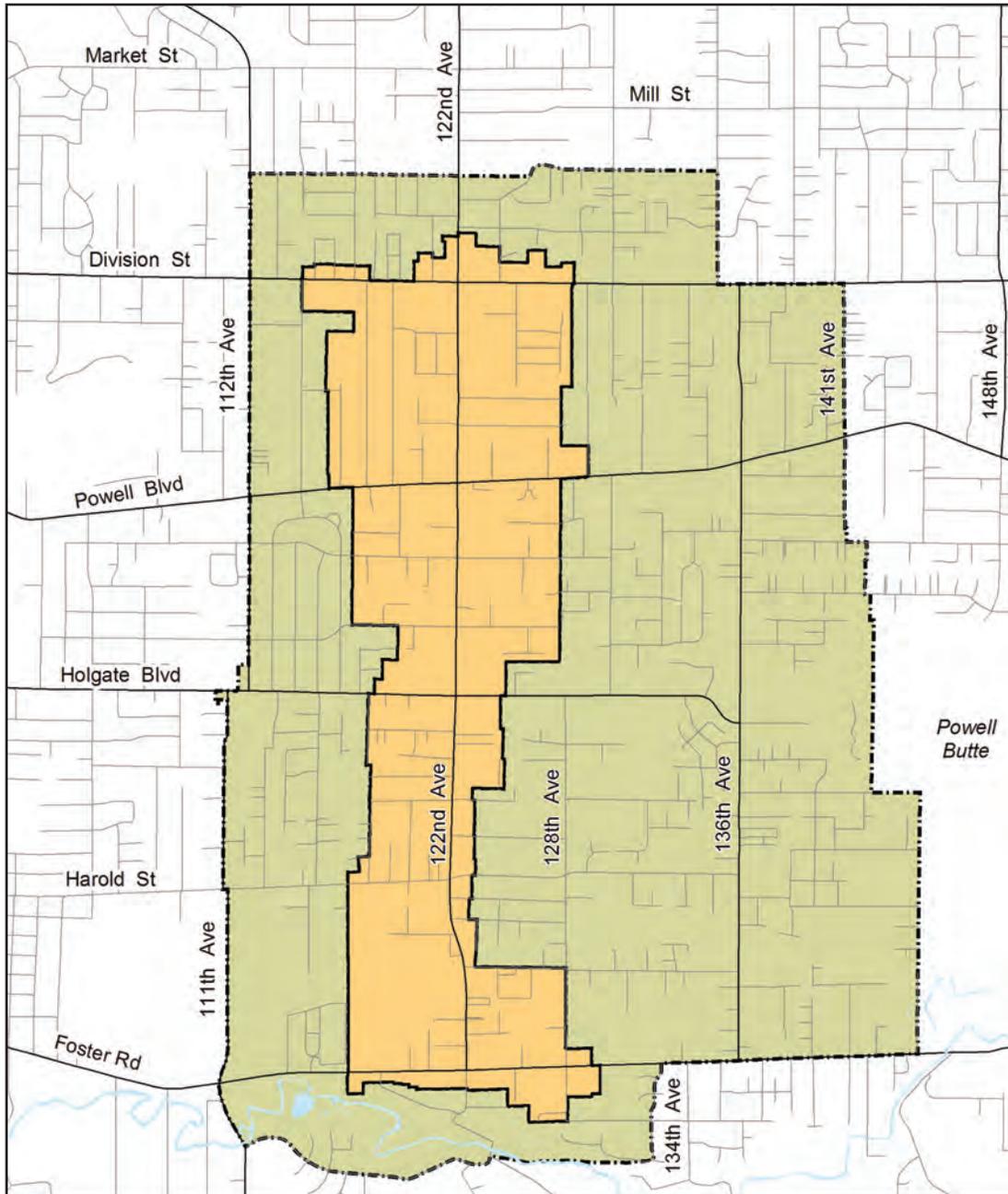
The SE 122nd Avenue Study Report and Recommendations is the result of a one-year project designed to consider some of those questions in a specific part of Portland — the area along SE 122nd Avenue between SE Division Street and SE Foster Road. While the SE 122nd Avenue study has many elements of a typical neighborhood planning effort, it is unique in a few ways. First, it builds upon the directions set out in the *East Portland Action Plan*, a guidebook for improving community livability in eastern neighborhoods. Second, it explores local community issues in the context of the Portland Plan, a citywide plan that is exploring strategic actions for the future. And third, it takes a new approach to planning in Portland by partnering with public health experts to consider the health implications of planning issues.

The SE 122nd Avenue Study Report and Recommendations contains recommendations for ways to foster a more convenient, livable and healthy community in the study area. It identifies issues and makes recommendations in several key topic areas:

- Accessibility, Connections, Pedestrian Comfort and Safety
- Convenience and Availability of Services; Employment Opportunities
- Residential Infill Development and Design
- Community Amenities and Livability

The recommendations are designed to make the SE 122nd Avenue corridor a more complete and balanced community in the future — one that allows the area to continue to grow and change over time to accommodate new residents and businesses, while retaining and cultivating highly valued features of the community. For some issues, the recommendations of this report may have applicability elsewhere in Portland where conditions are similar to the study area.

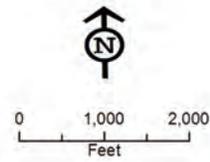
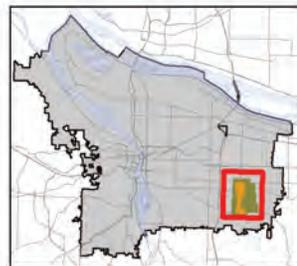
Chapter 1: Introduction



SE 122nd Avenue Pilot Project Area

-  Study Area
-  Area of Influence

NOTE: This report also refers to the combined area which includes both the study area and the area of influence.



City of Portland Bureau of
Planning & Sustainability
 Kate Adams, Mayor | Todd Anderson, Director

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning & Sustainability.

August 13, 2010

G:\Area_neigh\east_district\PHG\BT11\17_Base_122_centerline.mxd

Map 1: Study Area

Project Study Area

The study area boundary was drawn to include commercial and multi-dwelling zoned properties adjacent to SE 122nd Avenue between roughly SE Division Street and SE Foster Road. The recommendations of the study are generally focused on this area because of its potential for significant change.

A broader “influence area” that extends west to SE 111th Avenue and east to roughly SE 145th was identified in order to study the broader demographics and market influences affecting the study area.

Why Study SE 122nd Avenue?

Many of the challenges and opportunities found in the SE 122nd Avenue area are common to other parts of Portland — particularly East Portland. Like much of East Portland, the SE 122nd Avenue area has seen considerable change in recent years. Until a mid-1990s annexation to Portland, the area was a low-density, semi-rural and suburban community in unincorporated Multnomah County. The area was originally developed without urban infrastructure such as sanitary sewers and storm water facilities. Wastewater services were developed in the 1990s, but much of the area still lacks complete transportation infrastructure including sidewalks and fully improved streets, storm water systems and other urban services such as fully developed parks.

At the same time, the area has experienced a considerable amount of residential “infill” development due to rezoning as part of the 1996 *Outer Southeast Community Plan*. Further, as demographic changes have occurred region-wide, housing prices have risen in central Portland. This has made the SE 122nd Avenue area a relatively affordable location, attractive to moderate income households, new immigrant communities and others seeking affordable housing. To meet the growing demand, new housing has been built on formerly low-density sites, changing the character of the area. Street and pedestrian infrastructure has been built along with new development projects, but the result is a patchwork of improvements, and the area still lacks a comprehensive network of streets and sidewalks.



The SE 122nd Avenue area still lacks much of the basic infrastructure needed for safe, convenient, and walkable neighborhoods.



SE 122nd Avenue has been a hotspot for new infill residential development, providing housing opportunities, but often failing to meet other community goals.

Chapter 1: Introduction

Population growth and an influx of families with children have begun to overwhelm the area's school facilities, and have increased demand for frequent transit and other services. And, private investment in new commercial services to serve the community, as well as employment opportunities, have also lagged, leaving some folks traveling distances for goods, services and work.

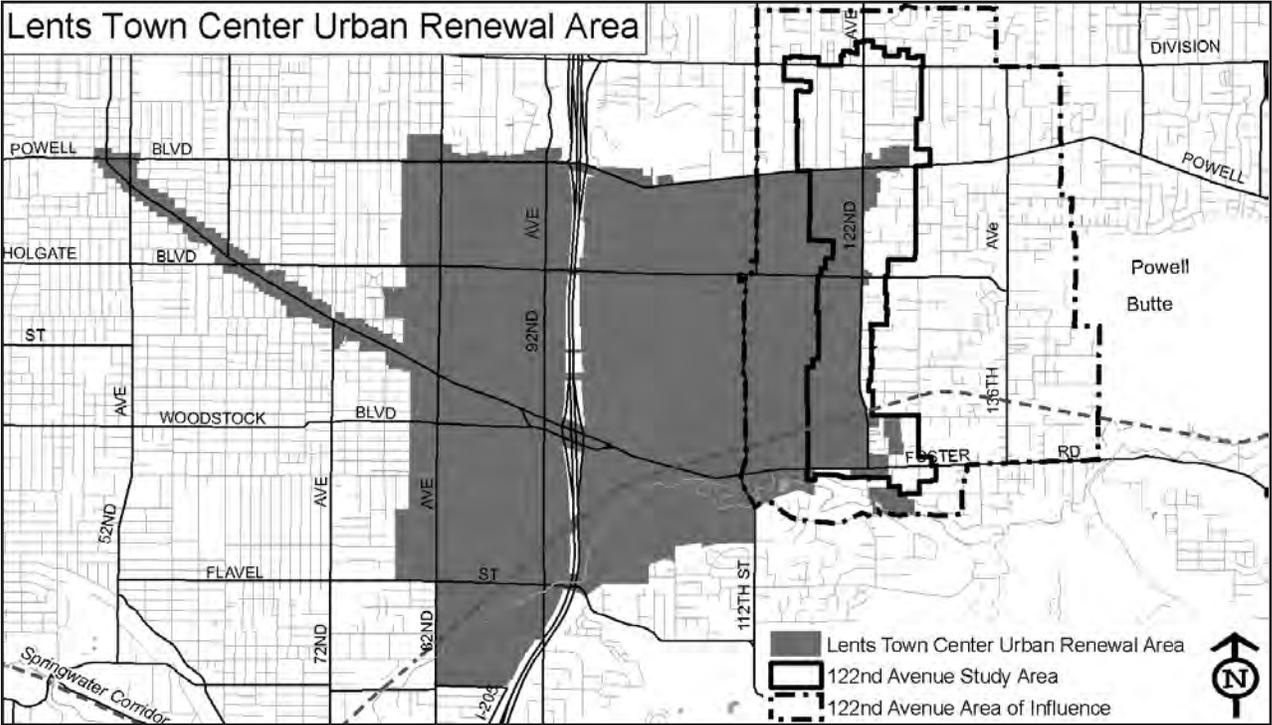
If Portland is to meet its goals of becoming a thriving, livable, healthy and sustainable city with convenient and walkable neighborhoods, the challenges posed — and opportunities offered — in places like SE 122nd Avenue need to be explored and addressed. The SE 122nd Avenue Study recommendations are aimed at meeting those goals in this neighborhood. The lessons learned in the SE 122nd study can be applied more broadly, as building and site design issues in new development are similar to issues in other areas of outer east Portland. Moreover, what we have learned through this project can inform and be applied to other parts of Portland as well.

Project Relationships

The SE 122nd Avenue Study was initiated as a way to address issues and further ongoing planning work in Portland. Through the project we can test new ideas and approaches to problems and apply lessons learned more broadly. The project builds upon and informs the following efforts:

- **East Portland Action Plan:** In 2009 the Portland City Council adopted the *East Portland Action Plan: a guide for improving livability in outer East Portland*. Several of the plan's actions call for exploration of land use, infill development and infrastructure issues, and one action item specifically calls for a pilot study of these issues. The SE 122nd area was chosen as the location for this study and was partly funded through the East Portland Action Plan 2009–10 implementation budget.
- **Portland Plan:** The Portland Plan is a citywide strategic plan exploring issues across nine action areas. One of the plan's emerging concepts calls for creating convenient, walkable, and complete "20-minute neighborhoods" where people can more often meet their daily needs without using cars. The issues identified and explored as part of the SE 122nd Avenue Study will clarify the concept of a "20-minute neighborhood" especially as applied in east Portland. Further, it will inform our approaches to infill development on large, irregular lots, outreach to diverse populations and other issues as they apply in Portland's more suburban neighborhoods.
- **Planning for Healthy Communities:** There is growing interest in how the built environment influences community and individual health. The SE 122nd Avenue study was partially funded by a grant from the NW Health Foundation, and fostered a relationship with local public health experts, including Community Health Partnership: Oregon's Public Health Institute. The study allowed partners to explore the relationship between city planning and community health, and provides valuable lessons about working with health partners, engaging the community in conversations about health, and addressing issues to promote health and wellness.

- **Lents Town Center Urban Renewal Area:** The SE 122nd Avenue area is near the eastern edge of the Lents Town Center Urban Renewal Area. The SE 122nd Avenue Study informs the Lents Urban Renewal Area project list and helps set priorities for the Portland Development Commission. It can also inform and guide other capital improvements by the Bureau of Environmental Services, the Bureau of Transportation and other agencies such as TriMet along SE 122nd Avenue.



Map 2: Lents Town Center Urban Renewal Area

Part of the SE 122nd Avenue Study Area is within the Lents Urban Renewal Area.

Chapter 1: Introduction

Process and Participation

Starting in Spring 2009, project staff worked with area neighbors, business people, nonprofit organizations, as well as technical advisors and public health experts to identify issues and develop recommendations over the course of the one year project timeframe. Several public meetings, workshops and focus group interviews — including conversations with Spanish and Russian speaking residents — were held over the course of the project to get feedback and opinions from a broader group of community stakeholders. Details on process and public involvement are included in the *SE 122nd Avenue Study Outreach and Public Involvement Report*.

The project included three advisory groups that worked with project staff to provide guidance and inform the recommendations.

- **Community Working Group (CWG):** Community residents, neighborhood association and business association representatives, and at large members representing different perspectives of the community.
- **Health Partners Working Group (HPWG):** Officials from agencies and organizations with a role in public health issues, including Multnomah County, Portland State University, Oregon Medical Association, Kaiser Permanente, and Community Health Partnership.
- **Technical Advisory Group (TAG):** Representatives of City bureaus (e.g., Bureau of Environmental Services, Bureau of Transportation), as well as other agencies providing service or affecting policies in the study area (e.g., Metro, TriMet, David Douglas School District).



Community walks and workshops gave neighbors and other stakeholders an opportunity to weigh in on issues and solutions.

What Have We Learned About the Area?

The following is a summary of the area's key existing conditions and planning implications. For more information see the *SE 122nd Avenue Study Existing Conditions and Planning Implications Report*.

Demographics

- The local population is growing and becoming increasingly diverse.
- Children comprise a relatively high percentage of the population.
- The area has a significantly larger household size than Portland overall.
- The area continues to trail Portland overall in household income and educational attainment levels.

Settlement, Land Use and Zoning

- The area was annexed to Portland in the mid 1990s.
- The Metro 2040 Concept Plan designates SE 122nd Avenue a “main street” in the study area from north of Division to south of Holgate. It designates the street as a “corridor” south of this area.
- The *Outer Southeast Community Plan* (1996) changed the zoning along the SE 122 Avenue corridor to support the Metro 2040 Concept ideas of linking development to transit. (See Map 3 and Map 4.) The area has experienced a significant amount of residential development as a result.

Business and Market Conditions

- Most of the study area's commercial activity is focused in the north at the intersections of SE 122nd and Division Street and SE 122nd and Powell Boulevard.
- The southern part of the study area lacks community-oriented retail and services.
- The area is served by two grocery stores, but both are located in the north part of the study area.
- There are few opportunities for new large-scale commercial development; redevelopment of existing sites may provide opportunity in the north end.

Transportation

- Pedestrian infrastructure challenges: sidewalks are incomplete on SE 122nd Avenue and lacking on many collector and local streets.
- A lack of street connectivity makes local travel circuitous and focuses traffic onto high-volume streets.
- Pedestrian crossing safety is an issue on wide, high-volume arterials.
- Transit use is relatively high on Line 71 serving SE 122nd; however, the line does not provide frequent service on evenings and Sundays.

Chapter 1: Introduction

Environment

- The area is partially within the 100-year floodplain and is subject to periodic flooding.
- Seasonal high ground water at various locations within the study area presents a challenge for stormwater management.
- There has been significant loss of Douglas fir and other large trees due to development.

Schools, Parks and Neighborhood

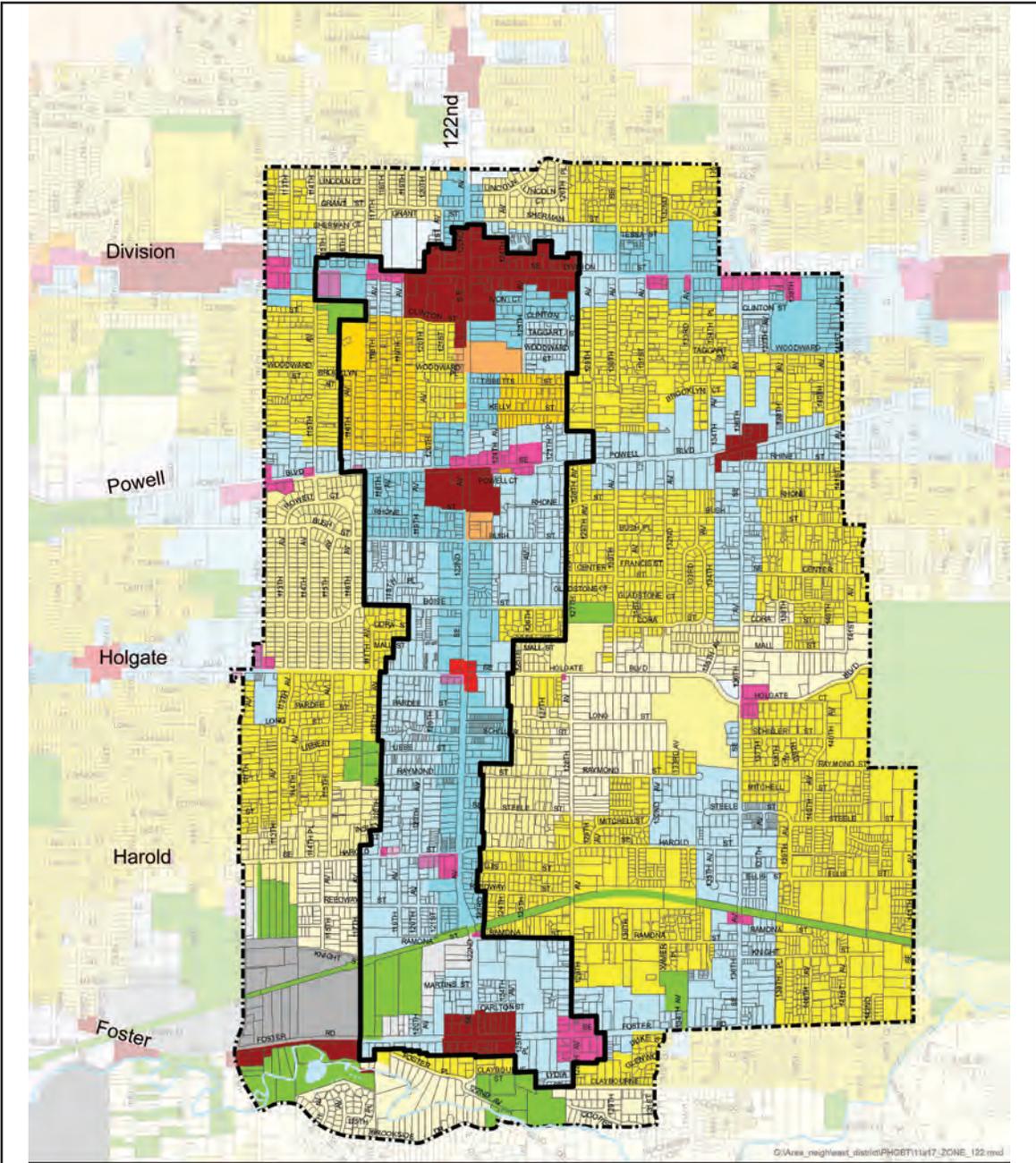
- The area is within the Powellhurst-Gilbert Neighborhood, an organization that is becoming increasingly active in community affairs and was recipient of a 2009 Spirit of Portland award.
- The area is served by the David Douglas School District, and many local schools are at or near their capacity.
- Area parks include both natural areas and developed parks, with a variety of amenities.

Community Services and Civic Engagement

- The area is served by the Multnomah County Health Clinic and the SUN Schools program in local elementary schools.
- ROSE Community Development Corporation and Human Solutions provide affordable housing and other services in the area.
- Social service needs are likely to increase as new immigrant populations move to the area.

Health Determinants

- A lack of pedestrian infrastructure and amenities limits residents' ability and desire to walk to local destinations.
- More locally oriented commercial activity could provide destinations for walking and physical activity, as well as improve social cohesion.
- Local schools lack safe and convenient routes for walking and bicycling.
- Local parks and natural areas are seen as community assets, but poor connectivity and conditions of the sidewalks and bikeways throughout the study area make them less accessible to the community.



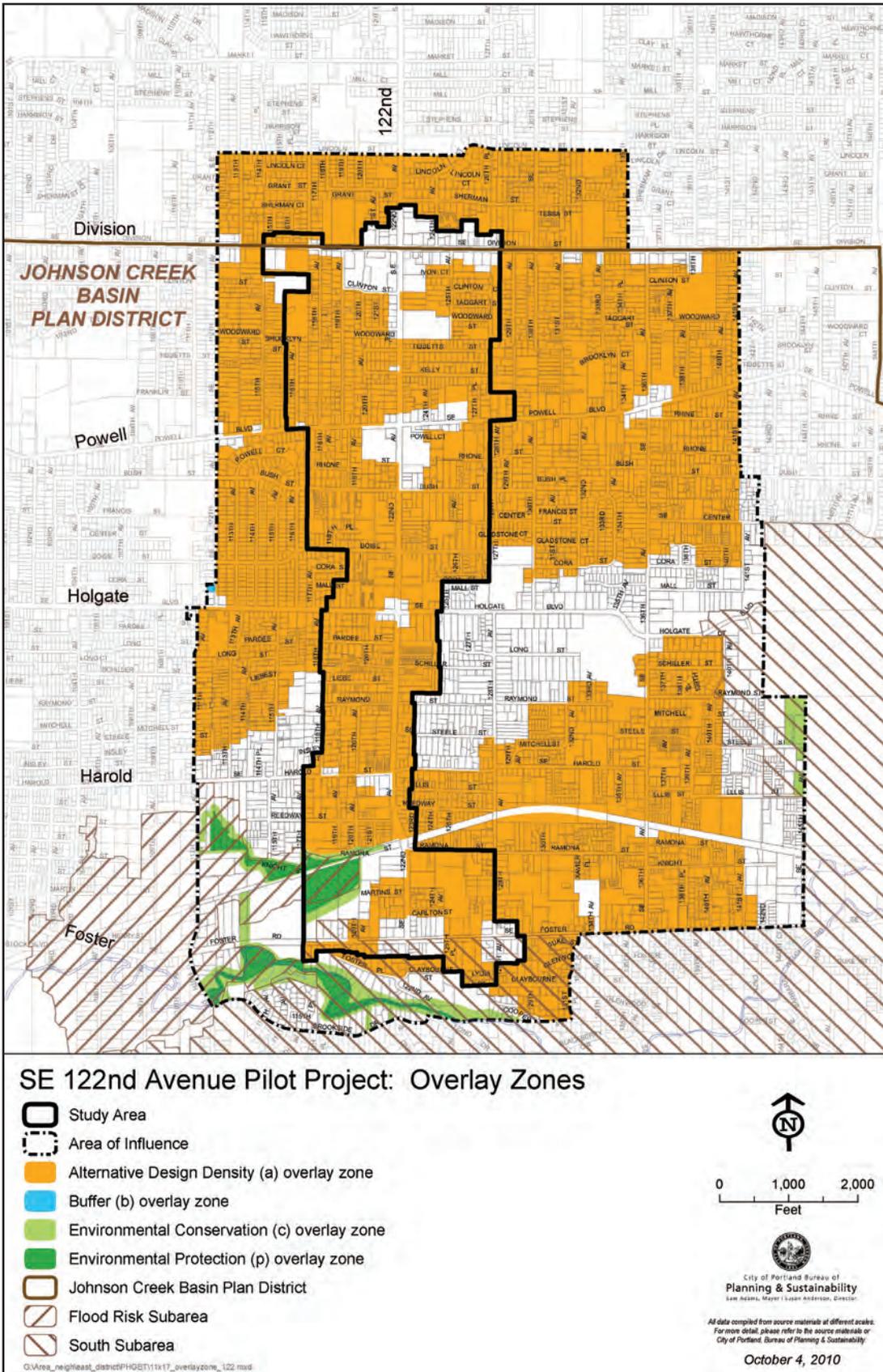
SE 122nd Avenue Pilot Project: Zoning

- | | | | | | |
|--|-------------------|--|---------------------------------|--|----------------------------|
| | Study Area | | MDR 3,000 (R3) | | Storefront Commercial (CS) |
| | Area of Influence | | Low Density MDR 2,000 (R2) | | Mixed Commercial (CM) |
| | Open Space (OS) | | Medium Density MDR 1,000 (R1) | | General Commercial (CG) |
| | SDR 20,000 (R20) | | Institutional Residential (IR) | | General Employment 1 (EG1) |
| | SDR 10,000 (R10) | | Neighborhood Commercial 1 (CN1) | | General Employment 2 (EG2) |
| | SDR 7,000 (R7) | | Neighborhood Commercial 2 (CN2) | | General Industrial 1 (IG1) |
| | SDR 5,000 (R5) | | Office Commercial 1 (CO1) | | General Industrial 2 (IG2) |
| | SDR 2,500 (R2.5) | | Office Commercial 2 (CO2) | | Heavy Industrial (IH) |

Definitions: SDR - Single Dwelling Residential MDR - Multi-Dwelling Residential

City of Portland Bureau of Planning & Sustainability
 Sam Adams, Mayor | Susan Anderson, Director
 All data compiled from source materials at different scales.
 For more detail, please refer to the source materials of
 City of Portland, Bureau of Planning & Sustainability.
 October 18, 2010

Map 3: Existing Base Zones



Map 4: Existing Overlay Zones & Plan Districts

Key Findings and Lessons Learned

This section highlights the findings of the SE 122nd Avenue Study and discusses them in the context of broader citywide issues and applicability. See Chapter 4 for specific, detailed study-area recommendations.

Developing Complete “20-Minute Neighborhoods”

An important concept emerging in the Portland Plan is the idea that neighborhoods should have easy and convenient pedestrian and bicycle access to the important ingredients of everyday life such as schools, shopping and services. Ideally, these neighborhoods have services within a short walk or bike ride from homes. Many Portland neighborhoods fit this model easily; however, some Portland neighborhoods that were developed with an auto-orientation or that have severe geography are often challenged in meeting this goal. SE 122nd developed incrementally over time with limited street connections and a lack of sidewalks, and with much of its commercial activity focused in large shopping centers at major intersections. The features are common to other similar areas across Portland and challenge the notion of developing a complete neighborhood. However, the study identified steps that may be taken to advance the idea over time.

- **Complete street and pedestrian infrastructure** — Street and pedestrian infrastructure is needed to make getting around easy, convenient, safe and direct. In the study area, the recommendations call for prioritizing investments in key areas as an initial step (see “Prioritizing Infrastructure Investments” below). This includes developing a continuous sidewalk environment on arterial and transit streets, creating safe crossings on these arterial streets, and improving the connections to community facilities such as schools and parks.



Improvement of the sidewalks on SE 122nd Avenue — a designated “City Walkway” — should be a high priority for Portland as it considers transportation projects and investments.

Chapter 2: Key Findings and Lessons Learned

- **Create neighborhood-oriented place**

— Communities need destinations such as retail, community services, schools and parks that residents can and want to walk or bike to. In the SE 122nd Avenue area, schools, parks and the Springwater Corridor are the primary public facilities, which are well used. However, connections to these facilities need to be improved to make access safer and more convenient.

Retail and other commercial activity is focused in the northern portion of the study area at major, high traffic intersections. The southern part of the area has a limited supply of sites for commercial activity, many of which are developed. However, the majority of parcels along SE 122nd are zoned for multi-dwelling use.

Given few opportunities for large-scale commercial development in the area from Holgate to Foster and the community desire to encourage more walkable commercial activity, the recommendations call for a strategy to allow more opportunity for small-scale, local-serving businesses along collector streets. A zoning tool could be developed to allow small neighborhood-oriented commercial uses (through conversion of existing houses or new construction) and mixed-use development as driven by the market, while still retaining housing potential in the corridor. Initial explorations suggest that none of Portland's existing commercial zones is entirely appropriate to achieve this goal in this context, and a new approach may be needed.

- **Retrofit shopping centers** — The SE 122nd Avenue area is served by large shopping centers located at SE Division Street and SE Powell Boulevard, which currently provide the majority of retail and services for the neighborhood. The shopping centers are developed in an auto-oriented manner. They may better serve the community if they are retrofitted in a future remodel or redevelopment with more pedestrian-oriented features: buildings nearer to the street; better connections to surrounding neighborhoods; and a plaza or gathering space. Inclusion of housing on these sites in mixed-use or stand alone buildings may also be a way to provide housing and minimize impacts to lower density neighborhood areas.



Connections to public facilities such as parks and schools (Alice Ott School shown) should be improved to make access to these places safer and more convenient.

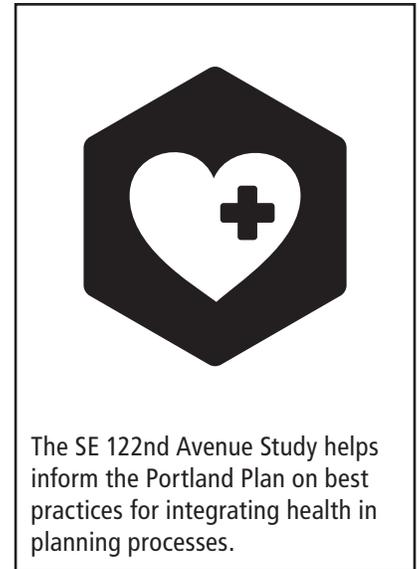


In the future, the area's large shopping center sites could be redesigned and developed to provide better pedestrian connections as well as opportunities for a mix of land uses.

Integrating Health in Planning

Public health and planning have many mutual goals that support health and well-being in the community. Yet, the two professions do not routinely work together. In the SE 122nd Avenue Study, mutual goals included providing sidewalks that safely connect people to schools, parks, transit and neighborhood services; access to healthy food; and multi-family housing that provides more useable open space, landscaping and HEAL (healthy eating/active living) amenities.

The SE 122nd Avenue Study was the Bureau of Planning and Sustainability's first attempt to include health considerations as part of a neighborhood planning process. BPS worked closely with Community Health Partnership: Oregon's Public Health Institute to bring health expertise and tools to the neighborhood planning process and build long-term working relationships across planning and public health organizations. The project also had a Health Partners Working Group that advised the project through regular meetings and email communication. These new partnerships and new approaches provide lessons about how to ensure decisions are made about the physical environment that enhances community health.



- **Build understanding of each other's profession** — As we work together to support mutual goals, it is important that planning and health professionals better understand each other's profession. Sharing professional jargon, principles and methodological approaches among planners and health professionals through meetings of the Health Partners Working Group (HPWG) helped create understanding and reduced barriers to communication and problem-solving in the SE 122nd Avenue Study.
- **Increase staff's knowledge of health and planning issues** — The Bureau of Planning and Sustainability should continue to educate and train staff on the latest research and techniques for integrating health into planning. On the SE 122nd Avenue Study, project staff included a planner also assigned to the broader discussion of health at the citywide level and an intern pursuing a joint masters' degree in planning and public health. Interdisciplinary collaboration was further enhanced by including an employee from Community Health Partnership: Oregon's Public Health Institute on the project team.
- **Create project advisory groups with health expertise** — Project advisory groups should include representatives with the expertise and advocacy skills to ensure health issues are identified and addressed. It is especially desirable to have Multnomah County staff representation because of their role of providing health services to Portland residents. For the SE 122nd Avenue Study, both the HPWG and the CWG provided this expertise. For future projects staff would recommend combining these groups to facilitate a better discussion of health issues with the broader community stakeholder group.
- **Collect health indicator data** — In order to consider health in planning projects there needs to be a commitment to collecting data on health indicators and engaging the community about health issues. In the SE 122nd Avenue Study, information was gathered with help from the HPWG as well as additional research from project staff. This information was included in the Existing Conditions Report and used to support study recommendations that promote health.

Chapter 2: Key Findings and Lessons Learned

- **Include health criteria in the evaluation process** — In general, BPS projects work toward achieving livable neighborhoods that support a sustainable city/region — ideally a healthy community is an outcome of this work. However, when making decisions that affect the built environment (land use and transportation), health impacts are not usually articulated and some decisions may adversely affect people’s health (i.e., building a highway, expanding a polluting industrial use). As a result of not integrating health criteria into these types of decisions, we miss the opportunity to explore ways to mitigate negative health impacts. In the SE 122nd Avenue Study, the goals of the planning project — walkable neighborhood, access to neighborhood services, better multi-family design — were aligned with promoting a healthier community. When health staff applied a “health lens” to the recommendations, only a few of the recommendations were flagged for further mitigation to promote community health.
- **Implementation of health-related recommendations and strategies** — Because many of the solutions and ideas to improve health are outside the traditional scope of planning, health professionals will need to play a role in identifying appropriate implementers. Planners, already in role of advocates with agencies such as TriMet and Metro, could expand this role to include Multnomah County health services and other public health agencies. In the SE 122nd Avenue Study, the HPWG was not set up as an implementation body so this approach has not been explored through this project.

Improving Residential Infill Development

As Portland grows, the demand for housing to meet the needs of a variety of household income ranges will increase. A key purpose of the Portland Plan and subsequent Portland *Comprehensive Plan* update efforts is to determine how and where to provide for this growing demand, while balancing the benefits and impacts of growth. The 1996 *Outer Southeast Community Plan* (OSCP), an update of the 1980 Portland *Comprehensive Plan*, rezoned the then-newly annexed outer East Portland area to meet a portion of the citywide housing goal: a goal of 14,500 units in 20 years for the OSCP area. Since that time much residential development has occurred, and that goal has been substantially met. In the study area roughly 1,600 housing units were developed between 1996 and 2009; about 80% were multi-dwelling or attached units. Roughly 1,600 more were developed in the study’s influence area, with about 40% multi-dwelling or attached units.



This recent multi-dwelling residential development features thoughtful design, pedestrian connections, and inviting grounds, but received public development assistance.

These units were developed in an area of low-density single dwelling houses, on relatively large and irregular lots, with a street system that lacks connectivity and pedestrian features. Most units were developed following the base zone multi-dwelling residential development standards of the Portland Zoning Code, designed primarily for the small lot and block patterns of Portland’s older, denser “inner” neighborhood — not always a good match for conditions in a more suburban context. The result is that much new development has occurred and some piecemeal street infrastructure improvements have

Chapter 2: Key Findings and Lessons Learned

been made, but the area has become a patchwork quilt of development that has difficulty fitting together and often lacks a sense of quality and cohesion. Further, the impacts of the development — additional traffic, service needs and additional school enrollment — are not comprehensively addressed.

The challenges of SE 122nd Avenue are common to other similar areas of East Portland where more intense new development occurs in the context of less developed existing neighborhoods. While the City of Portland has made strides to address infill development issues (*Infill Design Project; Infill Design Toolkit*) more work should be done. The study recommends the following future actions.

- **Create new site planning tools —**

Because of the irregularity of lot sizes, the number of large developable lots, the lack of a cohesive street system, the number of large Douglas fir trees and the impacts of high volume traffic streets, base zone development regulations for older urban parts of Portland often don't result in well-designed development in east Portland. A site planning approach with standards that call for usable contiguous open areas in large developments, landscaped setbacks from busy streets, tree preservation, improved building orientation to the street and within the site, and improved connectivity are needed.

- **Improve residential building design —** The design quality of new residential development in the area varies. Buildings are subject to base zone regulations in Portland's zoning code which address features such as height and setbacks but does not fully address orientation, entrances, windows or other features such as materials and architectural detailing. Given that the change from the existing low density uses is substantial and that market conditions do not of themselves support higher levels of design quality, a tool to encourage more thoughtful design quality should be considered.

- **Reconsider extent and depth of multi-dwelling zoning —** The SE 122nd Avenue corridor is primarily zoned for multi-dwelling uses, using the R1 and R2 zones. Because of irregular lot sizes and large blocks, the depth of multi-dwelling zoning extends several hundred feet from SE 122nd Avenue into lower density neighborhood areas. While this zoning pattern provides opportunity for development to meet housing goals and support commercial service, it also causes uncertainty about future neighborhood character on those blocks furthest from the arterial street. Additionally, because some areas do not have complete streets, new projects built in these areas strain the existing infrastructure (or lack thereof) nearby; traffic from new development spills over into areas without street improvements, placing a greater burden on neighboring properties that may be responsible for maintenance of the streets.



New multi-dwelling buildings, such as these adjacent to an older existing house on SE 122nd Avenue, often lack attention to building and site design details.



These units on SE 122nd Avenue at Ramona Street turn their back to the avenue and provide little in terms of on-site landscaping or usable open space.

Chapter 2: Key Findings and Lessons Learned

Prioritizing Transportation Infrastructure

The SE 122nd Avenue study area has a variety of infrastructure needs, but most pressing is creating safe, efficient routes in the neighborhood for pedestrians, bikes and, in some cases, vehicles. This is a common issue throughout much of East Portland and other parts of the city where the transportation infrastructure network is less developed. While there is a need to improve infrastructure overall, identifying the places for prioritizing both public and private investment would focus these types of improvements in areas where they do the most good and serve the greatest number of users now and into the future.

- **Improve safety and comfort on City Walkways**

— With a growing population and increasing use and dependence on transit, it makes sense to prioritize completion of a safe and attractive pedestrian environment on key streets. City policy current supports this concept by identifying “City Walkways” in the *Portland Transportation System Plan* (TSP). City Walkways are generally arterial and collector streets that also have transit service. These streets form the backbone of the pedestrian network; they provide access to transit service and are the main pedestrian connections to key services in the area. Investments should focus on completing a continuous, pedestrian-friendly sidewalk system on these streets. In addition, safe pedestrian crossings at key intervals are also needed to aid pedestrian movements, and improvements to transit stops are needed to enhance the safety and comfort of the transit experience.

- **Focus improvements in areas planned for change** — Much of the land adjacent to the study area’s major streets is zoned for multi-dwelling residential development. However, many of the streets serving these areas are substandard or unimproved. While street improvements are generally provided with new development, the result is a patchwork of development and improvements. The impacts of new development (traffic, parking) are often borne by surrounding properties where improvements have not yet been made. To address this, the city should prioritize street improvement assistance (such as Local Improvement District assistance programs) in areas that are likely to see substantial change due to zoning allowances or other factors.
- **Create safe access to schools and parks** — Safe access to schools, parks and other community amenities is a key livability issue. Often, key routes to these facilities lack full street improvements and sidewalks, making access difficult and unsafe in some situations. Many of the streets where these are located are classified in the Portland TSP as local streets, making them a low priority for maintenance, funding and improvements. Because these facilities are important for creating a complete neighborhood, the recommendations call for elevating their status in the TSP to acknowledge this function and to broaden opportunities for improvements.



This bus stop on SE 122nd Avenue lacks paving or a shelter, a common issue for stops in the area, which makes them less inviting and more difficult to access.

Involving the Community

The SE 122nd Avenue study area is much different than it was even 10 years ago. The community is becoming increasingly diverse, with some neighborhoods and sub-areas seeing pronounced change. Along with changes in neighborhoods, the business community serving these areas is also increasingly diverse. Many of the people in these communities are new immigrants and do not speak English as a first language. Other newcomers are from other parts of Portland, the region or from out of state.

Many people are unaware of the local neighborhood-based organizations that offer opportunity for civic involvement. Others may come from cultures or places in which civic participation is not the norm. It is difficult to reach the diverse community through existing neighborhood associations and business associations, despite best efforts of the associations. Extra and specialized outreach is necessary to ensure that a broad set of community members is engaged. The SE 122nd Avenue Study employed special outreach for non-English speakers, and worked with local schools, nonprofit organizations and other groups to help get the word out and encourage participation. Still, more work is needed to improve relationships and communication with community members and groups that do not always participate through established organizations. The following lessons learned can be applied in future planning efforts as well as other participation and engagement efforts.

- **Partner with community organizations** — Planning and community outreach efforts typically connect with area neighborhood and business associations, but new types of partnerships are needed to reach a broad and diverse community. A key to increasing participation in underrepresented groups is to partner with support organizations and nonprofits that have direct connections to those communities to enhance outreach, such as clubs, churches and local school networks.
- **Keep information clear and simple** — For many non-English speakers and for those who may be new to the process, keeping information simple, direct and relevant to daily life is a key to making communication engaging and productive. Issues need to be addressed around everyday concerns in understandable language.
- **Engage the youth** — Young people represent the future of a community, but they are also invaluable to help us understand the relative vibrancy of a current community. Youth often have perspectives on issues that differ from the adult population, because they use the city and other local services differently, and often with greater frequency, than their adult counterparts. Youth are less likely to drive, which has them walking, biking, or using transit more often. Youth have first hand experiences and opinions on pedestrian conditions, bicycling conditions, and transit service, which are especially poignant for developing areas like SE 122nd Avenue. Youth also offer much needed data about where people go, and the types of places and activities young people prefer for recreation. In the SE 122nd Study area, the youth population aged 19 and under



Outreach to the area's youth brought new and different perspectives to the table.

Chapter 2: Key Findings and Lessons Learned

represents almost 30% of the total population, making youth a significant constituency. The SE 122nd Avenue Study engaged the area's youth through the Bureau of Planning and Sustainability's Youth Planning Program, which employs youth as subject matter experts on their own experiences in the city, training them in planning methods to assist the City to better meet the needs of the community. The findings of their work are in the *SE 122nd Avenue Study Outreach and Public Involvement Report*.

A Future Vision for the SE 122nd Avenue Corridor

The following “Vision” for the SE 122nd Avenue corridor is a description of the desired future for the SE 122nd Avenue area — it highlights community aspirations, goals, and conditions to be achieved over time. The statement was reviewed by the SE 122nd Avenue Community Working Group as well as those in attendance at a public workshop in Spring 2010.

A Vision for SE 122nd Avenue

In the future, the SE 122nd Avenue corridor is a valued place where community members live, shop, work and recreate. Over the years, new residents with a variety of income levels have been attracted to the area and live in well-designed apartments, rowhouses, single-dwelling houses and mixed use buildings. These households contribute to and support a growing local-business community that has evolved through revitalization of commercial spaces, conversion of houses along SE 122nd to micro-businesses, and development of some mixed use sites. The area has become more walkable and connected through construction of a quality pedestrian environment along SE 122nd Avenue and other key streets such as Powell Boulevard and Division Street, as well as streets that serve neighborhood amenities such as parks and schools. Pedestrians cross SE 122nd Avenue safely between signalized intersections at key locations.

- **Commercial uses and community services** continue to be focused at the intersections of Division and Powell, but smaller, vital commercial nodes have emerged at Holgate and Harold. The large scale shopping centers at Division and Powell have redeveloped to make them more pedestrian and community oriented, with increased connections to the adjacent neighborhood, spaces for community interaction, and in some places a mix of commercial and residential uses. At Foster new commercial uses have developed to anchor the southern end of the corridor and serve the southern parts of the Powellhurst-Gilbert neighborhood as well as the Pleasant Valley neighborhood to the south. Between these nodes, small businesses have begun to emerge along SE 122nd Avenue, providing opportunity for entrepreneurs and services to the community. Businesses have located in some of the former houses along the street, and others have located in new mixed-use buildings.
- **Residential development** has occurred over time to provide housing for people of varied income levels. New residents have created a stronger local market for goods and services in the area. The quality and architectural design of new housing has improved, and much of the new higher density residential development incorporates more usable on-site open space and landscaping, retaining many of the area’s treasured Douglas Fir trees in the process. New multi-family residences on SE 122 Avenue are generally set-back and buffered from the busy street through landscaping. New housing to the east and west of SE 122nd Avenue is thoughtfully designed and enhances the surrounding neighborhood.

Chapter 3: A Future Vision for the SE 122nd Avenue Corridor

- **Pedestrian / bicycle conditions** have improved through development of a continuous sidewalk and key pedestrian crossings along SE 122nd Avenue. Sidewalk improvements and new innovative street designs make SE 122nd Avenue an attractive “green” corridor with the addition of new street trees and landscape features and plantings that manage stormwater, enhance the appearance of the street, improve air and water quality, aid in shading and cooling, and help reduce speeding traffic through the area. The streetscape also includes improved transit stops that feature shelters and other amenities to complement the improved transit service in the area. The improvements allow the possibility for transition to a streetcar type of service in the future. Improvement of the bike lanes and creation of quality bike streets that parallel major streets have improved the comfort of biking in the area. Sidewalks and streets serving schools and parks have been improved, but many of the other low-density neighborhood streets retain a less urban feel. Overall, pedestrians are safe and comfortable walking in the area and increasingly are walking more to local destinations.
- **Community resources** have been improved to support the diverse residents of the area. Community parks have been improved and expanded. Zenger Farm and Leach Botanical Gardens have become major attractions, community gardens have sprouted on the neighborhood’s oversized lots, and urban agriculture serves as a link for multi-cultural gatherings. Connections to Springwater Corridor are enhanced in a way that provides access yet retains privacy and security for adjacent residences. Community facilities provide places for neighbors — including seniors and youth — to gather.



Zenger Farm is a community asset, and reflects the area’s agricultural past. Growing food on the area’s large lots and community gardens is still a key desire and characteristic in the area.

Study Area Recommendations

The recommendations of the SE 122nd Avenue Study are intended to be a guide for City of Portland bureaus, public agencies, nonprofit groups and other community stakeholders to effect change in the SE 122nd Avenue area. The study area is transitioning from a low-density suburban environment into an increasingly urban community with higher intensity land uses and an increasingly diverse population. The recommendations are aimed at improving that transition over time so that development and change contributes to creating a strong, well-designed and complete community that is easily accessible to pedestrians, cyclists, transit riders and motorists. They also seek to preserve and enhance the features of the community (Douglas fir trees, landscaped character, local schools and parks) that are valued by both new and long-time residents. As a pilot project, the recommendations may also have applicability to other areas within Portland — particularly those areas in East Portland — that feature similar development, infrastructure and place-making challenges and opportunities. The recommendations may also identify larger policy or process issues that should be addressed in broad efforts, such as the Portland Plan or *Comprehensive Plan* update.



Members of the community and city staff participated in neighborhood walks to kick off the project.

The recommendations are organized into four key topic areas that emerged during the neighborhood walks and existing conditions data collection and issue identification phase of the process:

- Topic 1: Accessibility, Connections, Pedestrian Comfort and Safety
- Topic 2: Convenience and Availability of Services and Employment Opportunities
- Topic 3: Residential Infill Development and Design
- Topic 4: Community Amenities and Livability

Chapter 4: Study Area Recommendations

Each topic area contains an overview discussion, along with a table that outlines the **Challenges, Recommendations, Possible Implementers and Implementation Approach**. Possible implementers of the recommendations are listed in the tables; a key to abbreviations is listed here.

Implementation of the recommendations is anticipated to take place over time and through varying process that will explore further feasibility and specific courses of action. Those follow up processes include the Portland Plan, *East Portland Action Plan* implementation, Portland's *Comprehensive Plan* update, Lents Urban Renewal Area activities, and other planning and implementation efforts conducted by agencies and organizations. Because funding is not associated with this effort, implementation is expected to occur as actions become prioritized and when budgets allow. Continued community advocacy will be necessary and critical to the process of prioritizing and ultimately funding the actions to implement the recommendations.

Key to Implementers

BDS	Portland Bureau of Development Services
BPS	Portland Bureau of Planning and Sustainability
BES	Portland Bureau of Environmental services
CDC	Community Development Corporations/Non-Profits
DDSD	David Douglas School District
EPAP	East Portland Action Plan
EPNO	East Portland Neighborhood Office
FOT	Friends of Trees
MBA	Midway Business Association
MULTCO	Multnomah County
ODOT	Oregon Department of Transportation
OPHI	Oregon Public Health Institute
PBH	Portland Bureau of Housing
PBOT	Portland Bureau of Transportation
PDC	Portland Development Commission
PGNA	Powellhurst-Gilbert Neighborhood Association
PPR	Portland Parks and Recreation
PPS	Portland Public Schools
PSD	Parkrose School District
TM	TriMet
UF	Portland Urban Forestry
ZF	Zenger Farm

Topic 1:

Accessibility, Connections, Pedestrian Comfort and Safety

Getting around safely and conveniently in the study area was identified by community members as one of the area's most significant challenges. The recommendations in this topic area are aimed at addressing connections in the study area, as well as improvement or changes to specific aspects of the transportation system.

Pedestrian Routes: Pedestrian conditions are lacking in many ways. SE 122nd Avenue is designated a "City Walkway" in the Comprehensive Plan yet lacks a continuous sidewalk. The street is also difficult for pedestrians to cross safely due to limited crossing opportunities, wide cross-section and high traffic volumes. Overall, the street lacks safety features and streetscape amenities that would make it an attractive place for pedestrians. The *Portland Transportation System Plan* (TSP) identifies a sidewalk improvement project for the area between SE Bush and SE Harold (80016), but the TSP project is not specific to SE 122nd and does not call for enhancements. The recommendations call for defining a specific streetscape project for SE 122nd in the TSP. Also, many of the community's key assets, such as schools and parks, are located on local streets that present pedestrian safety challenges due to a lack of sidewalks or pedestrian pathways. The recommendations call for policy changes in the TSP and pursuit of projects to address these issues.

Local street and pedestrian improvements are typically provided through the development process, or in some cases, through a local improvement district (LID). This has resulted in a disconnected patchwork of infrastructure that often does little to improve the system and can significantly change the character of a street. The recommendations call for exploration of options to street development "standards" to potentially lower the cost of improvement, provide a more context-sensitive approach, integrate landscape features that provide multiple benefits for human and watershed health, and to explore ways to fund sidewalk/pedestrian development at a broader scale to improve conditions comprehensively.

Bike Paths: While the Springwater Corridor is a major bicycling amenity, biking in the area is difficult for many because riding on busy arterials is a safety concern, and because alternative local streets are often circuitous and/or unimproved. The recommendations call for support for funding and implementation of the Bicycle Master Plan to improve conditions.

Street Connections: Local street connections are called for in the Master Street Plan for the Southeast District (TSP). However, these connections are sometimes not implemented due to lack of local support or development processes that do not provide an opportunity to review such features. The recommendations call for exploring a mechanism to better anticipate, support and implement connections in the development process.

Street Conditions: Similar to pedestrian routes, street conditions in the area vary considerably. The area has a mix of unimproved, semi-improved and fully improved streets. Many community members want improved street conditions not only to benefit transportation, but also to aid "place making," create amenities and to help create a more orderly environment that better distinguishes public and private realms. The recommendations call for supporting this in the development process and more actively exploring other means to developing streets, including LIDs and other mechanisms.

Chapter 4: Study Area Recommendations

Transit: The area is served by bus transit, with connections to MAX. The area has a growing population and number of potential transit users, which may warrant enhanced service and higher levels of transit stop amenities. The recommendations call for improved transit service — with greater off-peak frequencies on Line 71, enhanced bus stop amenities and shelters, and improved connections to regional transit and jobs centers.



Existing Streetscape, continuous turn lane



Street tree sidewalk enhancements



Median streetscape design



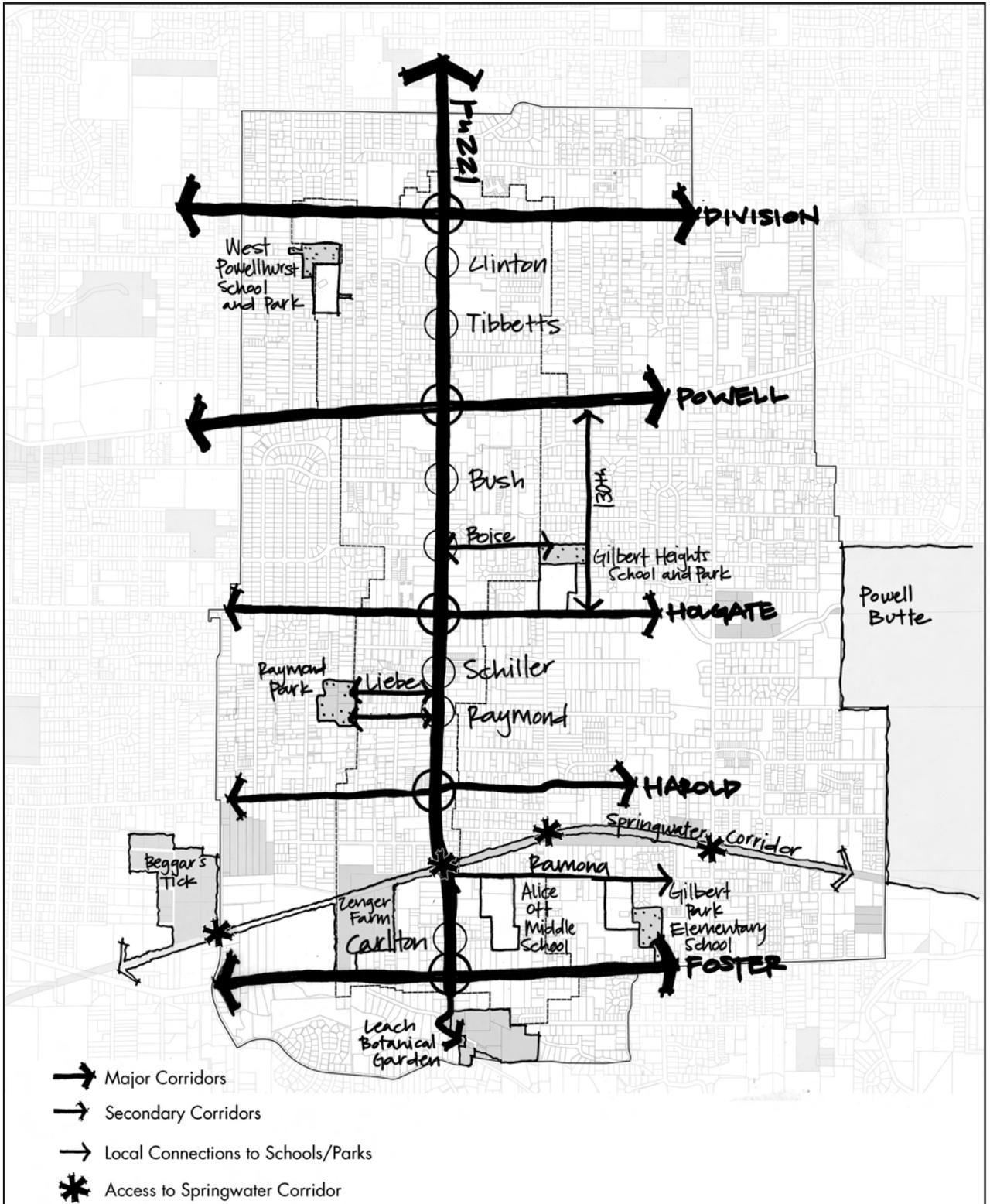
Streetcar streetscape design



Green street, bike and pedestrian enhancements

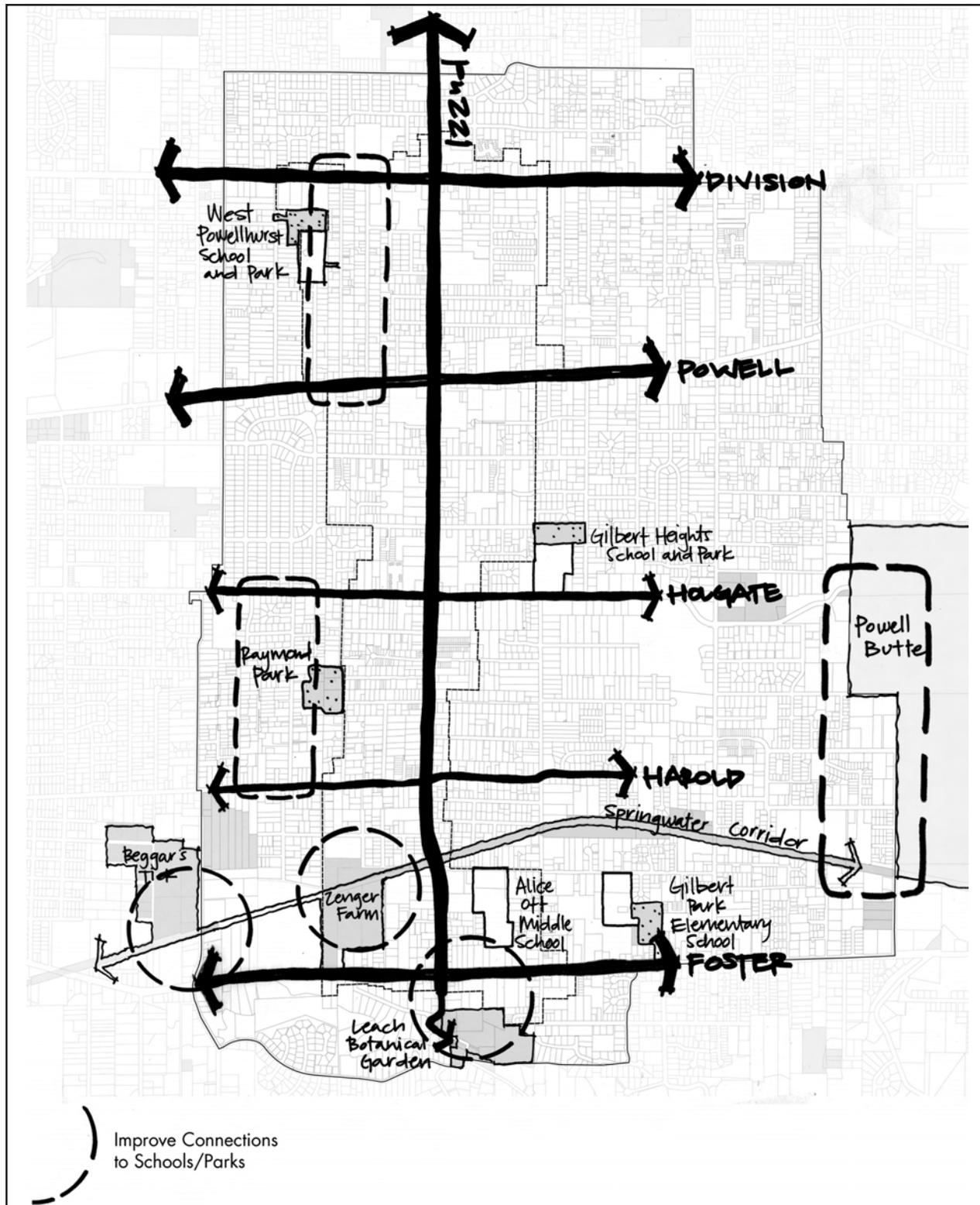
Streetscape Ideas:

At a public workshop, community members considered a variety of future streetscape ideas for SE 122nd Avenue, ranging from the existing conditions, to street tree and median plantings, to a future street car alignment. Strong support was expressed for more street trees and “greening,” along with median refuges, provided that landscaped areas are well maintained.



Map 5: Priority Pedestrian Improvements

Pedestrian improvements in the study area should be prioritized on designated City Walkways with emphasis on SE 122nd Avenue, which is also designated as a Metro 2040 “main street” and “corridor.” Creation of safe pedestrian environments should also be a priority on key local streets that serve public facilities such as schools and parks.



Map 6: Connection Opportunity Areas

The dashed lines on this map show areas where connections to existing public spaces and resources should be further studied and improved.

Chapter 4: Study Area Recommendations

Topic 1: Accessibility, Connections, Pedestrian Comfort and Safety

Challenges	Recommendation	Possible Implementers	Implementation Approach
<p>Pedestrian Routes</p> <ul style="list-style-type: none"> SE 122nd Avenue and other arterial streets lack consistent sidewalks making them unsafe and difficult places to walk. Sidewalks or safe pedestrian walkways are lacking on many local streets — a particular problem when the streets are the location of key community amenities such as schools and parks. There are few opportunities for safe pedestrian crossings between signalized intersections on SE 122nd Avenue. Pedestrian safety at high-traffic signalized intersections (Division, Powell) is a concern for residents and business people. Overall, the lack of a connected street grid is a barrier to efficient, safe travel by walking. 	<p>1A — Conduct a streetscape study for SE 122nd Avenue, develop a project for inclusion in the Transportation System Plan (TSP), and pursue funding.</p>	PBOT, PDC, BES	Amend Portland TSP; Special Project
	<p>1B — Add to the TSP locations on SE 122nd Avenue for pedestrian safety crossing improvements (such as median crossing refuge and curb extensions), and pursue funding for construction. Proposed locations: SE Clinton, SE Tibbets, SE Bush, SE Boise, SE Schiller, SE Raymond, SE Carlton.</p>	PBOT, BES, PDC	Amend Portland TSP; Special Project
	<p>1C — Study and implement ways to further improve pedestrian crossing safety at SE 122nd at SE Division and SE 122nd at SE Powell.</p>	PBOT, ODOT	Amend Portland TSP; Special Project
	<p>1D — Explore and develop new policies, designations, and/or mechanisms that facilitate improvement of key local streets that serve public schools, parks, and other major public facilities.</p>	PBOT, OPHI	Portland Plan; Amend Portland TSP
	<p>1E — Explore more cost effective and context-sensitive standards for local and arterial street design and sidewalk improvements that provide multiple benefits for human and watershed health.</p>	PBOT, BPS, BES, OPHI	Portland Plan
	<p>1F — Review how sidewalk construction is funded citywide, and recommend ways that sidewalks in East Portland can be improved to catch up with the rest of the city.</p>	PBOT, BPS, OPHI	Portland Plan
<p>Bike Paths</p> <ul style="list-style-type: none"> High traffic volumes and high speeds on arterial streets make on street bike lanes unsafe and unpleasant. There is a lack of alternatives to bike lanes on arterial streets because the local street system lacks connectivity and improvements. 	<p>1G — Seek funding to implement the Bicycle Master Plan in this area.</p>	PBOT	Ongoing
	<p>1H — Coordinate project recommendations with local Safe Routes To School (SR2S) improvement plans.</p>	PBOT, PDC	Portland Plan, Ongoing

Chapter 4: Study Area Recommendations

Topic 1: Accessibility, Connections, Pedestrian Comfort and Safety

Challenges	Recommendation	Possible Implementers	Implementation Approach
Street Connections <ul style="list-style-type: none"> ▪The area's lack of connectivity and complete street improvements makes travel inefficient and circuitous for all travel modes. ▪The area's irregular lot sizes and land division pattern contribute to a lack of street connectivity and cohesion in development. 	1I — Support and ensure the creation of planned local street and pedestrian connections during the land development process.	PGNA, PBOT, BPS	Ongoing
	1J — Study and implement a better mechanism to ensure street connections for new development that does not go through the subdivision process.	BPS, PBOT	Comp Plan Update
	1K — Consider a larger minimum lot area threshold for residential subdivisions, to improve opportunity for connectivity and improve urban form.	BPS	Comp Plan Update
Street Conditions <ul style="list-style-type: none"> ▪Substandard and unpaved streets impede connectivity and make it difficult to distinguish public and private space, resulting in haphazard parking and conflicts. 	1L — Support and ensure the improvement of streets in the development process.	PGNA, BDS, PBOT	Ongoing
	1M — Explore new mechanisms to encourage and facilitate street improvements outside of the real estate development process.	PBOT, BPS, PDC	Portland Plan
	1N — Encourage residents to participate in Lents URA Local Improvement District (LID) process.	PBOT, PDC	Ongoing
Transit Service <ul style="list-style-type: none"> ▪Transit service is not frequent on evenings and Sundays. ▪Safety and comfort is lacking at many bus stops due to limited number of shelters and lack of paving at some stops. 	1O — Consider service improvements for TriMet Line 71 to enhance transit use and connections to other East Portland and regional destinations.	TM	Special Project
	1P — Improve the condition and amenities of bus stops and ensure that the stops have safe pedestrian connections to residences and services.	TM, PBOT, BES	Special Project
	1Q — Explore ways to enhance east-west transit connections and improve links to Green Line MAX.	TM	Special Project

Topic 2: Convenience and Availability of Services and Employment Opportunities

Creating a more convenient neighborhood with nearby destinations that are easy to reach by walking and biking emerged as a theme from many community members. In addition, community members supported job creation and small business development as a way to enhance economic stability. The recommendations in this topic area aim to address these issues.

Commercial Land Uses: Much of the retail and service uses serving the area are located in shopping plazas at major intersections at SE Division and SE Powell. The range of goods and services provided in this area is extensive, with two full-service grocery stores. However, the southern part of the study area is not well-served by commercial services. Residents in this part of the study area must travel significant distance for most services, making walking and biking less practical. The recommendations call for allowing more opportunity to create small commercial development in areas currently zoned residential through conversion of existing structures and/or mixed use development. This approach may provide opportunity for entrepreneurship and better serve the local community. The recommendations also call for supporting reinvestment in existing commercial centers to strengthen them as community assets.

Retail and Services: Community members desire a broader range of local-serving commercial activities to serve residents' and visitors' needs. This also provides an opportunity for small business development, creates employment opportunity and can strengthen the tax base. The recommendations call for recruitment and expansion of retail and services in the area, with leverage and assistance from urban renewal where possible.

Access to Healthy Food: While the area is served by two grocery stores, both are located at the north end of the study area, making access to healthy food more difficult for those in the south end. The recommendations call for exploring the possibility of attracting a grocery store to this area, recruiting small/culturally appropriate food retailers, and/or supporting community and private gardening activities to promote healthy eating.

Jobs and Employment: Few opportunities for large scale employment exist within the study area due to existing development patterns. The proposal supports job creation by recommending more opportunity for small scale business creation along SE 122nd Avenue. In addition, the recommendations call for supporting investment in nearby centers with job development potential (Gateway and Lents) and enhancement of connections to these areas.

Chapter 4: Study Area Recommendations

122nd Avenue



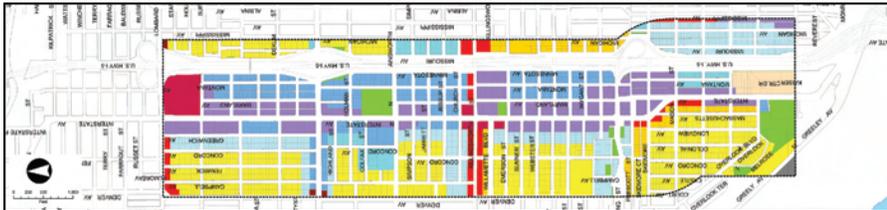
Alberta Street



Hawthorne Boulevard



Interstate Avenue



Lombard Street



Martin Luther King Jr. Boulevard



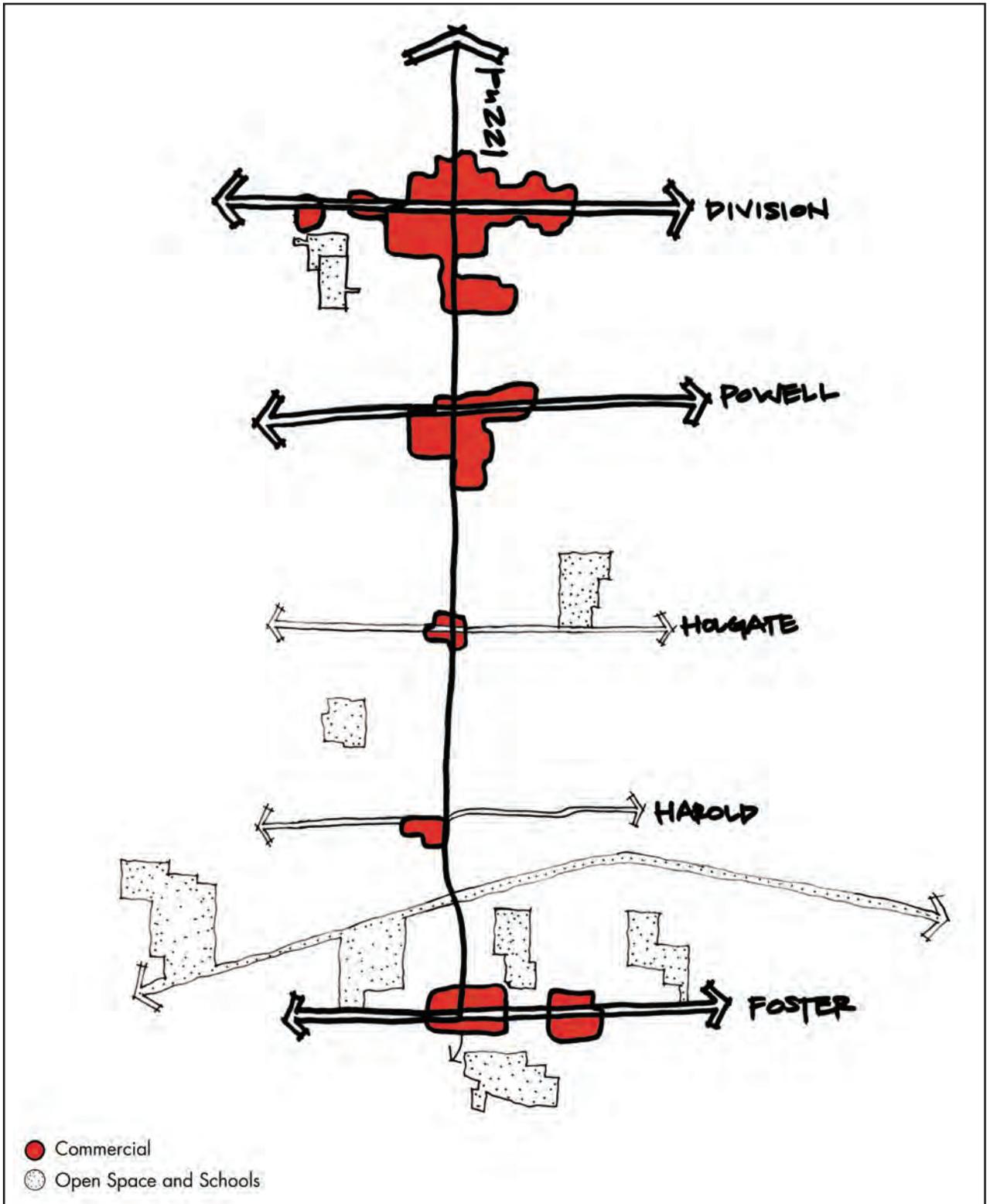
Legend

- Open Space (OS)
- SDR 20,000 (R20)
- SDR 10,000 (R10)
- SDR 7,000 (R7)
- SDR 5,000 (R5)
- SDR 2,500 (R2.5)
- MDR 3,000 (R3)
- Low Density MDR 2,000 (R2)
- Medium Density MDR 1,000 (R1)
- Institutional Residential (IR)
- Neighborhood Commercial 1 (CN1)
- Neighborhood Commercial 2 (CN2)
- Office Commercial 1 (CO1)
- Office Commercial 2 (CO2)
- Storefront Commercial (CS)
- Mixed Commercial (CM)
- General Commercial (CG)
- General Employment 1 (EG1)
- General Employment 2 (EG2)
- General Industrial 1 (IG1)
- General Industrial 2 (IG2)
- Heavy Industrial (IH)

Definitions:
 SDR - Single Dwelling Residential
 MDR - Multi-Dwelling Residential

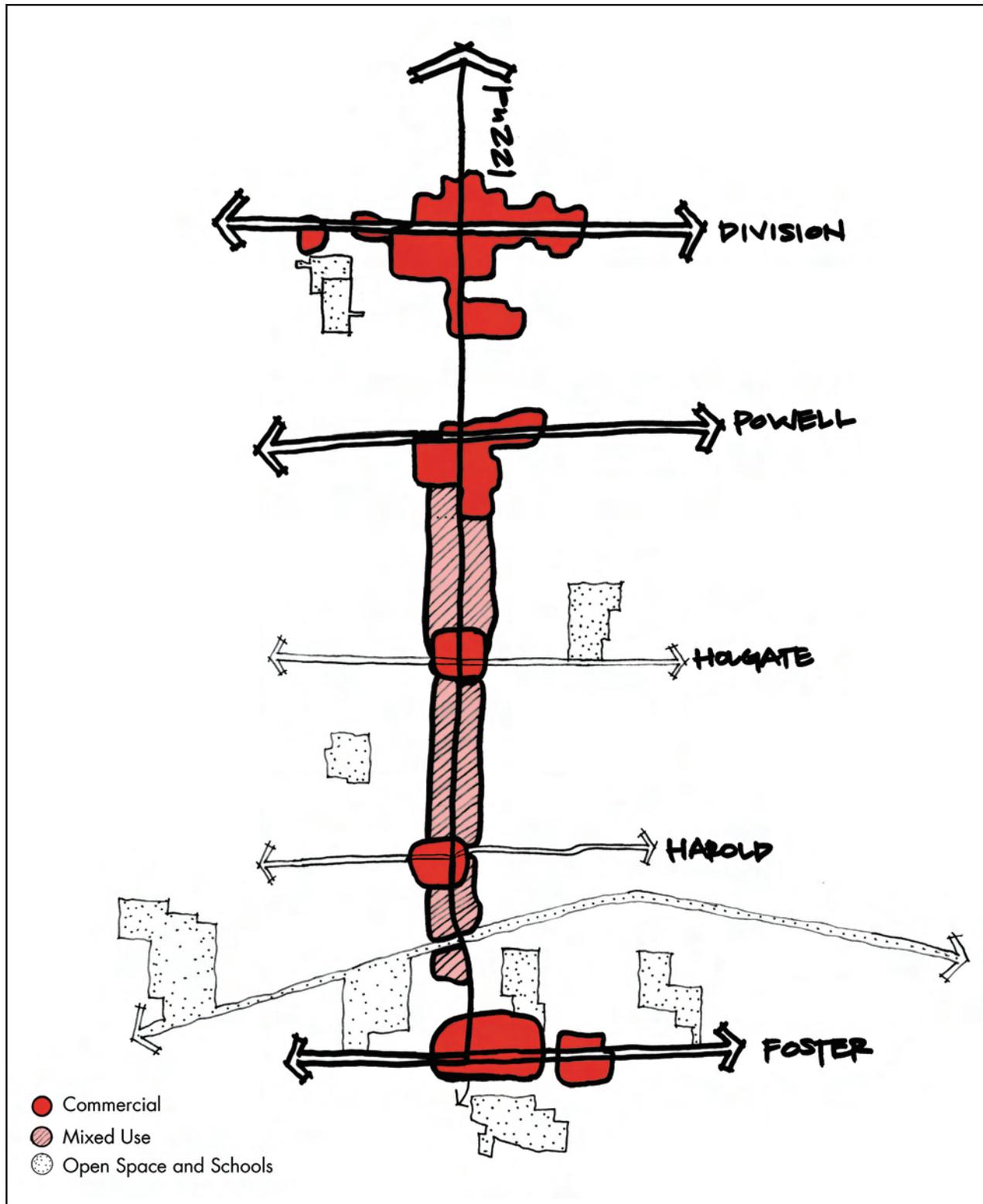
Commercial Corridors:

This comparison of zoning patterns on two-mile segments along several of Portland’s commercial corridors shows that SE 122nd Avenue has a more nodal application of commercial zones, limited opportunity for commercial development in the middle and southern part of the study area, and a significant amount of R1 and R2 multi-dwelling zoning allowing for residential growth. The comparison also highlights SE 122nd Avenue’s relative lack of street connectivity.



Map 7: Commercial Land Use Pattern — Existing

Map 7 shows the study area's existing commercial zoning pattern in concept form.



Map 8: Commercial Land Use Pattern — Preferred Approach

Map 8 shows the locations where the recommendations call for considering changes in the zoning pattern to address a lack of services in the area. In the “mixed use” areas (dashed, salmon color), more flexibility to create small businesses (neighborhood-serving retail and services) and mixed use developments should be considered. Expansion of the existing commercially zoned areas at intersections (red) should also be considered.

Chapter 4: Study Area Recommendations

Topic 2: Convenience and Availability of Services; Employment Opportunities

Challenges	Recommendation	Possible Implementers	Implementation Approach
Commercial Land Uses <ul style="list-style-type: none"> There is a lack of commercial uses and services south of Powell Boulevard, and limited opportunity for creation of new small businesses. Some large commercial sites are underused, and developed in a low intensity, auto-oriented manner that is not conducive to walking or bicycling. Potential demand may exist for small scale commercial or mixed use development between intersections, but is limited by zoning. 	2A — Explore and develop a regulatory tool that allows small commercial uses and/or mixed use development in areas currently zoned R1. See also Recommendation 3A.	BPS	Comp Plan Update
	2B — Explore development opportunity strategies to better use large, under-utilized commercial sites at major intersections.	PDC, MBA	Special Project, Ongoing URA
	2C — Consider applying economic development tools such as storefront improvement grants or other business finance products to businesses adjacent to east side of SE 122 if commercial uses are allowed in this area.	PDC	Ongoing URA
	2D — Consider changes to zoning to support the desired retail environment, including the potential for grocery store at south end of study area.	BPS, PDC	Comp Plan Update
Retail and Services <ul style="list-style-type: none"> There are vacancies in existing shopping centers in the north part of study area. The south part of study area lacks retail and services but includes underutilized land at Foster, Harold, and Holgate. 	2E — Retain, expand, and attract new businesses to the SE 122nd Avenue corridor by improving business association capacity and highlighting the SE 122nd Avenue area as a focus area in the Lents Urban Renewal Area.	PDC, MBA, BPS	Ongoing URA
	2F — Target urban renewal funds to support businesses along SE 122nd Avenue within the Lents URA, and improve marketing of programs and services with assistance of local associations.	PDC, MBA, PGNA	Ongoing URA
Access to Healthy Food <ul style="list-style-type: none"> The area lacks culturally appropriate food stores overall, and lacks full-service grocery options in the south. There is a waiting list for community gardens in the area. 	2G — Explore opportunity to attract and locate a grocery store in the south end of the study area: consider SE Foster at SE 122nd Avenue location.	PDC, MBA	Ongoing URA
	2H — Explore opportunities to attract small scale and/or culturally appropriate healthy food retailers.	BPS, PDC	Ongoing URA
	2I — Support vegetable gardening on under-utilized sites and private yards, creation of community gardens, and partnerships with urban farming institutions to enhance availability of healthy foods.	BPS, PGNA, ZF	Comp Plan Update
Jobs and Employment <ul style="list-style-type: none"> The area lacks employment opportunities that provide jobs for area residents. Transit connections to existing jobs centers are not always direct or provided at times needed. 	2J — Encourage quality job creation in industrial and employment areas such as east Lents/Foster Corridor, the Gateway Regional Center, or other nearby sites.	PDC	Ongoing URA
	2K — Improve transit service and connections to nearby job centers (Lents, Gateway, Airport Way) as well as to large retail and service centers.	TM, PBOT	Special Project

Topic 3: Residential Infill Development and Design

Since adoption of the 1996 *Outer Southeast Community Plan* the SE 122nd Avenue area has seen a significant amount of new residential development — over 3,100 units. Much of this development had been in the form of rowhouses, apartments, and small lot detached housing developments. This new development is often a significant change to the existing lower density development pattern. Many community members have expressed a desire to elevate the design and quality of new development, improve compatibility with existing neighborhoods, reduce the loss of tree canopy (particularly Douglas fir trees) and reduce the overall extent and impact of new multi-dwelling development. While the Portland Bureau of Planning and Sustainability has explored these issues previously in the *Infill Design Project*, and *Infill Design Toolkit*, additional work is needed to build on those efforts and address conditions in the area.

Residential Land Use: The existing zoning pattern in the area applies R1 and R2 multi-dwelling zoning along SE 122nd Avenue, a busy traffic street. It also extends the opportunity for new multi-dwelling and rowhouse infill development into areas of the neighborhood over 400 feet from SE 122nd Avenue through application of R1, R2, and R2.5 zones. This results in a substantial amount of allowed residential development at a significant depth into lower density neighborhood areas. In some places the zoning has resulted in development that is not intense enough to attract desired shops and services but has a significant impact to the character of existing neighborhoods.

The recommendations call for changes to development standards of the R1 zone along SE 122nd Avenue in order to buffer residential uses from traffic through landscaping and setbacks, or alternatives such as mixed commercial/residential-use zoning to improve the street interface. The recommendations further call for improving compatibility of new development in areas farther away from SE 122nd Avenue by changing the zoning in some R2 areas to a different residential intensity, or by changing development regulations to reduce minimum density and preserve trees.

Residential Site Design: The R1 and R2 multi-dwelling zones allow for a broad variety of development types and site configurations using Portland base zone development standards. These standards were developed to address development citywide and are generally effective for “inner” Portland’s typical lot and block patterns. However, the development outcomes are often different when applied on the array of lot sizes and configurations found in the study area. The recommendations call for developing and testing a new mechanism allowing for more extensive review of site plans to address building orientation, tree preservation, open space, stormwater management, and connectivity issues on the area’s large lots. The recommendations further call for more protection of large trees in the development process and mandatory landscaped setbacks from busy streets to preserve more of the green character of the neighborhood and minimize impacts of traffic.

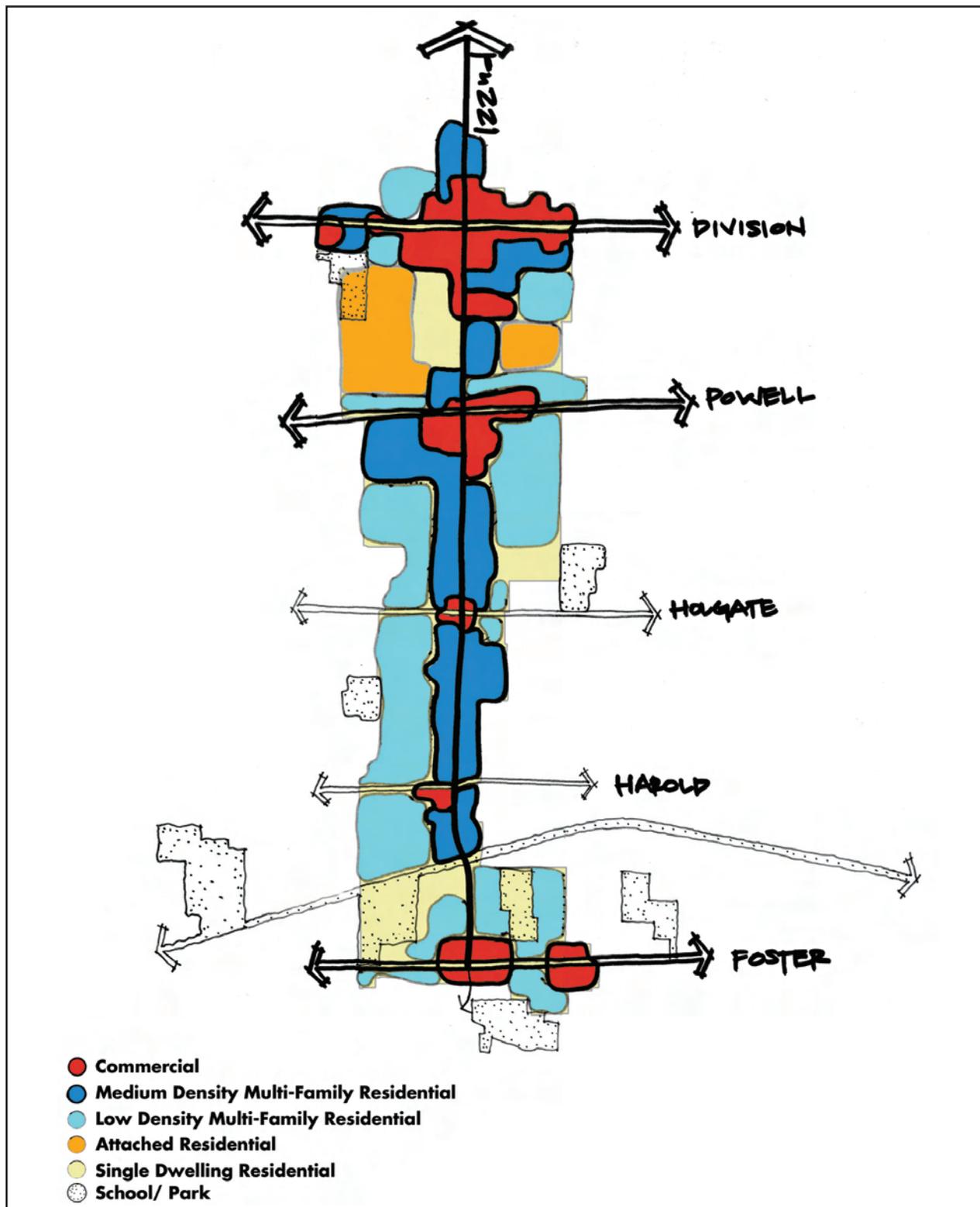
Chapter 4: Study Area Recommendations

Residential Building Design: Development in the R1 and R2 zones applied in this area are subject to the base zone development standards of the Portland Zoning Code. They are not currently subject to design review or the Community Design Standards, which are regulatory tools applied in some parts of Portland. The area’s current market conditions — with relatively modest rents and sales prices — often result in developments that reduce cost by omitting architectural and design details and reducing the quality of materials. Consequently, new development often lacks architectural detailing and site features that add amenities and a sense of quality and permanence. Given the long-lasting implication of development at higher density, the recommendations call for testing the use of enhanced objective design standards (such as the Portland Zoning Code Community Design Standards) or a type of design review for new development in R1 and possibly R2 zones in the area.



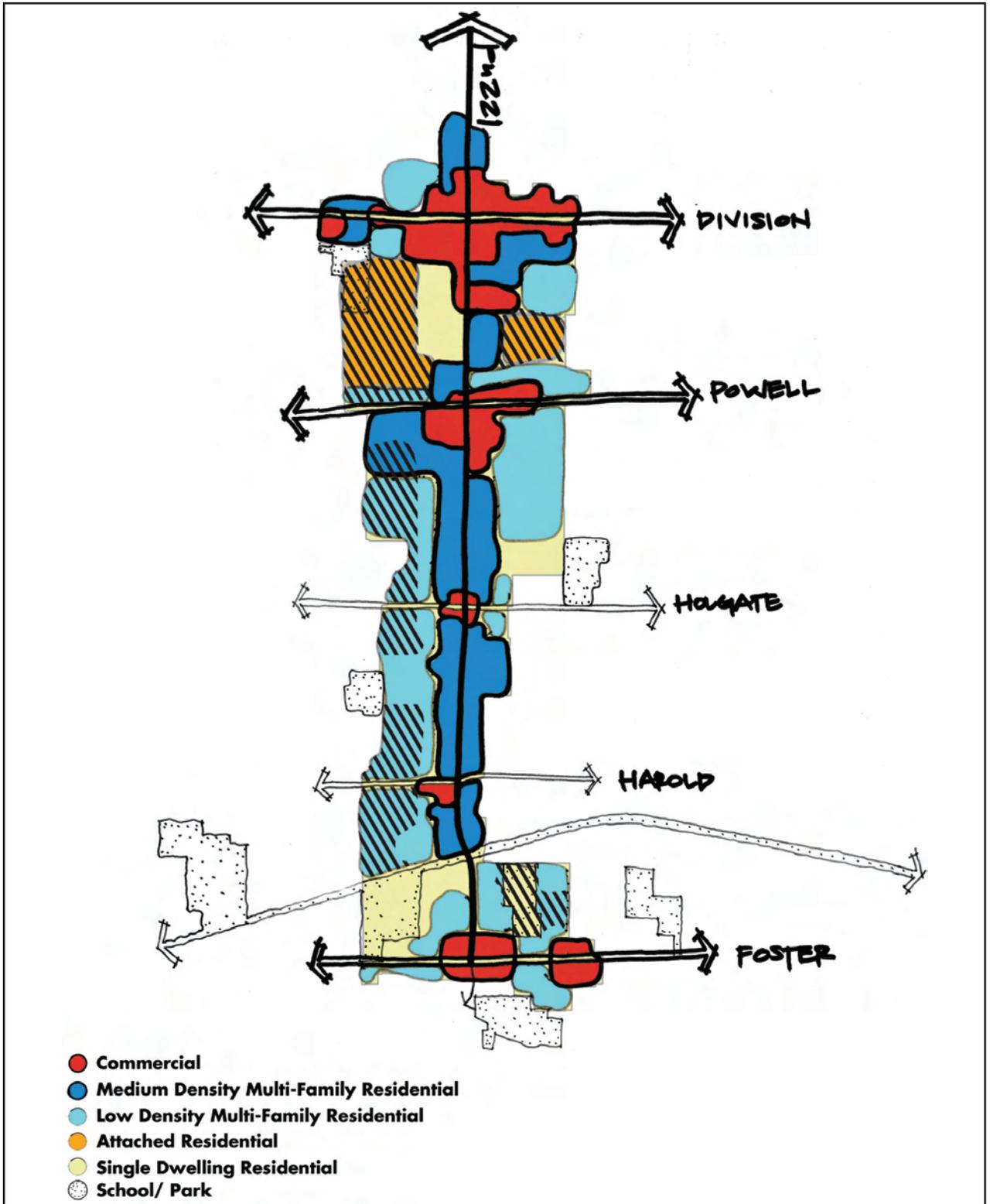
Residential Site and Building Design

The variety of lot sizes, intensity of zoning, and variability of street conditions and connections makes a “standards” approach to infill development challenging. The examples here illustrate the challenges of development in this area. The recommendations call for new site development standards or a review process that will provide for more usable on-site open areas, better connections to the transportation network, larger setbacks along busy streets, and improved building orientations to promote safety and community. Further, the recommendations call for exploring the use of enhanced design standards or design review to improve the design and quality of new buildings.



Map 9: Residential Land Use Pattern — Existing

Map 9 shows the study area's existing zoning pattern in concept form.



Map 10: Residential Land Use Pattern — Preferred Approach

Map 10 shows the locations (dashed areas) where the recommendations call for considering changes to the existing multi-dwelling and attached residential zones to allow single-dwelling development and to address neighborhood compatibility issues.

Chapter 4: Study Area Recommendations

Topic 3: Residential Infill Development and Design

Challenges	Recommendation	Possible Implementers	Implementation Approach
<p>Residential Land Use</p> <ul style="list-style-type: none"> ▪ Broad application of the R1 and R2 multi-dwelling residential zones creates significant housing potential that is not well supported by the area's infrastructure and services. ▪ Application of the R1 zone on wide, high volume arterial streets may create livability issues for residents. ▪ The R2 multi-dwelling zone extends deep into developed neighborhoods creating transition and compatibility issues. 	<p>3A — Explore alternative site development standards, or consider alternatives to the R1 multi-dwelling residential zone to improve the interface between development and busy streets. See also Recommendation 2A.</p>	BPS	Comp Plan Update
	<p>3B — Consider changes to zoning map designations in areas over 400 feet away from arterial streets to reduce development impacts, improve compatibility, and preserve trees in neighborhood areas.</p>	BPS, BDS	Comp Plan Update
	<p>3C — Explore changes to minimum density and other development standards in R2 and R1 zones to improve compatibility and reduce impact of new development.</p>	BPS, BDS	Comp Plan Update
<p>Residential Site Design</p> <ul style="list-style-type: none"> ▪ New developments in multi-dwelling zones often lack play areas and on-site open space for tenants, and may not provide enough parking for residents and visitors. ▪ Multi-dwelling development standards that are used citywide often force buildings close to busy streets. ▪ New development is often not required to preserve tree canopy, and few large trees or Douglas Firs preserved. 	<p>3D — Preserve a greater number of large trees in the development process: implement the Tree Code improvement project for this area.</p>	BPS, BDS, UF	Ongoing
	<p>3E — Develop and test special site development regulations for multi-dwelling residential development that require more usable open space, landscaping, and HEAL (healthy eating/ active living) amenities, such as bike storage, connections to larger pedestrian/bicycle network, and gardening opportunities.</p>	BPS, BDS, BES, OPHI	Comp Plan Update
	<p>3F — Consider larger mandatory landscaped building setbacks from major city traffic streets for multi-dwelling residential development.</p>	BPS, PBOT, BDS	Comp Plan Update
<p>Residential Building Design</p> <ul style="list-style-type: none"> ▪ Many new multi-dwelling and row house developments lack architectural details, and quality design and construction. ▪ New housing often lacks a street orientation and design that enhances a sense of safety by promoting "eyes on the street." 	<p>3G — Improve residential design: explore use of the design overlay zone or special development design standards appropriate for R1 and R2 zone multi dwelling areas along and near SE 122nd Avenue.</p>	BPS, BDS	Comp Plan Update

Topic 4: Community Amenities and Livability

The amenities and features of a community add to its livability and help create long term value and stability. SE 122nd Avenue is an area in transition with changing and emerging needs. Community members are increasingly seeking help in balancing the needs of this growing community with the ability to provide services and amenities.

School Capacity: The area is served by the David Douglas School District, which has received recognition for its enrichment programs such as music and art, and its high school graduation rate. Development over the past 20 years throughout the district's boundary has increased enrollment, resulting in the need for expanded facilities. However, the district has met with limited success in passing bond measures to fund construction to accommodate enrollment growth. The recommendations call for growing the property tax base for improved bonding capacity by encouraging additional commercial development. They also call for encouraging a broader mix of housing types in the development process to reduce the impact of multi-bedroom units and to explore relationships with other school districts to address capacity issues.

Parks/Open Spaces: Parks provide for active recreation opportunities, which have a direct and positive impact on health. Significant investments have recently been made in the area's parks, especially within the Lents Urban Renewal area. However, some parks continue to lack amenities and many are difficult to access. New development may create demand for additional spaces or features over time. The recommendations call for improving access to existing parks and for acquisitions or development of partnerships to meet future demand.



Raymond Park features high quality amenities such as a water spray feature and playground equipment, however some parks in the area still lack amenities and facilities.

Chapter 4: Study Area Recommendations

Green Infrastructure: Stormwater management in the area is generally handled by a series of sumps, many of which are not fully in compliance with DEQ clean water standards because their depth conflicts with locations of seasonal high groundwater. “Green infrastructure” improvements are in development to address these issues, resulting in Green Streets or stormwater swales and planters that will treat stormwater runoff from the street, prior to infiltration. The SE 122nd Avenue study has initiated discussion between BPS, BES, and PBOT to help ensure these features will be located at sites compatible with planned land uses and designed to enhance pedestrian and bicycle safety they may also help leverage other investments. Green infrastructure features integrated into new development or redeveloped sites add green space and enhance livability. The recommendations call for continued coordination and support of these facilities.

Amenities/Assets: Douglas fir trees are a character-defining asset for the area. Along with community parks, the Springwater Corridor, Leach Botanical Garden and the area’s schools they create some of the area’s key amenities. However, other community assets are yet to be documented or developed. The recommendations call for more work in historic resource identification to inventory and assess these assets, as well as development of future community assets and resources such as a public/community space for gatherings and meetings.



Green Street improvements manage storm water but also provide other benefits such as pedestrian safety and improved aesthetics. Coordinated development of these features can enhance the area.



The area’s characteristic Douglas Fir trees are often lost in the development process. The recommendations call for implementation of a tree policy to help preserve more significant trees in the development process.

Social Service Needs: As the area becomes home to an increasing number of new immigrant households and residents with fewer financial resources, additional social services will likely be needed. The recommendations call for provision of services to meet growing demand. They also call for a balance of affordable housing citywide, to prevent a concentration of poverty and needs.

Neighborhood Safety and Appearance:

While the neighborhood does not currently have a high crime rate, there is a perception of crime. In addition, some properties suffer from a lack of maintenance and unkempt appearance that may fuel those perceptions. The recommendations call for more proactive efforts such as neighbor-organized block watches, and volunteer efforts to help maintain public and private spaces, to help fight the perception of crime and improve the sense of safety in the neighborhood.



Safety is a concern for many neighbors. Block watch programs are helpful in organizing neighbors and keeping “eyes on the street,” but better building design, orientation and maintenance can also help promote a sense of safety in the community.

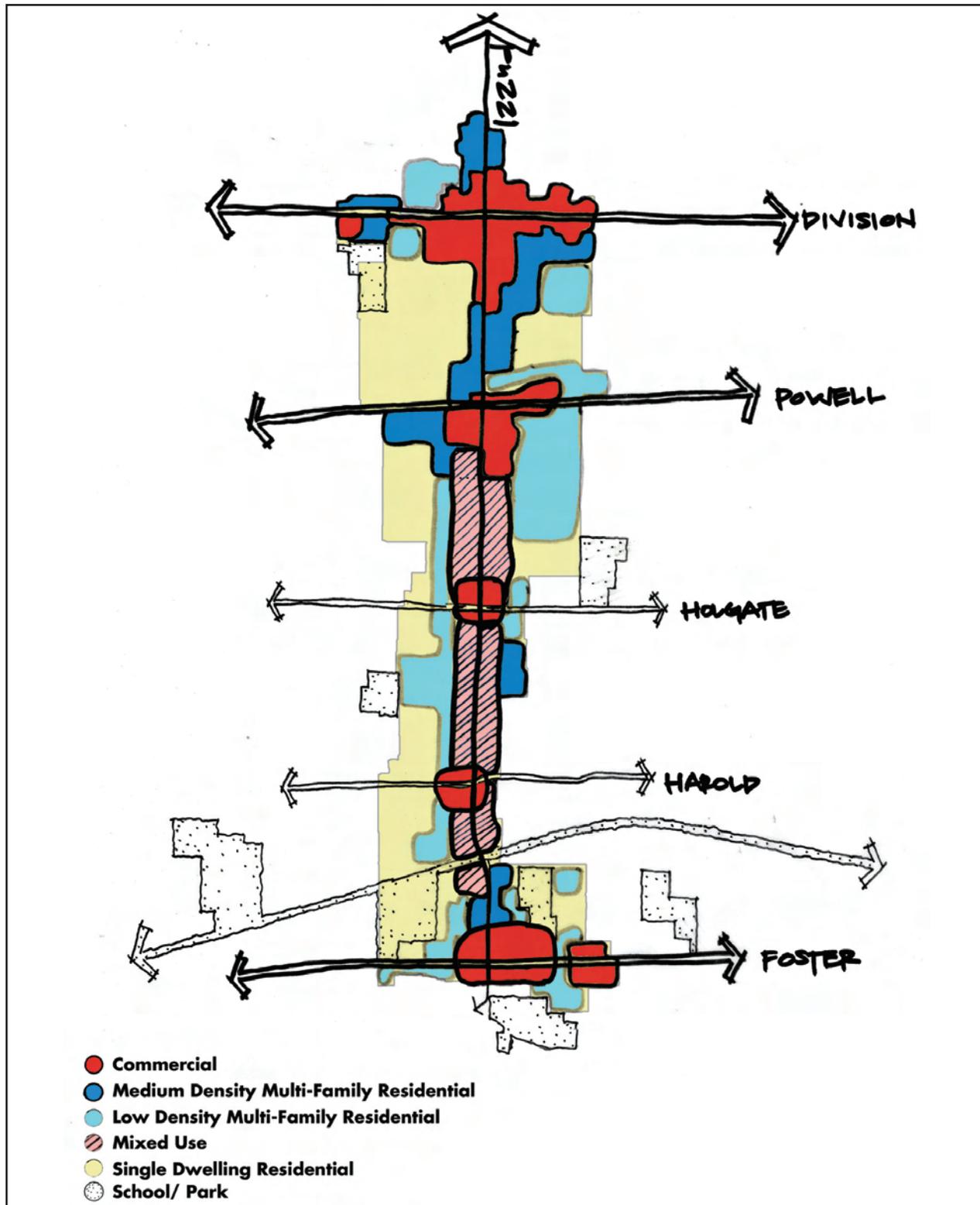
Chapter 4: Study Area Recommendations

Topic 4: Community Amenities and Livability

Challenges	Recommendation	Possible Implementers	Implementation Approach
School Capacity <ul style="list-style-type: none"> David Douglas School District (DDSD) lacks a diversified tax base and has had difficulty passing a bond measure for development of new schools. The David Douglas School District currently lacks capacity for additional students. 	4A — Strengthen the tax base for school bonds by encouraging commercial development, employment uses, and reviewing the current application of housing tax abatements.	BPS, PDC, PHB	Comp Plan Update
	4B — Consider partnerships with other school districts to balance enrollment between districts and schools.	DDSD, PPS, PSD	Portland Plan
	4C — Balance the mix of households in new development by encouraging smaller units as well as family-sized units in future developments.	BPS, PHB	Comp Plan Update
Parks/Open Spaces <ul style="list-style-type: none"> Many parks are located along substandard streets, or in locations that make access and visibility difficult. While improvements have been made, some parks still lack recreation facilities and amenities. Residents feel that parks and community garden space have not kept up with the demand created by new residential development. 	4D — Improve access to parks and open space, including Raymond Park, Springwater Corridor, Leach Botanical Garden, Zenger Farm, Beggar’s Tick Wildlife Refuge, and Powell Butte.	PPR, PDC, PBOT, BES, ZF	Portland Plan
	4E — Explore opportunities to acquire and develop, or provide shared space, for additional community gardens: consider unused right-of-way, and other underused sites.	PPR, PGNA, PBOT, ZF	Special Project; Portland Plan
	4F — Consider opportunities to purchase and develop additional park and open space around the SE 122 Ave and Powell area to serve growing demand.	PPR, PDC	Special Project
	4G — Explore partnerships for greater use of school fields and facilities to meet the area’s parks and recreation needs.	DDSD, PPR	Portland Plan
Green Infrastructure <ul style="list-style-type: none"> Parts of the study area have a high water table and are subject to flooding. The area’s public stormwater sump depths are close to groundwater and require attention to comply with DEQ standards. 	4H — Develop green stormwater management features at key locations along and near SE 122nd Avenue to address sump issues, improve water quality, and create community amenities.	BES, PBOT	Special Project
	4I — Coordinate green infrastructure with planned land uses and future parking needs, as well as pedestrian and bicycle safety plans, in the study area.	BES, BPS, PBOT	Special Project
	4J — Conduct additional watershed planning (upland of Johnson Creek including the study area), to identify and prioritize strategies for addressing water quality, hydrology (including flooding), and habitat issues.	BES, BPS	Portland Plan, Special Project

Topic 4: Community Amenities and Livability

Challenges	Recommendation	Possible Implementers	Implementation Approach
<p>Amenities/Assets</p> <ul style="list-style-type: none"> ▪ There is little protection for the area’s signature Douglas Fir and other large trees in the development process. ▪ The area has few community gathering places (coffee shops, community spaces, etc.) particularly south of Holgate Boulevard. ▪ Little work has been done by public agencies to research and document the area’s historic resources. ▪ Leach Botanical Garden and Zenger Farm are neighborhood amenities that many residents do not know exist. 	<p>4K — Identify and inventory mid-century (and prior) historic resources in and near the study area as part of the Oregon State Historic Preservation Grant for East Portland.</p>	BPS, PGNA	Special Project
	<p>4L — Continue and expand partnerships with local non-profits such as Friends of Trees and Ed Kerns to increase tree canopy, wildlife habitat, and community livability.</p>	PPR, DDSD, FOT	Portland Plan
	<p>4M — Explore opportunity to create a community facility or community space for meetings, gatherings, etc.</p>	PDC, PPR, PGNA	Special Project
	<p>4N — Encourage Leach Botanical Garden and Zenger Farm to continue to engage the neighbors and community stakeholders as expansion plans for each of these facilities are being developed.</p>	ZF, LGF	Ongoing
<p>Social Service Needs</p> <ul style="list-style-type: none"> ▪ Neighbors are concerned that the area is receiving a disproportionate amount of low-income affordable housing. ▪ Local demand for social services has increased due to demographic changes in the area. 	<p>4O — Ensure that affordable housing needs are being addressed on a citywide basis.</p>	BPS, PHB	Portland Plan; Comp Plan Update
	<p>4P — Ensure that social services exist in areas close to the populations being served.</p>	MULTCO	Portland Plan
<p>Neighborhood Safety and Appearance</p> <ul style="list-style-type: none"> ▪ There is a perception of higher than average crime in this area, and people feel unsafe in parts of the study area. ▪ Maintenance of private property and public areas is lacking in some places, which may contribute to safety concerns. 	<p>4Q — Encourage neighborhood participation in crime prevention programs such as Neighborhood Watch and Foot Patrols.</p>	PGNA, PPB	Ongoing
	<p>4R — Create a neighborhood “clean team” to periodically spruce-up places that need attention and to assist property owners with clean ups.</p>	PGNA, MBA, EPNO	Special Project
	<p>4S — Develop and focus non-profit and volunteer-based projects to assist with property clean ups and maintenance (ex: REACH paint-a-thon).</p>	PGNA, CDC, PDC, EPAP	Special Project
	<p>4T — Support and expand use of Crime Prevention Through Environmental Design (CEPTED) principles adopted by Portland City Council.</p>	BDS, PPB, ONI	Ongoing



Appendix — Hybrid Land Use Pattern Map

The Hybrid Land Use Pattern Map shows a composite concept that combines the preferred approach for the Commercial Land Use Pattern shown on Map 8 and the preferred approach for changes to the Residential Land Use Pattern shown on Map 10.