



# SE 122<sup>ND</sup> AVENUE ENHANCEMENT STUDY

*Springwater*  
Consulting

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# ACKNOWLEDGEMENTS

Springwater Consulting would like to thank the following people and organizations for their help with this project. We could not have achieved this without the ideas, support, enthusiasm, feedback, advice, and time you gave us.

THANK YOU!

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*Karen Young, Leach Botanical Garden*

We would also like to thank our friends and family who put up with us throughout this project. *WE APPRECIATE YOUR PATIENCE!*

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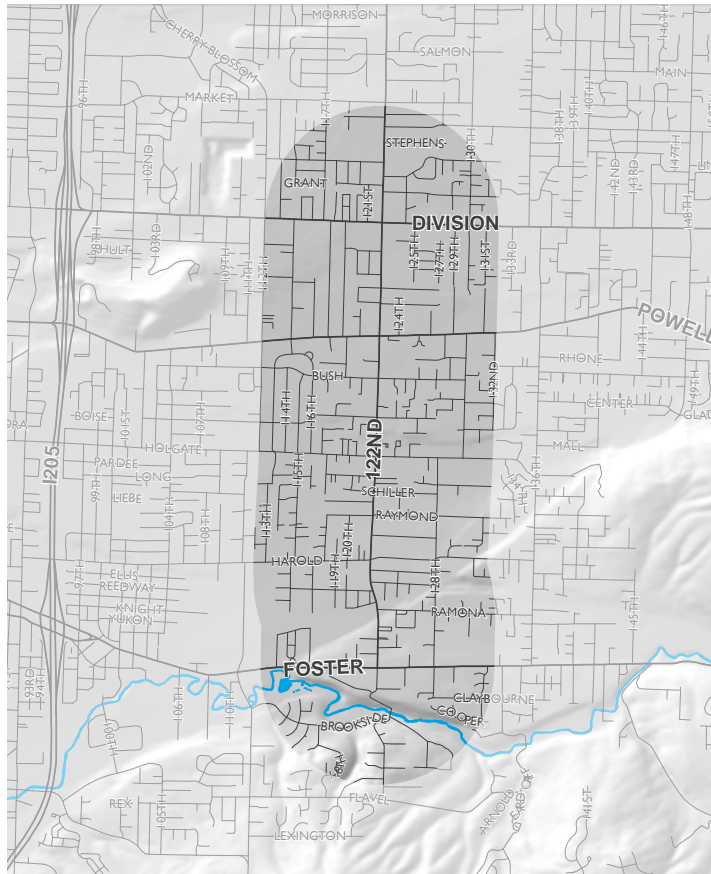


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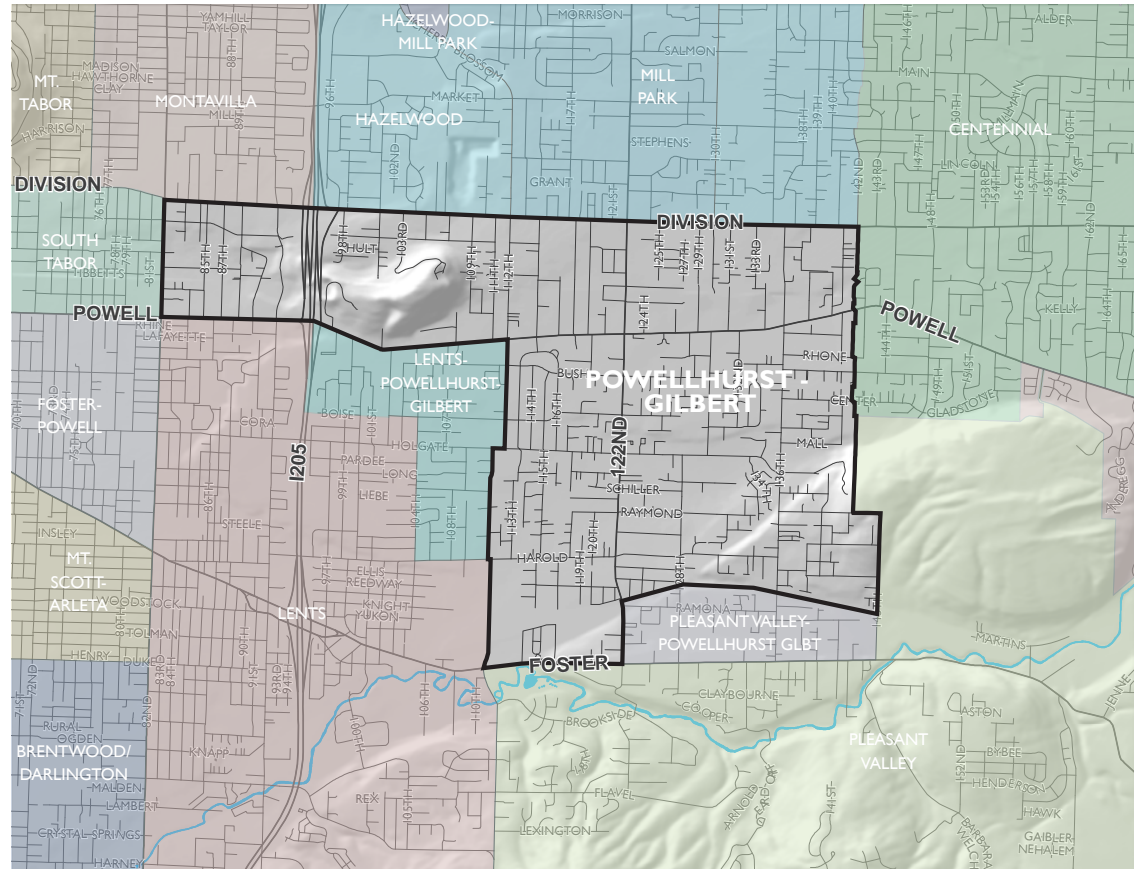
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# REFERENCE MAPS



THIS MAP HIGHLIGHTS 1/2 MILE AROUND SE 122ND AVENUE FROM SE DIVISION STREET TO SE FOSTER ROAD.

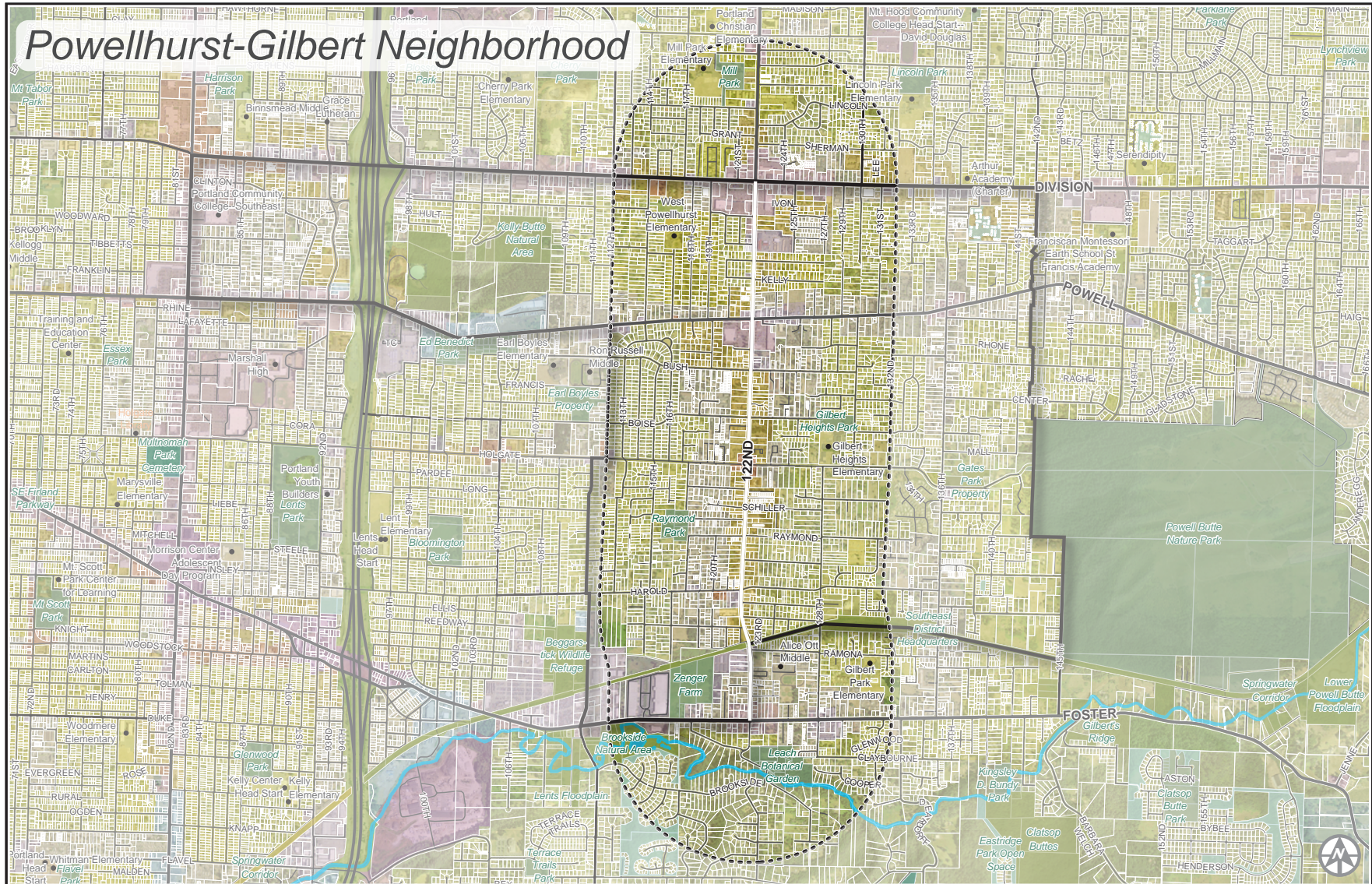


ABOVE IS THE POWELLHURST-GILBERT NEIGHBORHOOD AND ITS SURROUNDING NEIGHBORHOODS.

OTHER MAPS INCLUDED IN THIS STUDY REPORT HIGHLIGHT THE POWELLHURST-GILBERT NEIGHBORHOOD BOUNDARY COUPLED WITH THE 1/2 MILE STUDY AREA AROUND SE 122ND AVENUE FROM SE FOSTER ROAD TO SE DIVISION STREET.



# POWELLHURST-GILBERT NEIGHBORHOOD



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# EXECUTIVE SUMMARY



# EXECUTIVE SUMMARY

The City of Portland's Bureau of Planning would like to explore opportunities for strengthening the Powellhurst-Gilbert Neighborhood's sense of place through mixed-use and/or neighborhood-based commercial development, improved residential and commercial design, and by creating linkages to existing community assets, such as parks and commercial areas. This project expands upon existing plans by incorporating community preferences, market and land use analyses, and urban design strategies to generate neighborhood commercial use and placemaking alternatives for SE 122<sup>nd</sup> Avenue.

The **NEIGHBORHOOD NEEDS ASSESSMENT** was completed through a public involvement process that included information-gathering interviews. The assessment found that pedestrian safety and the pedestrian experience along SE 122<sup>nd</sup> Avenue are major concerns among residents. Lack of sidewalks is the foremost impediment to pedestrian activity. There is also a perception of crime along the corridor, which limits residents' desire to use it as a walking route, bus stop, or gathering place.

The **MARKET ANALYSIS** includes a description of baseline conditions as well as a market trend analysis. The analysis determined that current real estate market conditions do not support expanding commercial nodes along the SE 122<sup>nd</sup> Avenue corridor. However, streetscape enhancements may reduce commercial market barriers by creating a functional, pedestrian-friendly environment which attracts potential customers and investors.

The **LAND USE ANALYSIS** explores opportunities for expanding neighborhood commercial and mixed-use development along SE 122<sup>nd</sup> Avenue. The analysis determined that there is a commercial use and service deficiency along the corridor. Although current market conditions do not support expanded commercial uses, future market conditions may support commercial expansion if SE 122<sup>nd</sup> Avenue's streetscape were enhanced. If these conditions are addressed, commercial use expansion should be concentrated on the SE Holgate and SE Harold nodes. Another approach is to change the zoning for some existing residential lands to mixed use in order to overcome redevelopment obstacles related to lot dimensions and land values.

The **URBAN DESIGN ANALYSIS** found that community members responded positively to: street-oriented buildings, visually subordinated parking, 2-3 story development, architectural detail, variation among façades, street-facing windows, pedestrian access, landscaping, and street medians with turnouts. These preferences could be realized on SE 122<sup>nd</sup> Avenue by improving the design of commercial and residential infill development, preserving open space, and improving accessibility to commercial destinations and places such as Leach Botanical Garden, the Springwater Corridor, and neighborhood parks. Additionally, current traffic counts along the southern portion of SE 122<sup>nd</sup> Avenue do not warrant the existing five traffic lanes. The corridor could be narrowed to encourage pedestrian and bike transportation, while still accommodating automobile traffic.

Many of these design strategies are characteristic of main streets and help contribute to a sense of place. The design of a street directly affects livability in the surrounding community. Improving the pedestrian environment will be critical to any future placemaking efforts along SE 122<sup>nd</sup> Avenue.





# MAJOR FINDINGS

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1. CURRENT TRAFFIC COUNTS ALONG SOUTHERN PORTION OF SE 122<sup>ND</sup> AVENUE DO NOT WARRANT FIVE TRAFFIC LANES.
2. PEDESTRIAN SAFETY AND OVERALL EXPERIENCE ALONG SE 122<sup>ND</sup> AVENUE ARE MAJOR CONCERNS AMONG RESIDENTS.
3. CURRENT REAL ESTATE MARKET CONDITIONS DO NOT SUPPORT EXPANDING COMMERCIAL DESIGNATIONS ON THE SE 122<sup>ND</sup> AVENUE CORRIDOR.
4. FUTURE MARKET CONDITIONS MAY SUPPORT EXPANDED COMMERCIAL USES IF SE 122<sup>ND</sup> AVENUE'S STREETScape WERE ENHANCED AND THE COMMERCIAL NODES PERMITTED TO CAPITALIZE ON COMMERCIAL SYNERGY.
5. MAJOR BARRIERS TO FUNCTIONAL STREETScape DESIGN ARE LOT DIMENSIONS (NARROW AND DEEP) AND STREET GRID DEVIATIONS FROM NARROW ACCESS STREETS.
6. COMMERCIAL USE AND SERVICE DEFICIENCY.
7. COMMUNITY MEMBERS RESPONDED POSITIVELY TO THE FOLLOWING URBAN DESIGN FEATURES: STREET-ORIENTED BUILDINGS, VISUALLY SUBORDINATED PARKING, 2-3 STORY DEVELOPMENT, ARCHITECTURAL DETAIL, VARIATION AMONG FAÇADES, STREET-FACING WINDOWS, PEDESTRIAN ACCESS, LANDSCAPING, AND STREET MEDIANS WITH TURNOUTS.

# RECOMMENDATIONS

1. **NARROW THE STREET:** REDUCE THE NUMBER OF LANES ON **SE 122<sup>ND</sup> AVENUE** IN SECTIONS WITH LOWER TRAFFIC COUNTS. ASSUMING THAT STREET CAPACITY IS EXCESSIVE EVEN WITH AREA'S PROJECTED GROWTH.
2. **IMPROVE PEDESTRIAN INFRASTRUCTURE AND STREETScape,** INCLUDING CREATION OF A CONTINUOUS SIDEWALK NETWORK. SEEK **PDC FUNDS** FOR INFRASTRUCTURE.
3. **IMPROVE QUALITY OF INFILL DEVELOPMENT** BASED ON RESEARCH AND RESPONSES FROM THE **VISUAL PREFERENCE SURVEY.**
4. **PRESERVE OPEN SPACE AND IMPROVE VISIBILITY** OF EXISTING GREEN SPACES SUCH AS **LEACH BOTANICAL GARDEN, SPRINGWATER CORRIDOR,** AND OTHER PARKS.
5. **IMPROVE TRANSIT FACILITIES (BUS STOPS).**
6. **CONCENTRATE COMMERCIAL EXPANSION** ON **SE HOLGATE** AND **SE HAROLD** NODES.
7. **CONSIDER CHANGING THE ZONING** FOR SOME EXISTING RESIDENTIAL LANDS TO MIXED USE IN ORDER TO MEET FUTURE DEMAND AND PROVIDE FLEXIBILITY.

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# INTRODUCTION

# PROJECT OVERVIEW

The City of Portland's Bureau of Planning would like to explore opportunities for strengthening the Powellhurst-Gilbert Neighborhood's sense of place through mixed-use or neighborhood-based commercial development, improved residential and commercial design, and by creating linkages to existing community assets. This project expands upon existing plans by incorporating community preferences, market and land use analyses, and urban design strategies to generate neighborhood commercial use and placemaking alternatives for SE 122<sup>nd</sup> Avenue.

Placemaking refers to the creation of a place, such as a neighborhood or street that attracts citizens, fosters a sense of community through shared local identity, and is a pleasing place to be. This process included collecting demographic, land use and economic information as well as creating urban design alternatives that consider the community's preferences and the need to accommodate growth.

This document contains a series of recommendations concerning

LAND USE  
PLACEMAKING  
COMMUNITY-ORIENTED ECONOMIC DEVELOPMENT

Strategies included are designed to strengthen the community and increase access to necessary goods and services within the neighborhood.

Described by four main components:

NEIGHBORHOOD NEEDS ASSESSMENT

MARKET ANALYSIS

LAND USE ANALYSIS

URBAN DESIGN STRATEGIES

# PROJECT COMPONENTS

The **NEIGHBORHOOD NEEDS ASSESSMENT** was completed through a public involvement process, which included information-gathering interviews. Through the interview process, key stakeholders were identified. These stakeholders provided guidance on Springwater Consulting's findings and helped to refine its products. Another key component of the group's public involvement process was a neighborhood workshop held during the April 14<sup>th</sup> monthly Powellhurst-Gilbert Neighborhood Association (PGNA) meeting. At this meeting, attendees provided input and priorities for the study area.

The **MARKET ANALYSIS** includes a description of baseline conditions as well as market and trend analyses. Stakeholder input was used to identify commercial services for which there is a local demand, but are currently missing from SE 122<sup>nd</sup> Avenue. The results of this analysis determine the neighborhood's unmet commercial demand and needed supply. This analysis provides quantitative parameters for the commercial node's expansion potential.

The **LAND USE ANALYSIS** explores opportunities for expanding neighborhood commercial and mixed-use development along SE 122<sup>nd</sup> Avenue. The alternatives rely on the market analysis and neighborhood needs assessment to determine land use arrangement parameters.

**URBAN DESIGN STRATEGIES** for future commercial and residential development have the potential to strengthen the area's sense of place. Research findings and community input identified urban design elements that could help foster a sense of place and are appropriate for residential, commercial and streetscape development along SE 122<sup>nd</sup> Avenue.

At the outset of its work, Springwater Consulting developed a problem statement in response to perceived community needs. The problem statement served as a jumping off point for the group's research and shaped Springwater Consulting's inquiry, laying the foundation for the findings and recommendations sections that follow.

# PROBLEM STATEMENT

Rapid infill development driven by the Portland region's growing population is altering the Powellhurst-Gilbert Neighborhood. The contrast between new, higher density urban development and the neighborhood's traditional suburban character is especially evident along SE 122<sup>nd</sup> Avenue. Residents and businesses now face the challenge of reconciling new development with the neighborhood's former character, and providing well-designed infrastructure and adequate services for the growing population.



Another effect of growth is that more residents must travel to commercial destinations outside of the neighborhood for their retail and service needs. In order to cultivate neighborhood-based commercial development within Powellhurst-Gilbert, it is important to assess whether the residential population can support expanded neighborhood commercial or mixed-use areas and how these areas could look given the avenue's Main Street and Corridor

designations under Metro's 2040 Growth Concept. Special consideration should be taken in implementing Main Street design elements that help create a sense of community identity.

Powellhurst-Gilbert's main commercial artery, SE 122<sup>nd</sup> Avenue, is zoned with small commercial nodes at major intersections. This pattern inhibits the development of a continuous, mixed-use main street. As the community grows, it may be appropriate to expand the existing nodal commercial pattern to allow SE 122<sup>nd</sup> Avenue to develop into a walkable, mixed-use commercial corridor. However, several obstacles may impede this transition including the following:

- Basic pedestrian amenities such as street trees, street furniture, and consistent sidewalks are missing.
- Transit stops are also often under-maintained and lack many of the basic amenities found at transit stops throughout the city.
- There is a perception that crime is a significant problem in the neighborhood, which is reinforced by the prevalence of graffiti.





LACK OF SIDEWALKS AND  
PEDESTRIAN AMENITIES ON 122ND

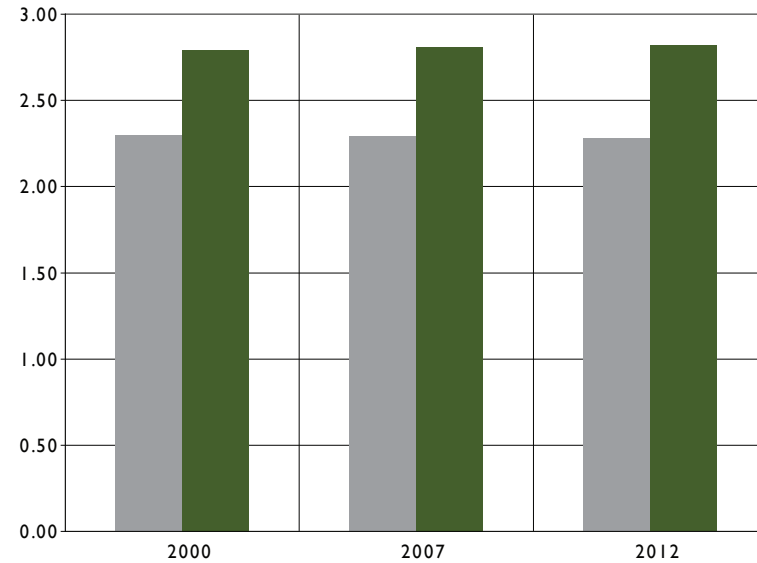
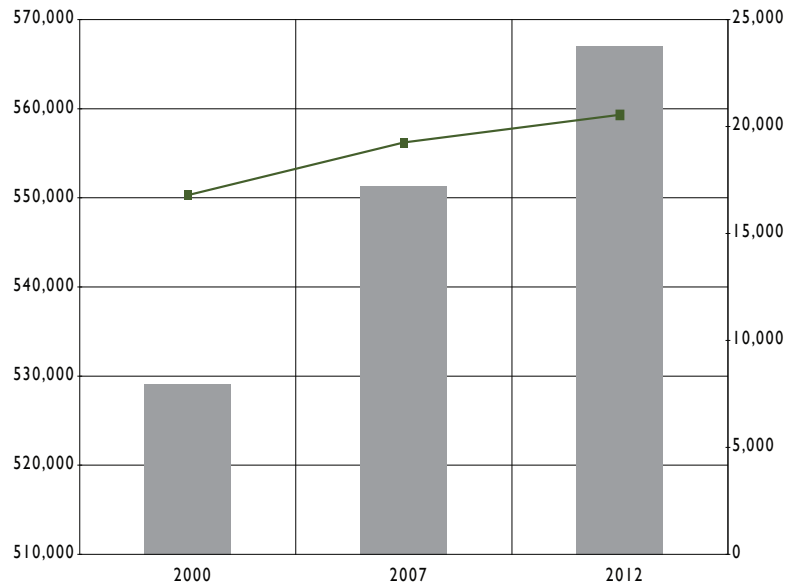


UNIMPROVED TRANSIT STOP ON 122ND



EXAMPLES OF GRAFFITI ALONG 122ND

# NEIGHBORHOOD CHARACTERISTICS

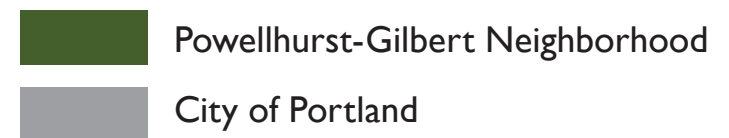


## Total Population

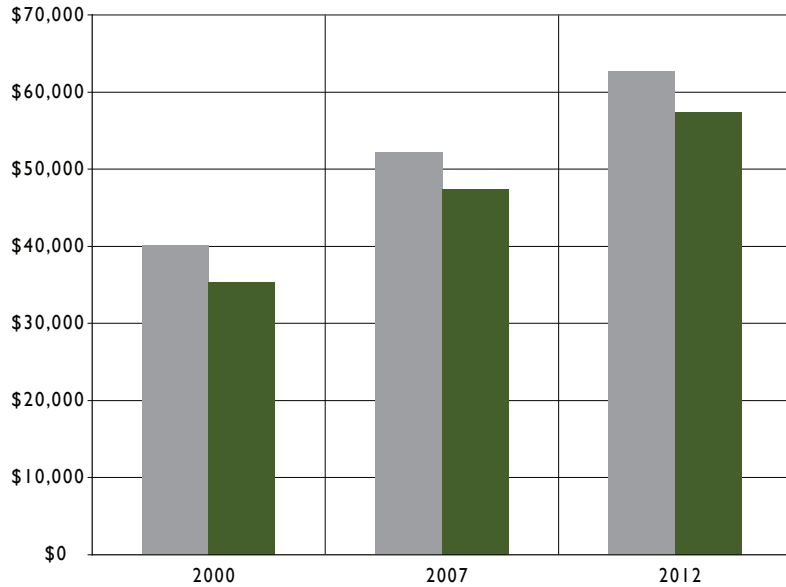
This graph displays the Powellhurst-Gilbert Neighborhood's total population imposed over Portland's total population. While it appears that both populations are growing at the same rate, they are actually growing at different rates. According to ESRI Business Analyst projections, the study area will grow at 1.3% annually whereas Portland will only grow at .56% annually. Based on the rule of 72, population should double in roughly 55 years vs. 128 years for Portland.

## Household Size

The projection for both the city and the study area is that household sizes will remain unchanged. The study area, however, tends to have larger household sizes than Portland as a whole.

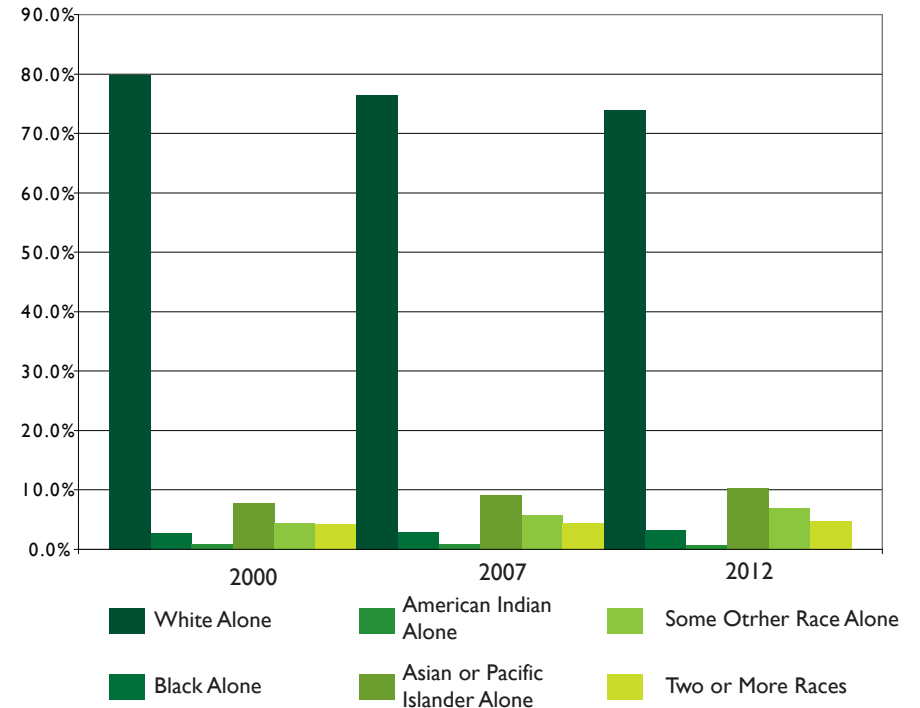


# NEIGHBORHOOD CHARACTERISTICS



## Median Household Income

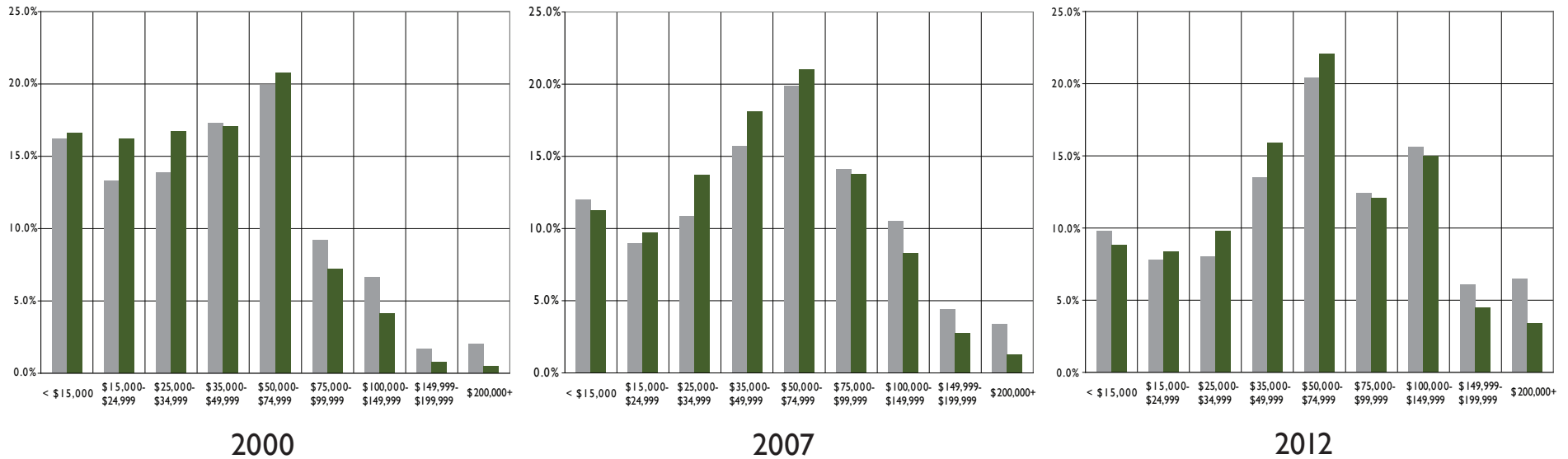
While both Portland and the study area will experience higher earnings over time according to the projections, the study area has been and will be earning lower incomes than Portland in general.



## Population by Race / Ethnicity

Above are the trends for the SE 122<sup>nd</sup> Avenue study area regarding race/ethnicity of individuals. There is a slightly decreasing trend of persons who are white alone. What is also observed is that the other races/ethnicities are on the increase from 2000 to 2012 in the Powellhurst-Gilbert Neighborhood.

# NEIGHBORHOOD CHARACTERISTICS



## Household By Income 2000 -2012

This area includes household income trends for the study area and Portland for the years 2000, 2007, 2012. In 2000, much of the population fell in the lower income brackets for both groups. By 2007, the distribution had taken on a more normal “bell curve” appearance. This trend should continue in 2012. While the distribution is a positive sign, there is no indication as to whether lower income earners have started to earn higher incomes or have just left the area.

# NEIGHBORHOOD CHARACTERISTICS

## TRANSPORTATION

Transportation challenges emerged as a central theme throughout this project, so this section is dedicated to explaining the current transportation conditions for SE 122<sup>nd</sup> Avenue.

### STREET CLASSIFICATION SUMMARY

SE 122<sup>nd</sup> Avenue is classified by Metro as a Main Street from SE Division Street to SE Holgate Boulevard. From SE Holgate Boulevard to SE Foster Road, it is designated a Corridor. Metro describes the characteristics of Main Streets and Corridors as follows:

#### MAIN STREETS

Similar to town centers, main streets have a traditional commercial identity but are on a smaller scale with a strong sense of the immediate neighborhood. Examples include Southeast Hawthorne Boulevard in Portland, the Lake Grove area in Lake Oswego, and the main street in Cornelius. Main streets feature good access to transit.

#### CORRIDORS

Corridors are major streets that serve as key transportation routes for people and goods. Examples of corridors include the Tualatin Valley Highway and 185<sup>th</sup> Avenue in Washington County, Powell Boulevard

in Portland and Gresham and McLoughlin Boulevard in Clackamas County. Corridors are served extensively by transit.

The City of Portland has the following street classifications for SE 122<sup>nd</sup> Avenue in the study area. If a street has multiple classification types, the classifications representing the longest segment was used:

Mode	Classification
Traffic	Major City Traffic Street
Transit	Transit Access
Bicycle	City Bikeway
Pedestrian	City Walkway
Freight	Truck, Access Street
Emergency Response	Major Emergency Response Street
Street Design	Regional Corridor

# NEIGHBORHOOD CHARACTERISTICS

## TRAFFIC COUNTS

Daily traffic counts are listed in the table below. One consideration in comparing these counts is that they were collected over a 9-year period. Therefore, regard these counts in relative rather than absolute terms when comparing different streets.

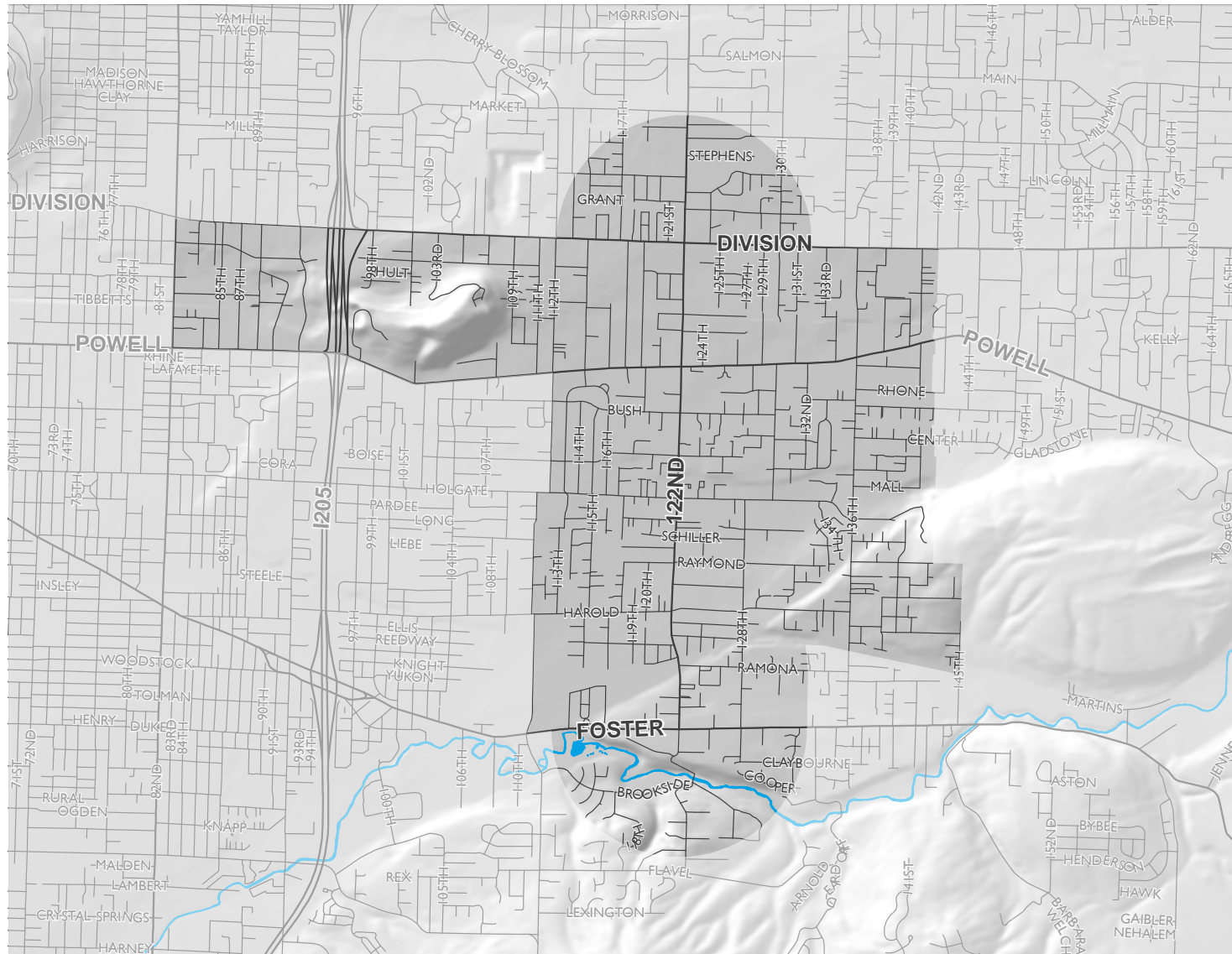
Table I. Daily Traffic Counts

Intersection	North Bound	South Bound	East Bound	West Bound	Count Taken In
SE 122 <sup>nd</sup> - North of SE Division	10,726	12,236			1997
SE 122 <sup>nd</sup> - South of SE Powell	11,260	11,486			2004
SE 122 <sup>nd</sup> - Entering SE Holgate	8,298	10,749			2006
SE 122 <sup>nd</sup> - SE Harold	<i>n/a</i>	<i>n/a</i>			
SE 122 <sup>nd</sup> - South of SE Foster	957	1,044			2001
SE Powell - West of SE 122 <sup>nd</sup>			10,148	9,982	2000
SE Division - Entering SE 122 <sup>nd</sup>			17,189	19,747	2000
SE Holgate - Entering SE 122 <sup>nd</sup>			6,492	3,554	2006
SE Harold - SE 122 <sup>nd</sup>			<i>n/a</i>	<i>n/a</i>	<i>n/a</i>
SE Foster - West of SE 122 <sup>nd</sup>			13,009	11,944	2000



# NEIGHBORHOOD CHARACTERISTICS

This maps highlights the arterial and street network of the neighborhood.



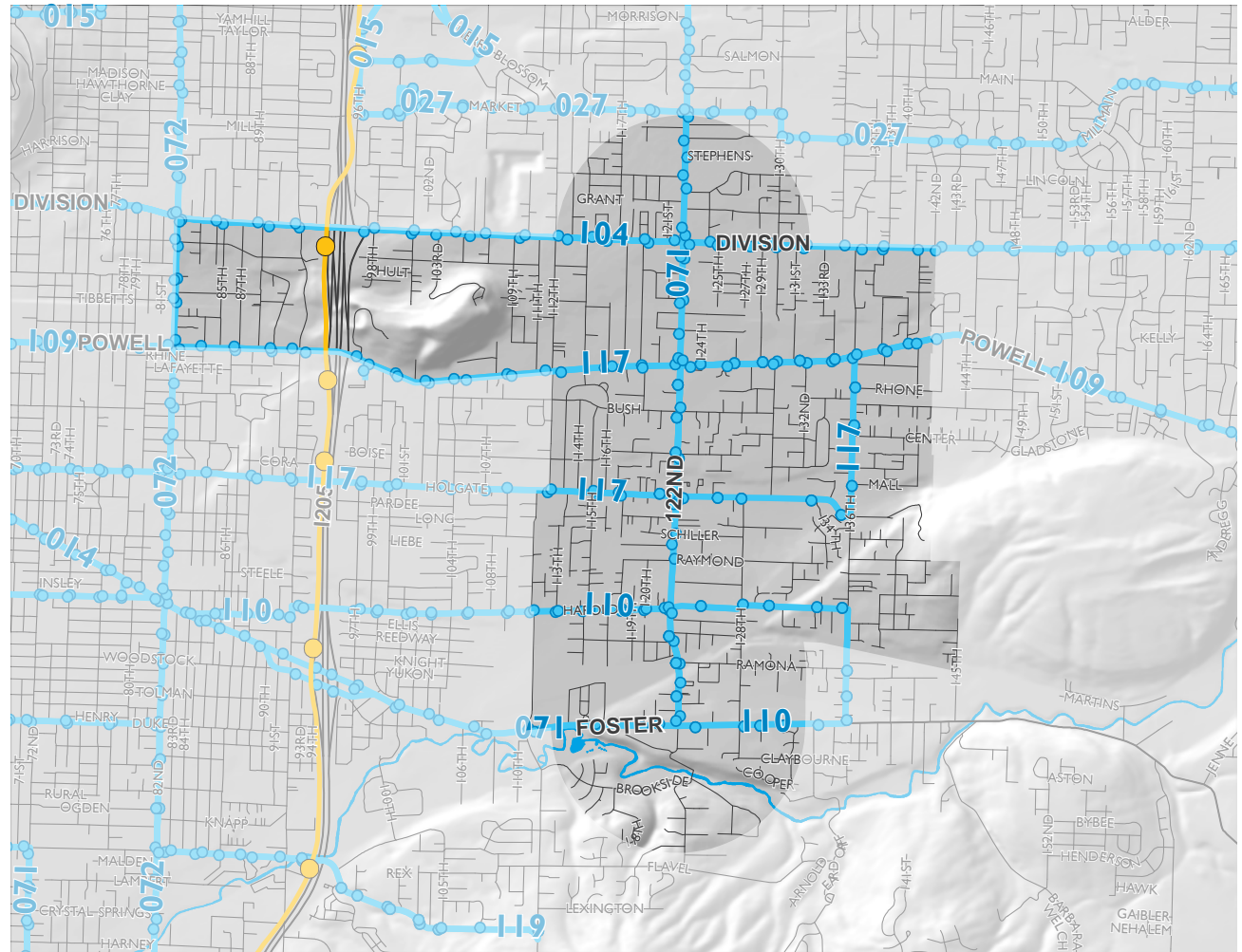


# NEIGHBORHOOD CHARACTERISTICS

## PUBLIC TRANSPORTATION

The study area is well served by TriMet. Bus line #4 Division is a frequent service route and all others are frequent service during peak hours. Four bus routes serve east-west bound passengers and one serves north-south bound passengers. Because TriMet doesn't publish or share rider counts due to homeland security issues, it is difficult to establish whether all lines serve the needs of the community at all times. The following bus routes service the area:

- #4 DIVISION
- #9 POWELL
- #17 HOLGATE
- #10 HAROLD
- # 71 122<sup>ND</sup> AVE/60<sup>TH</sup> AVE

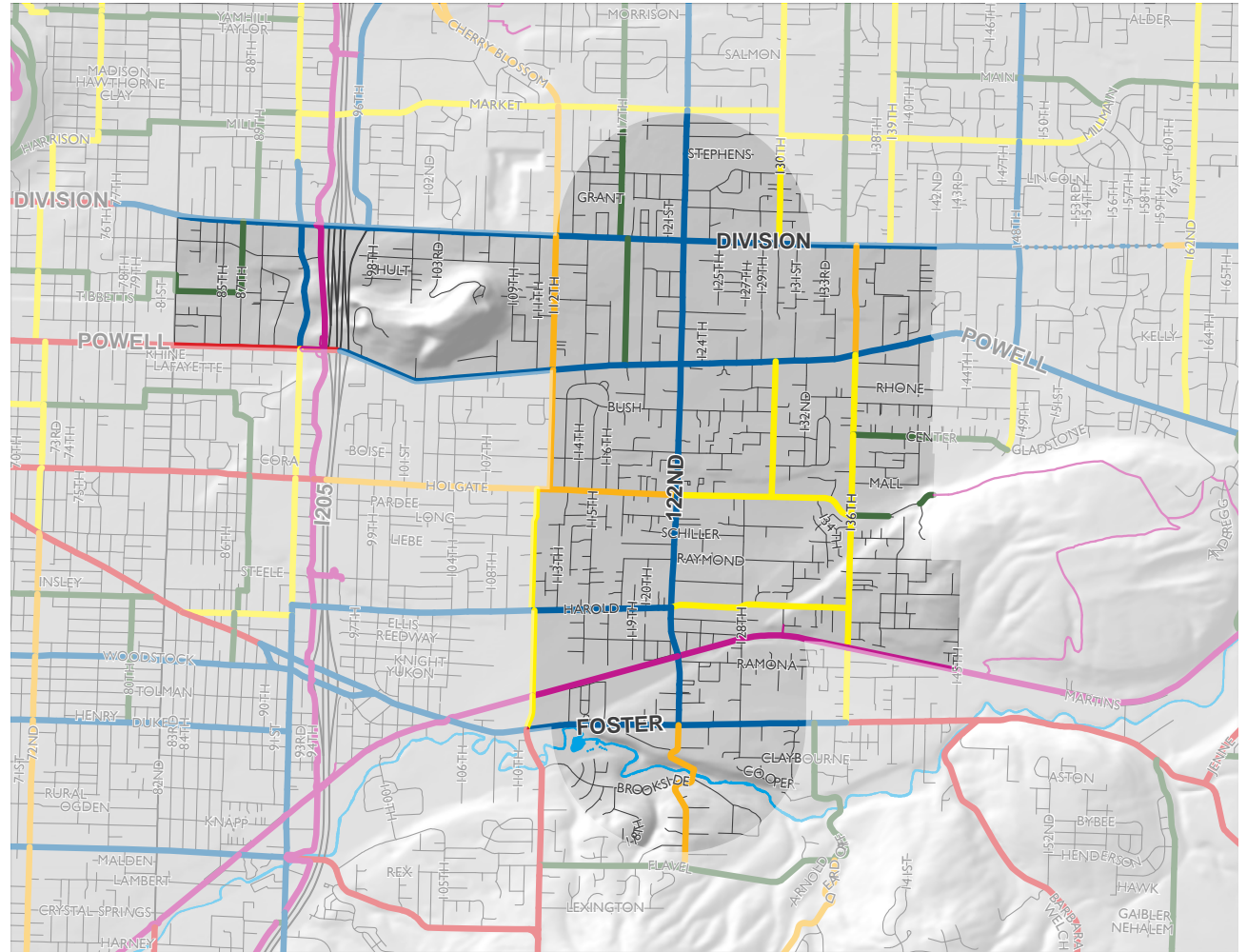


# NEIGHBORHOOD CHARACTERISTICS

## BIKE / PEDESTRIAN NETWORKS

Currently, there are bike lanes running east-west on SE Division Street, SE Powell Boulevard, and SE Foster Road. The Springwater Corridor Trail also runs east-west across SE 122<sup>nd</sup> Boulevard near Foster Road. Additionally, there are bike lanes running north-south on SE 122<sup>nd</sup> Avenue. There is also a planned bike lane for SE Holgate Boulevard to link the neighborhood with the future light rail station.

While this network looks impressive on a map, traffic conditions (speed, motorists awareness of cyclists) make routes unwelcoming to novice / new riders. One potential solution is to expand the bike boulevard network; however, due to connectivity issues, this may not be feasible. Changing street design on SE 122<sup>nd</sup> Avenue would make both the bicycle and pedestrian environment more inviting, which would encourage use.



# NEIGHBORHOOD CHARACTERISTICS

The sidewalk network along SE Division Street, SE Powell Boulevard, SE Harold Street, SE Holgate Boulevard, SE Foster Road, and SE 122<sup>nd</sup> Avenue is intermittent. In many cases, there is no sidewalk or sidewalks that do not comply with current standards.

The following sections provide in-depth descriptions of Springwater Consulting's findings and recommendations. The **NEIGHBORHOOD NEEDS ASSESSMENT** begins with transportation-related findings and moves onto other key findings. The **MARKET ANALYSIS** describes findings related to current market conditions, followed by the **LAND USE ANALYSIS** section which provides different approaches to placemaking through land use configurations. Finally, the **URBAN DESIGN** section provides findings from the visual preference survey and research as well as a linkage between placemaking and urban design.



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# NEIGHBORHOOD NEEDS ASSESSMENT



# PUBLIC INVOLVEMENT TOOLS

## PROJECT INTERVIEWS

Conducted interviews with key stakeholders identified by Springwater Consulting and Bureau of Planning.

## PURPOSE

Identify and prioritize neighborhood issues and explore possible actions and alternatives.

TOTAL NUMBER OF INTERVIEWS: 24

## FOCUS GROUPS

Conducted three focus groups with 8-10 participants each at April 14<sup>th</sup> Neighborhood Workshop.



## PURPOSE

Gain insight into community's interests through facilitated discussion.

TOTAL RESPONSES: 28

## VISUAL PREFERENCE SURVEY

Administered by Springwater Consulting at April 14<sup>th</sup> Neighborhood Workshop.

## PURPOSE

Identify the Powellhurst-Gilbert Neighborhood Association

members' preferences for design features. Consultants displayed a series of photographs on a screen and participants rated the image based on visual appeal and appropriateness for SE 122<sup>nd</sup> Avenue.

TOTAL RESPONSES: 26

## PEDESTRIAN INTERCEPT SURVEYS

Brief surveys administered to passersby in three locations along SE 122<sup>nd</sup> Avenue. Survey includes five open-ended questions.

## PURPOSE

Address thoughts about the neighborhood including challenges and hopes for the future.

TOTAL RESPONSES: 34

## BICYCLE INTERCEPT SURVEYS

Similar to pedestrian intercept surveys, but intended to gain the perspectives of cyclists along SE 122<sup>nd</sup> Avenue.

TOTAL RESPONSES: 6

## COMMENT CARDS

Attendees of the Leach Botanical Garden Open House (April 5<sup>th</sup>) were asked to fill out comment cards.

# PUBLIC INVOLVEMENT LIMITATIONS

## PURPOSE

Ascertain community members' perspectives on the following topics: neighborhood businesses, parks and green spaces, and hopes for the neighborhood.

TOTAL RESPONSES: 9

Please see the Appendices A and B for comment cards and intercept surveys.

## PUBLIC INVOLVEMENT LIMITATIONS

Springwater Consulting interviewed key stakeholders with a wide variety of expertise. This group (see Appendix C) included city planners, Community Development Corporation representatives, superintendent of David Douglas School District, and long-time Powellhurst-Gilbert residents. However, participants of the focus group held at the April 14<sup>th</sup> Neighborhood Workshop were not representative of the neighborhood demographics. The result is that youth, people of color, immigrants, and renters are underrepresented in this analysis. These gaps have significant implications for the quality of Springwater Consulting's data. These findings should be seen as one input into planning for the future of Outer Southeast, but they should not be viewed as a comprehensive assessment of the community's needs.

The neighborhood needs assessment was designed to determine the most pressing needs and priorities of residents near and along SE 122<sup>nd</sup> Avenue. This encompasses residents' priorities for the physical neighborhood as well as other aspects of "place" that affect their quality of life. Springwater Consulting used the tools summarized earlier in the report to assess residents' needs and priorities.



# NEIGHBORHOOD NEEDS ASSESSMENT

## PEDESTRIAN FINDINGS

Several major themes emerged during the group's analysis of its public involvement-related data. However, one theme,

### **CONCERN ABOUT THE PEDESTRIAN EXPERIENCE ON SE 122<sup>ND</sup> AVENUE**

was discussed in nearly all interviews and focus groups. This finding was also echoed in intercept surveys and comment cards. Time and time again, issues related to the pedestrian experience were mentioned prominently. Specific issues related to the pedestrian environment arose frequently:



- Safety concerns related to crossing the street. More frequent crosswalks and other pedestrian infrastructure tools designed to make crossing the street easier were regularly mentioned in interviews and focus group discussions.



Traffic and motorist behavior were common responses to intercept surveys regarding major concerns for SE 122<sup>nd</sup> Avenue. This includes high traffic speeds, high traffic volume, trouble with ingress and egress as well as motorists running red lights. Survey respondents gave a range of ideas for how to improve this aspect of SE 122<sup>nd</sup> Avenue: calm Traffic Make Changes to Signal Timing and add right-turn lanes for autos other than buses



# NEIGHBORHOOD NEEDS ASSESSMENT

- Make the pedestrian experience more pleasant. Consistent sidewalks and street trees were the two pedestrian amenities most frequently suggested. Other potential solutions – such as decreasing set backs and making storefront improvements – were also commonly mentioned. This was also echoed in the intercept survey results, in which eight people identified the pedestrian environment as their greatest concern for SE 122<sup>nd</sup> Avenue. Answers generally focused on lack of sidewalks and inadequate pedestrian crossings.



- The desire to have a greater variety of destinations for pedestrians. Focus group participants routinely expressed a desire to have new central gathering places for community members. However, several of these participants did not know about or use existing parks or community amenities such as Leach Botanical Garden, Zenger Farm, or the Springwater Corridor. Thus, while the Powellhurst-Gilbert Neighborhood is park-deficient, evidence indicates that existing parks and community facilities may be under-utilized. There was also support for increasing the number of small retail facilities, consistent with the planning value of developing fine-grained and visually interesting streetscapes to make the pedestrian experience more engaging.



# NEIGHBORHOOD NEEDS ASSESSMENT



March 9<sup>th</sup>, 2008



April 2<sup>nd</sup>, 2008



May 17<sup>th</sup>, 2008

*These images were taken on the southeast corner of SE 122nd Avenue and SE Ramona Street over a period of 3 months.*

- Improving the quality of infill development. Several long-time residents expressed concern about new multifamily housing, which they perceive to be poorly constructed and developed in a “piecemeal fashion”.



# NEIGHBORHOOD NEEDS ASSESSMENT

- Concern about transit facilities. Few bus stops along SE 122<sup>nd</sup> Avenue offer amenities such as trash cans, benches, or shelters. Existing trash cans appear to be emptied infrequently. The lack of trash cans and the neglect of existing trash cans is a particularly troubling to respondents because garbage unnecessarily accumulates in and around bus stops.

These findings, along with the market analysis, were used as the basis for Springwater’s design and land use-related findings. In fact, concerns about the pedestrian experience and environment were so frequent that they became a framing element for all of Springwater’s findings and recommendations. Improving the pedestrian experience will also help to assuage fears about crime by turning the community’s “*eyes on the street*”. In addition to relaying concerns, creating a functional main street, increasing perceptions of safety, and developing a more attractive public realm by improving the pedestrian experience will help residents to realize many of their hopes for the future.



# NEIGHBORHOOD NEEDS ASSESSMENT

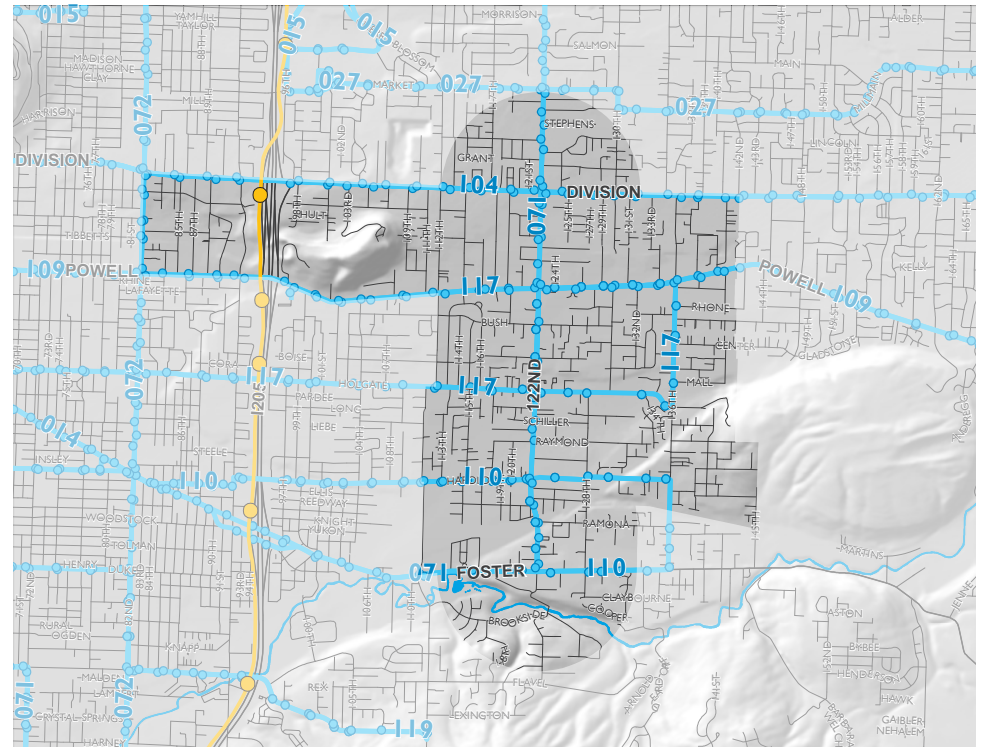
## PUBLIC TRANSPORTATION

Interviews revealed that public transportation access is an increasing concern for the neighborhood, particularly for newer residents. The several buses serving the community have high ridership, yet PDOT employees explain they fall short of the ridership needed to justify shelters or other amenities.

Interviewees also noted that Springwater's proposed nodal development pattern should be implemented in coordination with transportation hubs. They recommend that transportation access points be integrated into the nodal land use and design recommendations. In particular, the intersection of SE 122<sup>nd</sup> Avenue at SE Holgate Boulevard could serve as a neighborhood transit hub. SE Holgate Boulevard will connect to the Green Line Max and become a bike corridor within the next few years.

When asked to evaluate current public transportation options, interviews revealed that transit access from SE 122<sup>nd</sup> Avenue to retail centers such as Clackamas Town Center is excellent. However, reaching downtown Portland – home to many of our region's highest paying jobs – takes nearly an hour by bus. Furthermore, survey respondents noted that some of the buses that connect Powellhurst-Gilbert with downtown regularly

sit idle for 10-15 minutes in order to accommodate the schedule. Although a minor inconvenience, this delay may inadvertently discourage transit ridership by unnecessarily lengthening commute times. Finally, it is important to note that there are few professional opportunities along SE 122<sup>nd</sup> Avenue, especially in comparison with the growing housing stock. A more balanced jobs-housing-retail mix could reduce the transit burden on the community as a whole.



# NEIGHBORHOOD NEEDS ASSESSMENT

## PUBLIC SPACE AND PLACEMAKING

Preserving and increasing open space was a high priority for nearly all focus group participants. The desire to create public gathering spaces was also a common theme. However, there were conflicting opinions regarding how to create public space given the current conditions along SE 122<sup>nd</sup> Avenue. Some residents suggested improving commercial development on SE 122<sup>nd</sup> Avenue and providing better access to existing parks on the side streets. Others suggested integrating public space and commercial development along SE 122<sup>nd</sup> Avenue itself.



## CIVIC INFRASTRUCTURE

Currently the Powellhurst-Gilbert Neighborhood Association (PGNA) has approximately twenty active members. This group's current function is primarily as a forum for the exchange of information. Each meeting, members listen to a series of presentations from neighborhood stewards such as the local developers and police officers who work in the community. Many members vocalize frustration with changes in the neighborhood over time. Encouraging the PGNA to transition from an organization that primarily facilitates the exchange of information to an organization that provides programming and leads strategic advocacy efforts could help to build the neighborhood's civic infrastructure. This shift would also give disillusioned residents a vehicle for proactively addressing issues of ongoing concern.



# NEIGHBORHOOD NEEDS ASSESSMENT

In response to focus group feedback, Springwater Consulting developed a series of recommendations (see Appendix D) designed to help the PGNA focus its efforts. As previously stated, Springwater Consulting members noted frustration and a feeling of powerlessness among some PGNA members. In response, Springwater Consulting identified short term action items that will yield tangible results. These victories could reinvigorate the PGNA and encourage the group to take on longer-term efforts. It was also noted that the PGNA should expand and diversify its membership to reflect the neighborhood's population.

Finally, Springwater Consulting recommends that the PGNA adopt a committee structure, which will enable it to proactively address various issues. The short term action list (Events and Community Building Opportunities) contains programmatic suggestions, while longer-term recommendations (Using Committee to Support Your Long Term Goals) are designed to encourage the use of committees to achieve longer-term objectives.

## INTERSECTION OF DESIGN, LAND USE, & TRANSPORTATION

Focus group participants generally supported the idea of bringing more commercial activity to SE 122<sup>nd</sup> Avenue, although there was no clear consensus around the nodal or corridor development pattern. Overall, participants felt that more commercial facilities would increase the quality of life along SE 122<sup>nd</sup> Avenue by making it easier to run errands and meet their day-to-day needs within close proximity to their homes. There was also consensus around the idea that small businesses should be encouraged by the neighborhood's zoning. Small business owners may also support the goal of creating a visually engaging streetscape and improving the pedestrian experience along SE 122<sup>nd</sup> Avenue.

# NEIGHBORHOOD NEEDS ASSESSMENT

## ECONOMIC ISSUES AND CHALLENGES

Interviewees and focus group participants repeatedly raised questions about maintaining economic diversity within the neighborhood. Interviews also revealed that economic diversity – leading to a balanced tax base – is a serious concern for the David Douglas School District. Interviewees often speculated about strategies to attract affluent residents to the neighborhood both as consumers and as new residents. One interviewee suggested attracting an anchor institution that could play a pioneering role, as the ReBuilding Center did on Mississippi Avenue. Government offices or service facilities to support the affordable housing stock were also suggested.

When focus group participants were asked which businesses they would most like to see locate on SE 122<sup>nd</sup> Avenue, they frequently mentioned wanting more medium-sized grocery stores or produce stands, coffee shops, banks or credit unions, sit-down restaurants, and dry cleaning. Doctors' offices, dentists, and other health-oriented facilities were thought to be lacking. Residents also noted that businesses along SE 122<sup>nd</sup> Avenue seem to have frequent turnover. Since Outer Southeast has generally low land values, many new entrepreneurs choose to start businesses in that area. A small business assistance center may be particularly helpful to this community.

Residents also expressed concern about negative uses. Officer McDaniel, a police officer who patrols the area, expressed the belief that much local crime is associated with gambling, particularly with establishments that offer both video poker and alcohol. There is also a contrast between the large number of pay day lenders and the lack of any banks or credits union along SE 122<sup>nd</sup> Avenue.

There were differing opinions regarding the community's existing social service facilities. Some residents associate service facilities with low-income housing and feel that there are currently too many services such as methadone clinics and senior care facilities. Others feel that the existing array of services is insufficient, particularly considering the neighborhood's recent population growth.



## SOCIAL CONCERNS

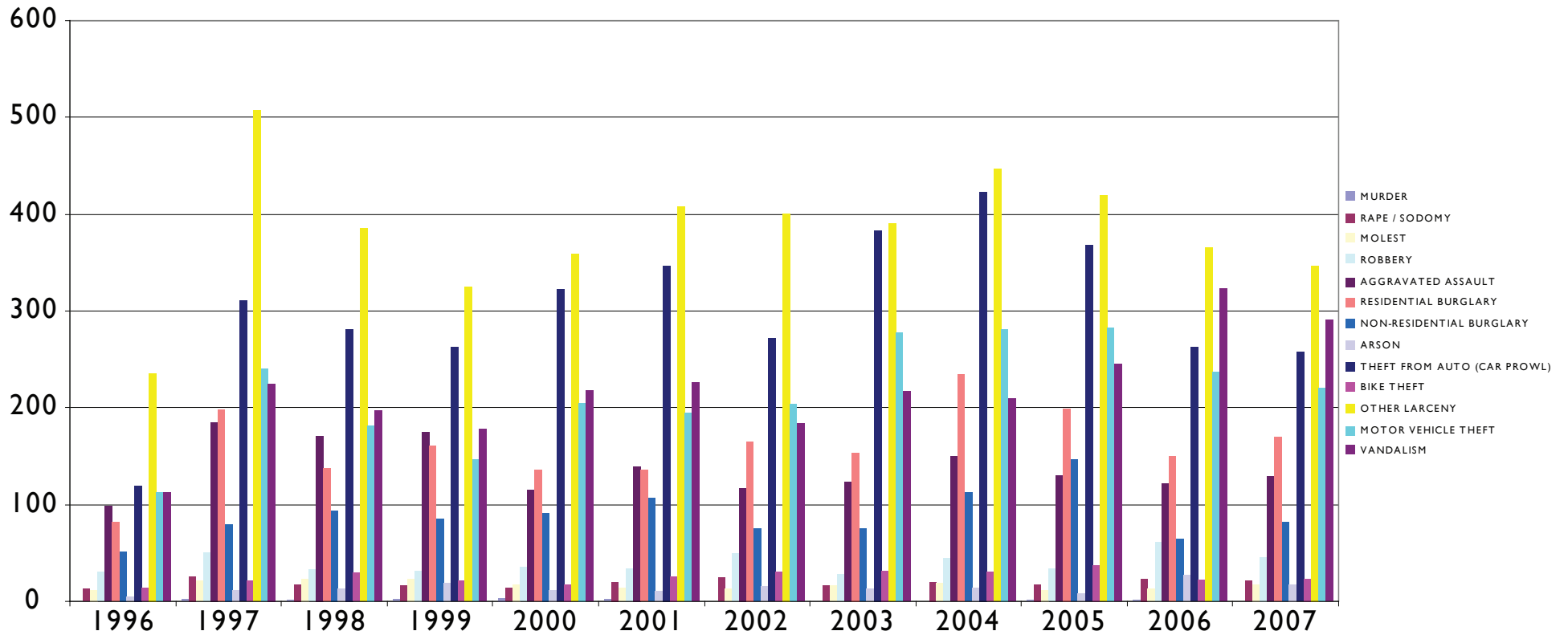
Several social concerns repeatedly arose in interviews and focus groups. These included overcrowding in the schools. As many as 300 new students enroll in the David Douglas School District each year. Identifying the resources to support the communities' growing school age population is an ongoing issue of concern.

A local law enforcement officer also pointed to some ethnic and racial tensions among the communities' diverse populations. Several other interviewees echoed these concerns and suggested the public gathering spaces might be a useful tool for addressing these issues by creating a shared sense of community identity.

Finally, crime was identified as an issue of concern by many intercept survey respondents. This issue ranked first in response to the intercept survey question, which asked residents about their greatest concerns for the neighborhood. Decreasing crime also ranked second in responses to the question "Five years from now, what one thing would make SE 122<sup>nd</sup> Avenue better?" Specific types of crime include vandalism, graffiti and drugs. Graffiti is a particular issue of concern because its presence fuels the perception of crime, and the false perception that the neighborhood is under-maintained.



## Crime Activity in Powellhurst-Gilbert Neighborhood 1996\*-2007



\*Data above is from the Portland Police Bureau starting in June of 1996 through December 2007.

## SUMMARY AND RECOMMENDATIONS

Focus group participants and interviewees spoke of a sense of disorder due to constant development and the rapid pace of change. Pedestrian safety, the desire for more public space, and the desire to have a more cohesive neighborhood identity were also regularly mentioned issues of concern. Many focus group participants also spoke of general feelings of frustration with government. Yet Leach Botanical Garden Executive Director, Karen Young, shared that her pool of volunteers are primarily neighborhood residents. Interviewee Teisha Parchment of Rose CDC also spoke of the positive feelings that many residents have regarding the community's ethnic and cultural mix. The David Douglas School District, although overcrowded, was also spoken of positively by both newer and long-term residents. Focus group participants and intercept survey respondents spoke of two beloved neighborhood establishments – Tina's Café and Pizza Baron – in glowing terms. While there are ongoing challenges to creating a cohesive community, key assets and some positive momentum clearly exist.



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# MARKET ANALYSIS

# MARKET ANALYSIS

Qualitative and quantitative approaches have been used to better understand the current and future market conditions that exist along SE 122<sup>nd</sup> Avenue. ESRI Business Analyst has been used to evaluate the demographics within a half-mile of SE 122<sup>nd</sup> Avenue from SE Division Street to the north and SE Foster Road to the south, referred to as the study area. In addition to this, current retail sales prices, lease rates, and personal interviews were used to gain a better understanding of retail vitality. Lastly, feedback obtained in interviews were used to better understand current attitudes regarding commercial needs and observed patterns in the existing nodal commercial zoning structure. Considering the short term and long term retail and residential trends, gives a better understanding of what land use patterns and design elements will encourage development to support the needs of the Powellhurst-Gilbert neighborhood.

## RETAIL PERFORMANCE

Retail performance along SE 122<sup>nd</sup> Avenue is best evaluated based on the following factors: lease rates, vacancies, recent sales, and new construction. All of these factors are dynamic and can be influenced by factors outside of the study area.

Lease rates along SE 122<sup>nd</sup> Avenue are difficult to establish for businesses using homes or for individual business buildings, but lease rates were identified for the larger commercial developments at SE Division Street and SE Powell Boulevard where building leases are handled by brokers.



For this reason, Powell Villa, Division Center, and Midway Plaza were the three shopping centers sampled for the market analysis. According to Andrew Usher, Leasing Agent for



Urban Works, leases at Division Center range between \$16-\$25 per sq. ft. with the higher leases belonging to the businesses that face SE Division Street. Dean Weir who is the broker for Midway Plaza, on the corner of SE Division Street and SE 122<sup>nd</sup> Avenue across from Division Center, said that leases in this building range from \$8-\$16 per square foot. The \$8 lease is for the Sears space that will be vacated next year. Of all three buildings being considered, Midway Plaza is the one most in need of storefront improvements, with an unimproved façade, outdated windows and outdated signage. The building's characteristics are reflected in the rates. It's also the building with the highest vacancy rate. Of the 13 store fronts, three are vacant and two more will become vacant in the coming year, including the anchor tenant.



The leasing agent for Powell Villa was unwilling to share lease rates or describe market conditions with us, but based on the age of the building, it can be assumed that they are less than Division Center and greater than Midway Plaza. While the building is older, there have been storefront improvements, which make it look more attractive than other retail buildings of the same age. The building has also changed hands in the last few months but no sale price was recorded.

Based on this three development sampling, rents range from \$8-25 per square ft. Bob LeFeber of Commercial Reality Advisors NW explained that based on standard assumptions of costs, building new retail in the area would need to generate \$30 per sq. ft. This would offer the investor an annual return of 8.5% -9.5% on the investment. He felt that the current cap rates (return on investment) in the area would range between 7% -8% depending on vacancy, age of building, etc. Based on his calculations no new construction could happen currently. New construction needs \$30 per



# MARKET ANALYSIS

sq. ft. yet the highest rent uncovered was only \$25 per sq. ft. Another way of looking at the existing market is through recent sales. Since the study area is fairly small, a larger comparable area was established. Table 2 shows recent sales and how this relates to possible rents. Even though land is an important factor in value and sales price, an owner will typically only be able to rent the building space. The formula used to calculate rents is:

$$\text{NET OPERATING INCOME} = \text{CAP RATE} / \text{SALES PRICE}$$

Since we know the sales price and a range of expected returns for the area (CAP RATE), we can then make a rough calculation of net operating income and divide it by the total square feet in the building to find rent ranges. After making these calculations, the findings support what was seen in the three buildings sampled for lease rates.

In the lease calculations based on comparable sales, there are three properties that exceed the \$25 per sq. ft. max rate sampled at the lower cap rate. There could be a few explanations for this. First, investors are willing to accept a lower cap rate than we assumed. Secondly, they are expecting to raise rents soon. Lastly, in newer or better maintained buildings, there is the possibility of receiving

slightly higher rents. Given the market conditions in 2007, it was likely that investors were willing to accept lower returns on their investments, especially where there are good anchor tenants. Since Division Center, with the highest rent of \$25 per sq. ft. is a well maintained, newer building with low vacancies and a good anchor tenant, the other two assumptions seem unlikely.

The final consideration of market conditions in the study area is new construction. While housing construction has been vigorous in the area, new commercial has been largely absent in the last decade. The only evidence of new construction was at 12135 SE Foster Road where a medical office was built in 2006. Prior to this building, the next most recent commercial project may be Division Center which was built in 1987, again supporting previous findings.

Included in Appendix E is the Tapestry Segmentation and retail leakage report for the study area. These two reports should be useful for future considerations of what type of retail may be desired for new commercial development along SE 122<sup>nd</sup> Avenue.

# MARKET ANALYSIS

Table 2. Property Sale Prices for PGNA Neighborhood

Property	Sale Price	Building Sq. Ft.	Price per Sq. Ft.	Cap Rate: High	Rent: High	Cap Rate: Low	Rent: Low	Year Built
12131 SE Powell Boulevard	\$353,000	1,351	\$261.28	8	\$20.90	7	\$18.29	1975
11605 SE Powell Boulevard	\$138,000	1,008	\$136.90	8	\$10.95	7	\$9.58	1948
3515 SE 122nd Avenue	\$546,366	1,638	\$333.56	8	\$26.68	7	\$23.35	1968
12215 SE Powell Boulevard	\$5,400,000	14,208	\$380.06	8	\$30.40	7	\$26.60	1999
2711 SE 122nd Avenue	\$625,000	1,620	\$385.80	8	\$30.86	7	\$27.01	1978
12344 SE Powell Boulevard	\$500,000	1,332	\$375.37	8	\$30.03	7	\$26.28	1946
12155 SE Foster Road	\$457,457	1,736	\$263.51	8	\$21.08	7	\$18.45	1970



# MARKET ANALYSIS

## CONCLUSIONS & OPTIONS

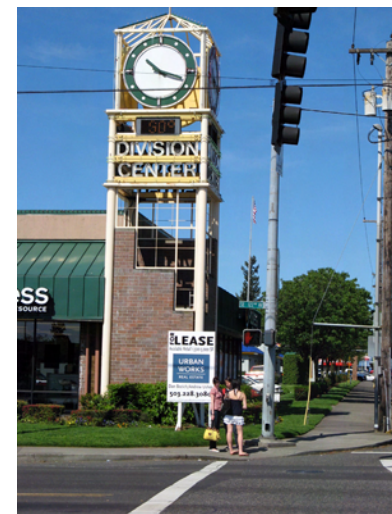
Since there is a gap between required leases for new construction and leases currently being paid, it is unlikely that there will be new commercial construction along SE 122<sup>nd</sup> Avenue in the near term. Additionally, there is currently plenty of available commercial space. Of the 115 storefronts in the study area, 12 were vacant. That is about a 10% vacancy rate. While this does not show an area in decline, it also is not strong enough to justify new construction.

There are some possible solutions to the problem of rents required for new construction vs. actual rents. The first possibility would require some funding mechanism or loan from the Portland Development Commission or other government agency. This could bridge the rent gap (\$25 current max, \$30 for new construction) and make it possible for a developer to make the performance work. Since this would involve government intervention in the market, it may only be practical and desired for some of the nodes on SE 122<sup>nd</sup> Avenue.

Another option would be an improvement in the current streetscape that could justify higher rents. This could take form of improved sidewalk conditions, street furniture and

landscaping designed to draw in additional customers by making the street a more desirable place to spend time. Since Division Center is able to capture the highest rents at \$25 per sq. ft., only 5<sup>\$</sup> additional per sq. ft. is needed. It is reasonable to believe that a well-designed building with great public amenities could command a higher rent than the types of commercial buildings identified in this report.

Both of these options could work to bridge that gap. While this only considers priming commercial development along SE 122<sup>nd</sup> Avenue, zoning and design are also important elements and will be addressed in the land use analysis and urban design strategies sections.



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# LAND USE

A primary placemaking opportunity for SE 122<sup>nd</sup> Avenue may be through mixed-use and neighborhood-commercial type development. This type of development could attract residents to the street, its shops and public spaces. This attraction could create a neighborhood identity through personal interactions, events at public gathering places and through the streetscape design itself. The land use component of this enhancement study describes four approaches to creating a neighborhood identity, focusing on neighborhood commercial land use, public spaces and urban form on SE 122<sup>nd</sup> Avenue. The approaches address existing condition limitations such as lot patterns, zoning district size and the current real estate market by recommending various zoning district patterns, zoning standard amendments and redevelopment focus areas.

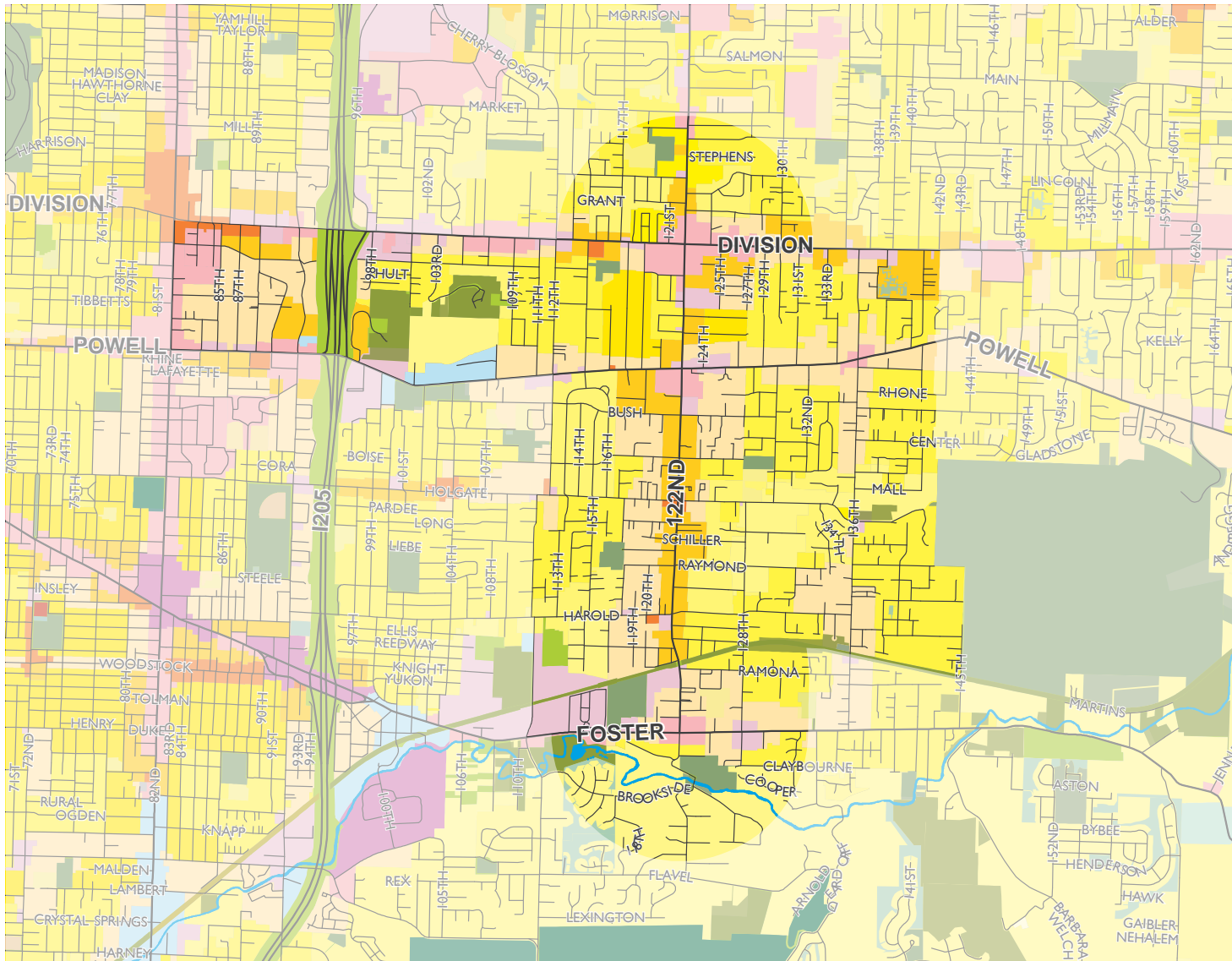
## METHODOLOGY

Data analysis was conducted to determine neighborhood commercial development viability along SE 122<sup>nd</sup> Avenue as well as resident preferences, commercial use deficiencies, and development limitations. The conclusions and recommendations were produced by analyzing six data sources including the following:

1. EXISTING LAND USES FROM COMPREHENSIVE PLAN DESIGNATIONS AND ZONING DISTRICTS
2. POPULATION PROJECTION DERIVED FROM CURRENT COMPREHENSIVE PLAN DESIGNATIONS
3. SE 122<sup>ND</sup> AVENUE COMMERCIAL NODE LAND USE INVENTORY
4. 2006 POWELLHURST-GILBERT AND CENTENNIAL NEIGHBORHOODS SURVEY RESULTS
5. SPRINGWATER CONSULTING'S MARKET ANALYSIS
6. PERSONAL STAKEHOLDER INTERVIEWS



# EXISTING COMMERCIAL LAND USE PATTERN



Existing Commercial Land Use Pattern in the Powellhurst-Gilbert Neighborhood.

# LAND USE

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The study area contains primarily commercial and residential zone districts. The General Commercial zone is intended for auto-accommodating commercial development serving a local or regional market area. The other commercial zones are a combination of mixed commercial/residential, storefront commercial, neighborhood commercial, and office commercial. These are generally intended for small sites in or near relatively dense residential neighborhoods, to create pedestrian-oriented uses, and provide services for the nearby residential areas. The residential RI zone is a medium density, multi-dwelling zone characterized by one-to-four story buildings. These are generally multi-dwelling structures such as condominiums and apartments, duplexes, townhouses, and row houses. The study area has an “(a)” design density overlay which allows increased density for residential development that meets additional design requirements. The majority of properties that front SE 122<sup>nd</sup> Avenue are residentially-zoned and residentially-used.

The land use (Comprehensive Plan designation and Zone districts) pattern generally consists of small commercial nodes at major intersections including SE Division Street, SE Powell Boulevard, SE Holgate Boulevard, SE Harold Street and SE Foster Road. These nodes are linked by residential zones. The southern nodes (including SE Holgate Boulevard, SE Harold Street and SE Foster Road) generally have less commercially-designated land, are less intensely developed and are less likely to have commercial uses. For example, the commercial node at SE Holgate Boulevard has only one commercially-designated lot on each of the intersection’s corners and the SE Harold Street node is only commercially-designated on the intersection’s southeast corner.

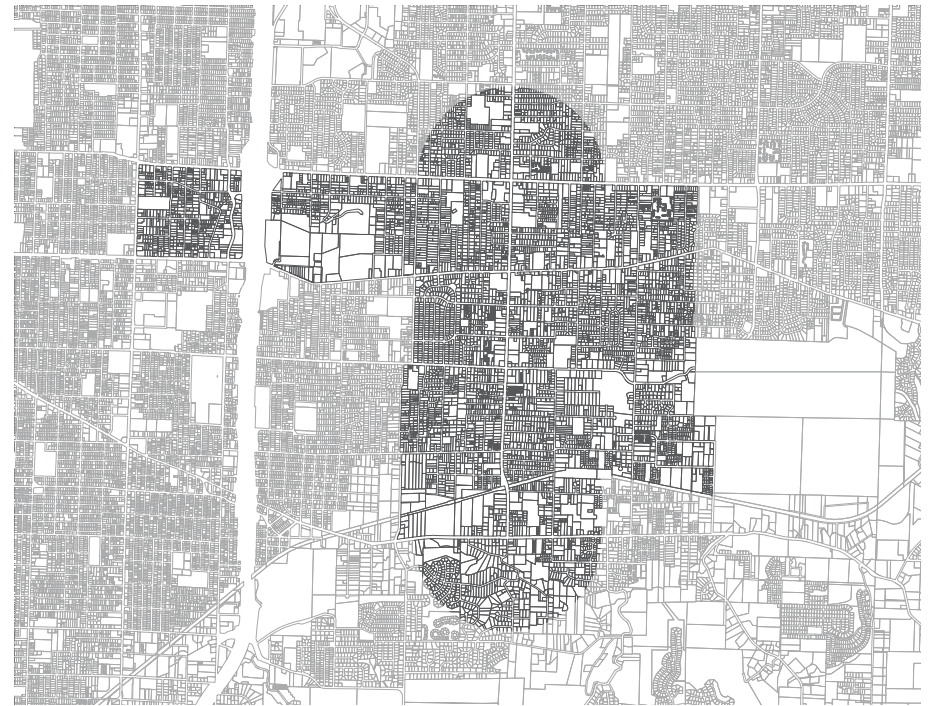
## APPROACHES

### 1. AMEND ZONING CODE STANDARDS TO ENHANCE DESIGN AND ORIENTATION

Other commercial corridors such as SE Belmont Street and inner SE Division Street have similar zoning patterns and zone districts as the SE 122<sup>nd</sup> Avenue corridor area. Theoretically, SE 122<sup>nd</sup> Avenue should have a similar function, appearance, and intensity as these other corridors. However, some factors limit the similarities. The two primary barriers are the long, deep lot dimensions and street grid deviations created by the resulting narrow access streets.

In particular, the lot patterns in these reference areas are characterized by shallow and broad lots fronting a grid street pattern. The narrow and long lot dimensions on SE 122<sup>nd</sup> Avenue create deep developments served by narrow, access streets. These lots are sometimes one block and more in depth. When combined with another deep lot fronting the next street, the block lengths become irregular and of significant distance. These access streets are difficult for law enforcement officers to observe, possibly perpetuating concern about crime. The resulting structures

are not oriented to SE 122<sup>nd</sup> Avenue and do not display the placemaking potential of structures facing the main streets. The deep lots prohibit the regular interval public streets found on the comparative corridors. This disrupts the circulation patterns, requires deep developments which do not front public streets, and creates narrow access streets which are difficult to navigate.



To address lot dimensions, larger developments should be encouraged. Consolidating lots will create a proportional lot frontage-to-depth ratio similar to the comparative commercial corridors. Larger developments would be served by the main public streets, be oriented to the street and increase the use of SE 122<sup>nd</sup> Avenue. This approach would require a certain lot size or dimension prior to development. Orienting structures to the main street could create a sense of place along the street by focusing attention to the street and not the access streets. This type of tool has been used (albeit in reverse) along inner SE Division Street where a commercial standard limits commercial uses to a small size.

## CONCLUSION

The two primary barriers to functional streetscape design are the narrow, deep lot dimensions, and street grid deviations from narrow access streets.

## RECOMMENDATIONS

- *DESIGN ENHANCEMENTS SHOULD BE COMPULSORY FOR NEW AND REDEVELOPMENT.*
- *CREATE DEVELOPMENT STANDARDS WHICH RESULT IN LOT CONSOLIDATIONS. ONE TOOL WOULD BE TO REQUIRE DEVELOPMENT SIZE MINIMUMS. PROVIDE SIGNIFICANT INCENTIVES FOR COMPLIANCE.*
- *CREATE DESIGN STANDARDS TO CREATE A CORNERSTONE TYPE DEVELOPMENT WITH ONE TO THREE ROW HOUSES FACING THE TRANSIT STREET, WITH THE REMAINDER BEING SERVED BY A LONGER PRIVATE STREET. ONE TOOL FOR THIS WOULD BE FOR RESIDENTIAL ENTRANCES TO FACE THE MAIN PUBLIC STREET. ADDITIONALLY, REQUIRE THAT PORCHES AND OTHER OUTDOOR GATHERING AREAS BE PROVIDED.*



## 2. EXPAND COMMERCIAL NODES AT KEY INTERSECTIONS

The market study concluded that current real estate market conditions do not support expanding commercial designations on the SE 122<sup>nd</sup> Avenue corridor. This is due to perceptions of crime, lack of pedestrian infrastructure and having few commercial destination options to create commercial synergy. However, the land use analysis and interview information conclude that there is a commercial use and service deficiency, that there are several barriers to commercial expansion that could be removed, and that the Powellhurst-Gilbert Neighborhood would support the uses if they existed. During stakeholder conversations conducted for this analysis and recent survey results, neighborhood commercial uses such as a discount grocery store, coffee shop, and social services were stated as neighborhood needs. Therefore, future market conditions may support expanded commercial uses if the SE 122<sup>nd</sup> Avenue corridor's streetscape was enhanced and the commercial nodes permitted to capitalize on commercial synergy.

The corridor's commercial nodes should be increased because the neighborhood's population, diversity and income are increasing. At the same time, commercial vacancy rates are very concentrated. Although the

neighborhood currently has a deficit of commercial activity and limited demand, retail activity will be increased with an improved streetscape and infrastructure improvements. According to Springwater Consulting's forecast, the Powellhurst-Gilbert population is increasing at a 1.31% annual growth rate. This is faster than the remainder of the city, which is increasing at a .56% rate. Additionally, the neighborhood's population composition is more diverse than the remainder of the city. This diversity creates a need for expanded retail space to support the shopping patterns of diverse communities. In addition, the neighborhood's income is increasing. Specifically, median income will increase from approximately \$35,313 (2000) to \$57,345 (2012). Therefore, the neighborhood's purchasing power is increasing, creating additional retail purchase potential. Finally, there is a commercial use and service deficiency along the SE 122<sup>nd</sup> Avenue corridor to serve the existing and future residential population.

Midway Plaza, on the corner of Division and SE 122<sup>nd</sup> Avenue across from Division Center accounts for the corridor's commercial space vacancies. The remaining commercial areas, including the SE Harold Street and SE Holgate Boulevard commercial nodes have little or no vacancies. According to Springwater Consulting's



commercial use inventory, 23.12% of the corridor's commercially-designated uses are not used as commercial. The majority of non-commercial uses are residential. Residential conversions comprise 22% of the commercial uses. Vacant lots are approximately only 1% of the uses, indicating a high development demand. Therefore, the corridor's commercial vacancies are limited to one center and are not dispersed throughout the corridor. This indicated that commercial uses can succeed if located along the corridor. Additionally, the inventory suggests that neighborhood commercial uses are needed in the corridor because of the high percentage of residential conversions indicating an immediate need for commercially-designated structures.

It is important to note that the Powellhurst-Gilbert Neighborhood has more commercial land by percentage than the remainder of the city. However, because most of this is on SE 82<sup>nd</sup> Avenue, it is not well-located to serve the eastern portions of the neighborhood. The neighborhood also has a much lower percentage of industrial land and higher residential percentage than the remainder of the city. Therefore, there are many residents with fewer local employment options creating a commercial and service deficiency for the SE 122<sup>nd</sup> Avenue corridor.

The current real estate market and existing regulations are not generating sufficient infrastructure for commercial development, alternative transportation nodes, or placemaking. A catalyst intervention is needed to create these, and to address land values, perceptions of crime, and alternative transportation systems. Streetscape enhancements have the highest probability of generating neighborhood commercial uses, and create a neighborhood sense of place through pedestrian infrastructure and public places. Improvements in the current streetscape could justify higher rents that retailers would be willing to pay. This could take the form of improved sidewalk conditions, street furniture and landscaping that makes the street a more desirable place to be. If pedestrian activity is increased due to streetscape and place making improvements, local retail activity will be generated. Springwater Consulting's market analysis determined that it is reasonable to believe that a well-designed building with great public amenities could command a higher rent than the types of commercial buildings identified in this report.



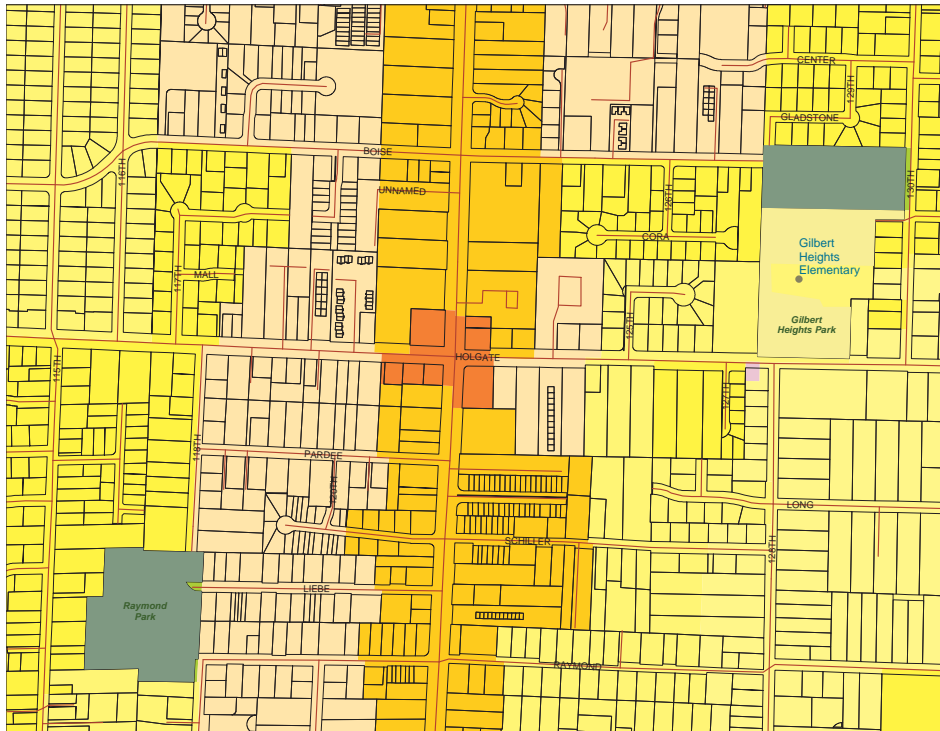


FIGURE 1 - SE HOLGATE BOULEVARD AT SE 122ND AVENUE COMMERCIAL NODE

The commercial node at SE Holgate Boulevard and SE 122<sup>nd</sup> Avenue has the best opportunity for redevelopment, because conditions to create a successful neighborhood commercial center and public place are greatest at this intersection. The MAX Green Line station will be located on SE 93<sup>rd</sup> Avenue at SE Holgate Boulevard. The SE 122<sup>nd</sup> Avenue-to-SE 93<sup>rd</sup> Avenue segment of SE Holgate Boulevard may have sufficient

residential density to become an important transit link to the MAX station. The condition of increased activity, transit use and residential use could make this intersection into an activity center.

The SE Holgate Boulevard node should allow for commercial synergy by designating commercial zoning on each of the intersection's corners. The commercial zoning should extend at least three blocks west along SE Holgate Boulevard, two blocks north and south along SE 122<sup>nd</sup> Avenue and two blocks east along SE Holgate Blvd. To produce placemaking potential, the commercial scale and type should be similar on all four intersection corners. The intersection should feel enclosed by two-story minimum mixed use development with retail on ground floors and residential on upper floors and brick façades. The intent is for the residential uses to financially support the new commercial uses below. Attached housing units would focus resident activity and attention to the intersection.



# LAND USE

Public safety should also be prioritized in design to reduce crime perception. A potential tool could be to use murals on walls to discourage graffiti. A performance result of the mixed use would be to have more “eyes on the street”, which can also reduce crime. The intersection’s northwest corner should have a public plaza with an associated transit station. The new residential units would provide density to support this important transit node. The transit station (SE 122<sup>nd</sup> Avenue at SE Holgate Boulevard bus stop) is a prime location and use for a public space such as a plaza. Incorporating a plaza into the transit center design, could make transit more appealing and create a commercial catalyst by providing a congregation point for local residents.

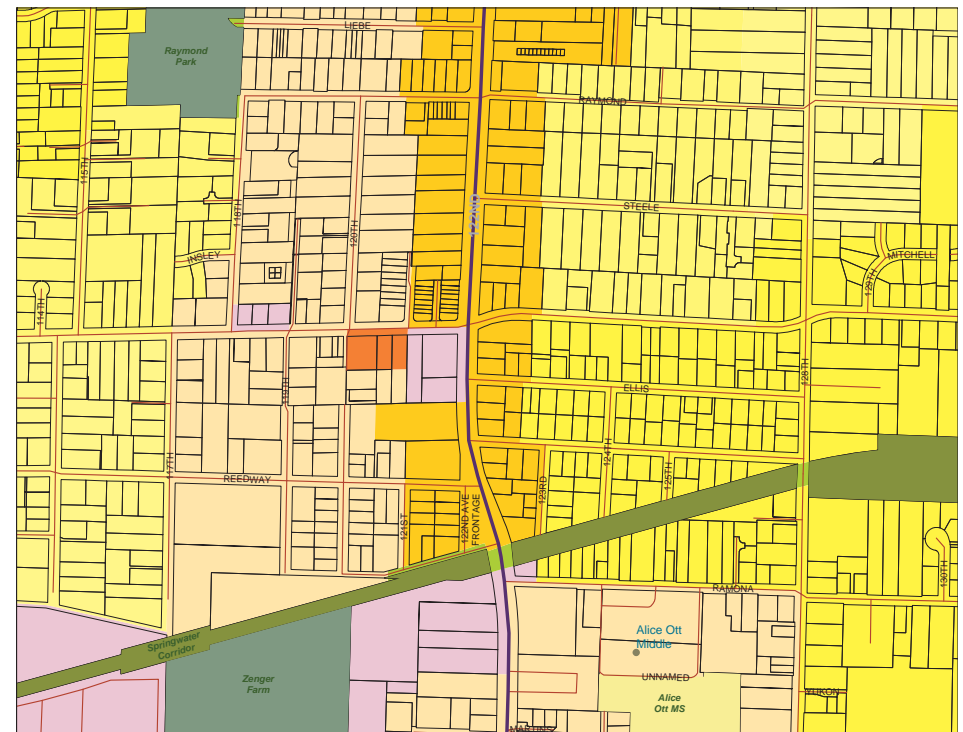


FIGURE 2 - SE HAROLD AT SE 122ND AVENUE COMMERCIAL NODE



The SE Harold Street node should be designed for a combination of auto-to-pedestrian trips rather than pedestrian and transit trips at the SE Holgate Boulevard node. It should function by neighborhood residents driving to the node, parking approximately one block away on a public street or directly in front of the store and walking among stores or to primary destination. The commercial zoning should be designated to create commercial synergy, and to encourage multi-destination trips and pedestrian trips between uses after parking the car. The development also should be less intense in scale and height. The node should be approximately one block in length along SE Harold Street and south along SE 122<sup>nd</sup> Avenue but two blocks long north along SE 122<sup>nd</sup> Avenue. This node is situated for social service agglomeration. This is because the commercial land is less valuable than the SE Holgate Boulevard node. Services are very limited in the area and this is a central node within the corridor. This should be used for less commercial retail and more service such as doctor clinics, and social and elderly services.



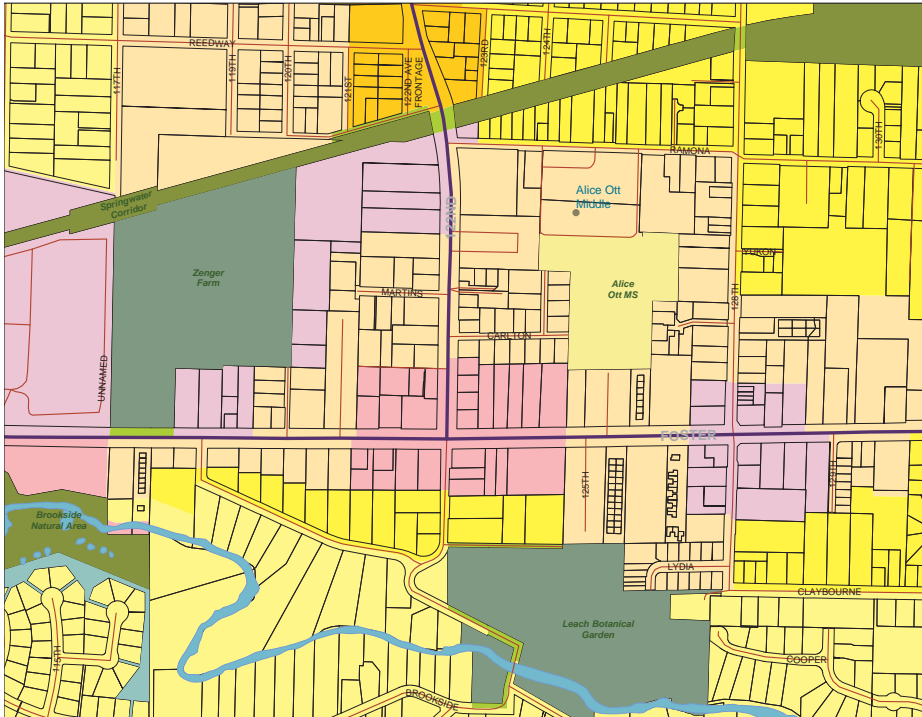


FIGURE 3 - SE FOSTER ROAD AT SE 122ND AVENUE COMMERCIAL NODE



The SE Foster Road node has similar pass-through traffic counts as the SE Powell Boulevard and SE Division Street nodes. These uses are auto-oriented and regional destination retail at a scale and type greater than those recommended for the SE Holgate Boulevard and SE Harold Street nodes. SE Foster Road's node should function as an auto-oriented commercial node, capitalizing on the pass-through trips. The southern portion of the node along SE 122<sup>nd</sup> Avenue is an opportunity for high density mixed use development as the corridor does not extend south past SE Foster Road. The mixed use development would take advantage of the narrower street and substantial commercial uses along SE Foster Road as well as the nearby Springwater Trail and multiple transit lines.

## CONCLUSION

- THERE IS A COMMERCIAL USE AND SERVICE DEFICIENCY.
- FUTURE MARKET CONDITIONS INCLUDING INCREASING POPULATION AND INCOME MAY SUPPORT EXPANDED COMMERCIAL USES IF THE SE 122<sup>ND</sup> AVENUE CORRIDOR'S STREETScape WAS ENHANCED AND THE COMMERCIAL NODES PERMITTED TO CAPITALIZE ON COMMERCIAL SYNERGY.
- COMMERCIAL EXPANSION SHOULD CONCENTRATE ON THE SE HOLGATE BOULEVARD AND SE HAROLD STREET NODES.



## RECOMMENDATION

*EXPAND THE SE HOLGATE BOULEVARD NODE FOR A MIXED USE INTERSECTION WITH A TRANSIT STATION AND PUBLIC PLAZA. EXPAND THE SE HAROLD NODE TO PERMIT COMMERCIAL SYNERGY AND PROMOTE SOCIAL SERVICE USES. RETAIN THE SE FOSTER'S CURRENT ZONING INTENT AND EXPAND THE SOUTHERN PORTION TO PROMOTE MIXED USES.*

### 3. AMEND ZONE MAP OF SE 122<sup>ND</sup> AVENUE CORRIDOR FROM RESIDENTIAL TO MIXED USE

As previously stated, the existing zoning pattern is not producing the intended development types. Many factors including market forces such as land value, zoning standards such as residential uses locating in commercial districts and lot pattern are redevelopment barriers. According to the market analysis, 13% of the commercial lots are residentially used and 22% have residential structures, but are commercially used. These residential uses are present because residential uses currently have a higher profit return for developers than commercial uses. Residential uses in commercial districts remove commercial lands from the available inventory. Rezoning existing residential lands to mixed use would permit market forces to determine redevelopment sites. Through this process, market forces will identify the most underdeveloped lots and redevelop

them. Thus, this zone map amendment would allow the market to take advantage of the most redevelopable sites along SE 122<sup>nd</sup> Avenue, and provide needed commercial uses and residential uses.

This recommendation is the most drastic alteration of the four approaches. There are potential consequences with all of these approaches, but this approach has the most. These consequences should be identified and reconciled prior to instituting this approach. Some consequences may be:

- COMMERCIAL ACTIVITY CONFLICTS WITH RESIDENTIAL USES (EXTERNALITIES) SUCH AS NOISE AND ODOR;
- EXISTING RESIDENTIAL USE INTERSPERSED WITH COMMERCIAL ON THE STREET FRONT;
- DEEP LOTS CREATE REDEVELOPMENT CHALLENGES FOR STRUCTURE ARRANGEMENT;
- MIXED USE MAY BE LESS MARKETABLE DUE TO COMBINED RESIDENTIAL AND COMMERCIAL MARKET DEMAND AND FINANCING STRUCTURE;
- RESIDENTIAL USES MAY BE EXPENSIVE DUE TO INCREASED CONSTRUCTION COSTS ASSOCIATED WITH COMMERCIAL SPACE.

## CONCLUSION

The existing zoning pattern is not appropriate for the corridor's existing conditions such as lot dimensions and land values. The mixed use designation would permit market forces to overcome these redevelopment obstacles by consolidating lots and creating planned developments to produce a transit street environment.

## RECOMMENDATION

Rezone the RI district areas along SE 122<sup>nd</sup> Avenue as Mixed Use (CM).

### 4. *USE LENTS URBAN RENEWAL AREA FUNDS TO ENHANCE SE 122<sup>ND</sup> AVENUE'S STREETScape*

According to the 2006 Powellhurst-Gilbert and Centennial Neighborhoods Survey Results, the second-highest priority for residents is: "IMPROVING SIDEWALKS AND CONDITIONS FOR WALKING". This finding also came up with the greatest consistency in Springwater Consulting's public involvement efforts. Without infrastructure such as sidewalks, street trees and planter strips, pedestrians generally feel unsafe walking in their neighborhood. Sidewalks draw people outside and increases congregation opportunities at small public places such as cafe, plazas, large street corners, sidewalk vendors, etc. This activity yields a likelihood of

residents meeting their neighbors, increased park usage and connection to their neighborhood.

The Lents Urban Renewal Area (URA) designation extends to and includes SE 122<sup>nd</sup> Avenue. The Portland Development Commission's (PDC) stated vision is to be a catalyst for positive market changes. URA funds could be used to construct street improvements including: sidewalks, street trees, signalized pedestrian crossing points, wayfinding signs, pedestrian-oriented streetlights, inviting transit stops, plazas, and mixed-use development. These improvements would address the elements which Springwater Consulting's market analysis determined, are prohibiting commercial use expansion. Streetscape improvements could also bring people to the street, reducing crime (and the perception of crime). Having more people on the street would likely increase land values, making market-rate commercial development more feasible.

## CONCLUSION

Pedestrian infrastructure is needed for commercial viability. A catalyst intervention is needed to create these conditions. PDC's intent is to provide this catalyst.

## RECOMMENDATION

PDC funds should be used to create streetscape infrastructure. This should be done without relying on redevelopment system development charges and other mechanisms. Other potential tools include public/private partnerships, Metro's Transportation Improvement Program and Transportation Enhancement Grants, and Main Street overlay zones.

## KEY FINDINGS

- THE SE 122<sup>ND</sup> AVENUE CORRIDOR IS INTENDED TO BE A NEIGHBORHOOD COMMERCIAL DESTINATION AND MAIN STREET FOR THE RESIDENTS OF THE POWELLHURST-GILBERT NEIGHBORHOOD.
- DUE TO FACTORS SUCH AS COMMERCIAL USE LAND VALUE, EXISTING ZONING PATTERNS, COMMERCIAL SYNERGY LIMITATIONS, PERCEPTIONS OF CRIME AND LACK OF PEDESTRIAN AND BIKE TRANSPORTATION INFRASTRUCTURE, THE CORRIDOR HAS NOT FULLY DEVELOPED INTO A MAIN STREET.
- THERE IS A COMMERCIAL USE AND SERVICE DEFICIENCY ALONG THE SE 122<sup>ND</sup> AVENUE CORRIDOR.
- THE CURRENT REAL ESTATE MARKET AND EXISTING REGULATIONS ARE NOT GENERATING SUFFICIENT INFRASTRUCTURE FOR COMMERCIAL DEVELOPMENT, ALTERNATIVE TRANSPORTATION MODES, OR PLACEMAKING. A CATALYST INTERVENTION IS NEEDED TO CREATE THESE.
- TO ADDRESS LAND VALUES, PERCEPTIONS OF CRIME, AND ALTERNATIVE TRANSPORTATION, PDC FUNDS SHOULD BE SOUGHT TO IMPROVE THE SE 122<sup>ND</sup> AVENUE STREETScape.
- TO ADDRESS LOT DIMENSIONS AND ENCOURAGE COMMERCIAL USE REDEVELOPMENT, A MIXED-USE ZONE DESIGNATION SHOULD REPLACE THE RESIDENTIAL ZONES ALONG THIS LENGTH OF THE SE 122<sup>ND</sup> AVENUE CORRIDOR (OR OTHER KEY CORRIDOR SEGEMENTS).
- THE SE HOLGATE NODE SHOULD BE EXPANDED AS A MIXED USE INTERSECTION WITH A TRANSIT STATION AND PUBLIC PLAZA.
- THE SE HAROLD NODE SHOULD BE EXPANDED TO ENCOURAGE COMMERCIAL SYNERGY AND PROMOTE SOCIAL SERVICE USES.
- HONOR THE INTENT OF SE FOSTER'S CURRENT ZONING AND EXPAND THE SOUTHERN PORTION TO PROMOTE MIXED USES.
- A COMBINATION OF THE ZONE MAP AMENDMENT AND LENTS URA FUND ALTERNATIVES HAS THE HIGHEST PROBABILITY OF GENERATING NEIGHBORHOOD COMMERCIAL USES AND CREATE A SENSE OF PLACE THROUGH PEDESTRIAN INFRASTRUCTURE AND PUBLIC SPACE DEVELOPMENT.

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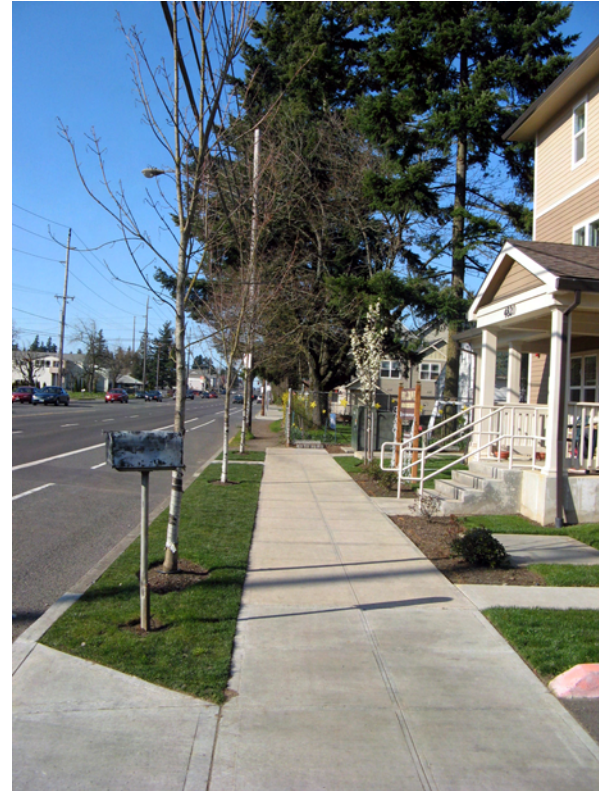
# URBAN DESIGN



# URBAN DESIGN

The design of a street is closely linked to the livability and economic success of the surrounding area. A visually appealing street is inviting and encourages pedestrian activity. Pedestrian friendly streets can lead to other desirable outcomes as well, including: economic growth, improvements in environmental quality, and increased physical fitness and health. Livable streets enhance the character of the street by supporting a well-connected pedestrian network and integrating the needs and objectives of the neighborhood.

Improving the pedestrian experience along SE 122<sup>nd</sup> Avenue will help alleviate some of the problems already identified in the area and may be a springboard for other placemaking activities. Findings from the visual preference survey, project interviews, and research on urban design and placemaking are described below. These sources were used in conjunction with findings from the neighborhood needs assessment and market and land use analyses. Together, they provide the basis for the primary urban design recommendations:



*Well designed development along SE 122<sup>nd</sup> Avenue. Note that there are sidewalks and street trees. The building has a small setback and allows for easy pedestrian access.*

- PEDESTRIAN ACCESS (SIDEWALKS, STREET ENTRANCES)
- TREES AND LANDSCAPING
- STREET-ORIENTED BUILDINGS
- STREETScape ENHANCEMENTS, SUCH AS A MEDIAN OR PEDESTRIAN ISLAND

## VISUAL PREFERENCE SURVEY

Springwater Consulting conducted a Visual Preference Survey (VPS) as part of the SE 122<sup>nd</sup> Avenue Community Enhancement Workshop. The purpose of the survey was to help identify residents' preferences for design features such as architectural style, scale of buildings, landscaping, parking and building orientation, and streetscape design. Workshop participants were shown a series of photographs taken from the Portland metropolitan region. The images were grouped into four categories: multifamily housing, commercial development, mixed use development and streetscape design. Participants were asked to rate each image based upon its visual appeal and its appropriateness for SE 122<sup>nd</sup> Avenue. Individuals recorded their ratings (ranging from -2 to +2) and additional comments for each image.

The average scores and comments were used to determine which features survey participants viewed most favorably. The images were first ordered from highest to lowest in each category. The physical qualities of each image were then listed to identify similarities and differences between images, such as setback, parking, landscaping, building scale and orientation, transparency (walls and windows), and streetscape design. The survey instrument, images and average scores for the 26 completed surveys are included in Appendix F. It should be noted that the VPS findings are only an approximation of the community's opinion, and are not representative of the community as a whole. Nonetheless, the findings from the VPS are useful and reflect the preferences of residents who attended the community workshop.

# URBAN DESIGN

Analysis of the VPS revealed the following common features of top-ranked images:

- STREET ORIENTED BUILDINGS
- VISUALLY SUBORDINATED PARKING
- 2-3 STORY DEVELOPMENT
- ARCHITECTURAL DETAIL / FAÇADE ARTICULATION (BALCONIES, BAY WINDOWS, BRICKWORK)
- VARIATION TO DIFFERENTIATE SIMILAR FAÇADES
- STREET FACING WINDOWS TO IMPROVE STREET LEVEL TRANSPARENCY
- PEDESTRIAN ACCESS (SIDEWALKS, STREET ENTRANCES)
- LANDSCAPING, STREET TREES AND OPEN SPACE
- STREET MEDIANS WITH TURNOUTS

In contrast, most low-scoring images featured visually prominent parking, little architectural detail, poor pedestrian access, low transparency, large setbacks, sparse landscaping, and multi-family development with little variation between units. Cumulatively, these poor design features can produce an environment that is both unattractive and uninviting to pedestrians and drivers alike.

## HIGH SCORING COMMERCIAL VPS IMAGE

*This development has windows at ground level that allow for transparency. Automobile access is subordinate to pedestrian access. Street trees and landscaping create a pleasant environment.*



## LOW SCORING COMMERCIAL VPS IMAGE

*This building lacks any street facing windows. Parking dominates this development, making it uninviting to pedestrians. Unlike the high scoring image, there are no street trees or landscaping.*



## DESIGN AND CRIME PREVENTION

The perception of crime near or along SE 122<sup>nd</sup> Avenue appears to be higher than the actual amount of crime. Nonetheless, these perceptions can diminish property values and reduce commercial and pedestrian activity. Programs such as Crime Prevention Through Environmental Design (CPTED) are specifically directed at reducing crime through smart design. Appendix G describes several design strategies promoted by CPTED.

Major themes associated with design for crime prevention include visibility, definition between the public and private realms, and structural features that deny or discourage access to private areas. In addition to these concepts, the recommendation to zone for mixed use development along SE 122<sup>nd</sup> Avenue may also prevent crime by increasing activity at a variety of different times throughout the day. Single use zoning leaves buildings, and often entire blocks, unoccupied during certain times of the day or even days of the week. Diversifying the number of land uses within a building or area increases natural surveillance.

Design for crime prevention can have a more positive appeal than barred doors and windows. Many crime prevention design techniques contribute to a more inviting, pedestrian-friendly environment that strengthens sense of place.



*Mixed use development promotes “eyes on the street.” Residents on the upper floors provide a form of natural surveillance for the businesses below.*



## PLACEMAKING AND DESIGN

There is little argument over the fact that SE 122<sup>nd</sup> Avenue as it is today does not exude a strong sense of place. The street is functional, but does little to engage pedestrians or draw regional “destination” traffic. The street was designed primarily for the automobile, with few provisions for other modes of transportation, particularly pedestrian traffic.

To enhance the street’s sense of place, it is important to identify the desired character of the street. Several reoccurring themes have surfaced from public outreach efforts and interviews with organizational representatives, including: trees and landscaping, public spaces, safety, accessibility, and street orientation. These design elements are also recognized as key ingredients to the establishment of a successful main street.

## STREET TREES AND LANDSCAPING

One of the most prominent design features that emerged was the importance of and desire for trees along SE 122<sup>nd</sup> Avenue. The large douglas fir trees in the area serve as a source of identity and are a reminder of the neighborhood’s past. The visual preference survey reinforced the importance of trees and landscaping. Participants were more likely to respond favorably to photographs with vegetation,

and frequently listed trees and landscaping as the reason for finding an image visually appealing. Established street trees help to provide a sense of safety and enclosure for pedestrians by separating them from traffic. Trees can also be used to reduce the perceived width of a street, consequently slowing traffic. This effect may be particularly valuable for a wide street such as SE 122<sup>nd</sup> Avenue.

The addition of street trees and landscaping could also help transform SE 122<sup>nd</sup> Avenue into a unified streetscape, tying together old and new development. Trees enhance the visual appeal of streets and encourage walking. Streetscape improvements, including trees and landscaping, can encourage investment by property owners, further increasing the appeal of adjacent properties and the corridor’s commercial potential. There is no doubt that trees and landscaping can play a central role in enhancing a street’s livability and sense of place.

*Street trees help create a sense of safety and enclosure for pedestrians.*





## ACCESSIBILITY AND CONNECTIVITY

SE 122<sup>nd</sup> Avenue is regarded by many as a physical barrier due to its expansive width and other uninviting characteristics. Bridging the east and west sides of the street, as well as promoting movement along SE 122<sup>nd</sup> Avenue, should be among the City's top priorities. In addition to improving the pedestrian environment along SE 122<sup>nd</sup> Avenue, efforts should be made to provide access to SE 122<sup>nd</sup> Avenue from adjacent residential areas. The street currently lacks a continuous sidewalk network, which is the foremost issue impeding pedestrian activity. Many of the existing sidewalks are narrow, lack curb ramps, or have obstacles in the pedestrian zone, failing to meet ADA standards. Poor sidewalk conditions encourage residents to drive rather than walk. The City already has plans to add sidewalks to SE 122<sup>nd</sup> Avenue between Harold and Raymond Streets, with an estimated cost near \$1.5 million, and is currently working on a plan to improve connectivity from adjacent streets.

Pedestrian pathways should be directed toward commercial nodes and public spaces, including the Springwater Trail, Leach Botanical Garden, and local parks. Way-finding signs will also help orient pedestrians to the neighborhood's natural amenities. Improving accessibility and connectivity will promote walking, neighborhood commerce, and use of the area's public and open spaces.

## SAFETY

Many residents stated that safety concerns are a major hindrance to walking. Livable streetscape features such as sidewalks and street trees are not only visually appealing, but can also enhance a street's safety performance. Safety features can generally be implemented in two places:

(1) PEDESTRIAN REALM

AND

(2) TRAVELWAY REALM

The pedestrian realm is composed of on-street parking, lighting, street trees and sidewalks. These features buffer pedestrians from oncoming traffic and provide spatial definition to the public right-of-way. Street trees and on-street parking also help create the perception of a narrowed street, which slows traffic.

The travelway realm includes all bicycle and automobile lanes. Curb extensions, medians and pedestrian crossings are safety features commonly found in the travelway realm and are used to reduce automobile speed and improve bicycle and pedestrian safety. Average cost and functions of these features are described in Table 3.

Table 3. Safety Engineering Tools

Features used to meet neighborhood livability goals that may be suitable for SE 122<sup>nd</sup> Avenue (Portland Office of Transportation).

Tool	Primary Goal	Cost	Notes
Median	Auto speed reduction	\$40 per sq. ft. \$15,000-15,000 per location	Cost dependent on length of project and existing right of way
Refuge Island	Pedestrian safety	\$8,000-\$15,000	Minimal delay to autos on higher classified streets
Curb Extensions	Pedestrian safety	\$10,000-\$19,000	Minimal delay to autos on higher classified streets

Providing safe crossings for pedestrians will help seam the east and west sides of the street. Safe crossings are especially important in areas frequently traveled by children and the elderly. Improvements within these areas will ultimately produce a healthy pedestrian atmosphere that allows for safe access to commercial nodes, residential areas and public spaces.

Recommended locations for enhanced pedestrian crossings include:

- SE WOODWARD PLACE
- SE BOISE STREET
- SE SCHILLER STREET



*Segment of SE 122<sup>nd</sup> Avenue that lacks sidewalks.*



*Pedestrian refuge islands are one method of enhancing pedestrian crossing safety.*

## PUBLIC SPACES

The Powellhurst-Gilbert neighborhood has many wonderful public spaces; however, none are located on SE 122<sup>nd</sup> Avenue. Establishment of public spaces along SE 122<sup>nd</sup> Avenue will support other placemaking efforts. Public spaces are also an important element of main streets. A successful public space brings life to the street and nearby businesses, and is conveniently located for pedestrian traffic. Given the area's current zoning and population trends, SE 122<sup>nd</sup> Avenue has the potential to accommodate a great deal of growth. The projected amount of growth in the area highlights the importance of providing adequate public spaces. Design for future public spaces should account for visibility, comfort (seating, weather protection, etc.), and access to mainstream pedestrian traffic.

## STREET ORIENTATION

Buildings that face the street encourage pedestrian activity. It is important to provide pedestrian access to street facing buildings through walkways and street facing entrances. Building development closer to the street also creates the illusion that the street has narrowed, leading drivers to watch for pedestrians. Parking should be located on the back or side of buildings to create a continuous, pedestrian friendly building line.

The design features discussed above contribute to a more memorable and appealing pedestrian experience. There are a variety of “soft” design elements that can also be used to enhance a street's design such as pedestrian scale lighting, hanging planters and sidewalk amenities (benches and trash receptacles). These features may create an attractive street, but done alone will not contribute to a more vibrant street. The provision of a safe, well-connected sidewalk network should be completed before implementing “soft” design features.



## DESIGN ALTERNATIVES

The land use section includes recommendations to amend current code standards, expand some commercial nodes, and include the eastern portion of the commercial nodes along SE 122<sup>nd</sup> Avenue in the Lents URA. Together, the commercial areas within the project area should provide a mix of uses and activities. The intersections of SE 122<sup>nd</sup> Avenue and SE Holgate Boulevard and SE Harold Street have potential to develop in a way that creates a healthy pedestrian atmosphere, which will also help to facilitate a sense of place. These two intersections should have distinctive identities from SE Powell Boulevard and SE Division Street and a residential, rather than an urban, character. Potential development scenarios for SE Holgate Boulevard and SE Harold Street are described below.

## SE HOLGATE BOULEVARD

The intersection of Holgate and SE 122<sup>nd</sup> Avenue has the potential to develop into a unique place within the Powellhurst-Gilbert Neighborhood. SE Holgate Boulevard could someday be considered a multi-modal hub along SE 122<sup>nd</sup> Avenue, with bike lanes, sidewalks and immediate access to bus service via the node's transit station. If the market supports expanded commercial development along SE 122<sup>nd</sup> Avenue, SE Holgate Boulevard's public plaza/transit

stop design could function as a gathering place characterized by higher density mixed use development. The intersection will still have a residential appeal; however commercial uses will be supported by neighborhood residents and commuters.





# URBAN DESIGN

## SE HAROLD STREET

Traffic counts on the southern portion of SE 122<sup>nd</sup> Avenue are far less than those near Division or Powell. It is unlikely that SE Harold Street will soon realize the same amount of traffic as these intersections.

Commercial uses near SE Harold Street should serve the surrounding neighborhood's service needs. The SE Harold Street node should be designed for a combination of auto and pedestrian trips with an emphasis on peripheral parking, wide sidewalks, pedestrian amenities and functional storefronts. The node may be expanded to both sides of the street to create balance and a sense of enclosure for pedestrians. The intersection of SE 122<sup>nd</sup> Avenue and SE Harold Street will be distinguished by small commercial storefronts at each corner and no housing.



## STREETSCAPE

SE 122<sup>nd</sup> Avenue is an expansive street, whose width south of SE Holgate Boulevard may not be justified by its traffic counts. While current street infrastructure seems permanent, streetscape modifications are not impossible to implement on existing streets. The goal is to balance mobility with safety. Given the street's main street designation from SE Division Street to SE Holgate Boulevard, it is important to maintain current levels of service for automobile transportation through the northern portion of the project area. However, traffic counts drop from 11,000 southbound near SE Holgate Boulevard to only 1,000 south of SE Foster Road. Traffic counts are not available at SE Harold Street but are likely to be less than those at SE Holgate Boulevard and greater than at SE Foster Road. The segment of SE 122<sup>nd</sup> Avenue running from SE Holgate Boulevard to SE Foster Road has a dominant residential character compared to that of SE Powell Boulevard or SE Division Street. This change in character, combined with lower traffic counts, supports the recommendation for a median or narrowing of the street. These approaches will also help to address the safety concerns voiced by the community. Examples of streets with medians and fewer vehicle lanes that carry more traffic than SE 122<sup>nd</sup> Avenue include SE Powell Boulevard near SE 69<sup>th</sup> Avenue.

Other engineering options should be explored as well. The City should perform traffic counts south of SE Holgate Boulevard, and entering SE Harold Street and SE Foster Road to identify where exactly automobile traffic diminished along SE 122<sup>nd</sup> Avenue. Narrowing the street will help bring SE 122<sup>nd</sup> Avenue to the pedestrian scale. Slower traffic, safer crossings, and a more unified streetscape will help strengthen SE 122<sup>nd</sup> Avenue's sense of place.

# URBAN DESIGN

The design of a street directly affects livability in the surrounding community. SE 122<sup>nd</sup> Avenue has the potential to develop into a vibrant, pedestrian friendly street that supports local businesses, social interaction and multi-modal travel. Future transportation needs for this area of SE 122<sup>nd</sup> Avenue should be modestly impacted by these changes. With improved walking, biking, and transit facilities, travelers should have options other than automobiles for getting around, and the development that is proposed for this segment would focus on current and future residents rather than creating a destination for people outside of the neighborhood, minimizing the need for additional vehicle capacity.

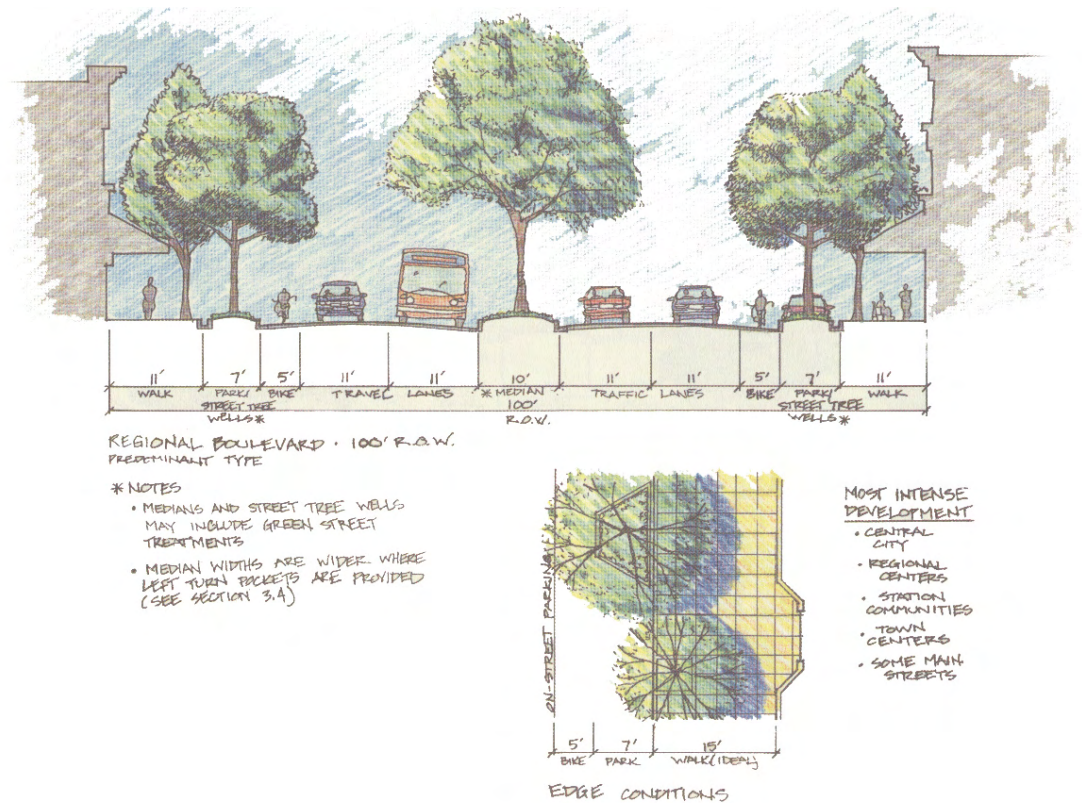


Figure 29. Typical regional boulevard design type. These facilities emphasize bicycle, pedestrian and transit travel modes.

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# CONCLUSION



# CONCLUSION

Improving the streetscape and pedestrian infrastructure along SE 122<sup>nd</sup> Avenue could play a significant role in strengthening the Powellhurst-Gilbert community's sense of place. Streetscape improvements such as street trees, pedestrian crossings, sidewalks, pedestrian scale lighting and medians could make the area more attractive to commercial use development by raising existing commercial space lease rates. In addition, application of zoning standards that promote a variety of commercial and residential development, with engaging façades and main street design, could help create a vibrant and pedestrian-friendly streetscape that better serves the area's diverse and growing population.

Existing traffic counts indicate that SE 122<sup>nd</sup> Avenue may be wider than necessary, particularly south of SE Holgate Boulevard. Narrowing SE 122<sup>nd</sup> Avenue may help transition the street from an auto-oriented transportation corridor to a neighborhood destination and gathering place. Bringing the street to the pedestrian scale may address safety concerns and promote a more active streetscape.

Community and public spaces are vital assets to a community. Public spaces can encourage interaction between diverse community members and help promote a shared neighborhood identity. Improving access and signage to existing public spaces, such as Raymond Park, may help facilitate community interaction. The intersection of SE Holgate and SE 122<sup>nd</sup> Avenue may be an appropriate location for a new public space due to its position and linkage to the future MAX Green line Lents station.

Residents, city bureaus, and other organizations should collaborate to address the challenges confronting SE 122<sup>nd</sup> Avenue and to identify partnering opportunities. Success depends largely on the ability of residents to proactively engage in local public agency planning processes. Long-time residents need to reconcile the inevitability of change and capitalize on the opportunity to shape their community's future. At the same time, public agencies must continue to reach out to the diverse residents of the Powellhurst-Gilbert Neighborhood. The City and the PGNA should work to involve members of the community's growing minority and immigrant populations who are currently underrepresented in local planning processes.



It is important to note that the City alone cannot bring about change. Community institutions such as the Powellhurst-Gilbert Neighborhood Association, Midway Business Association, Leach Botanical Garden, Zenger Farm, and long-established local businesses will need to work collaboratively towards efforts to improve SE 122<sup>nd</sup> Avenue. There may also be an important role for nonprofit organizations or Community Development Corporations in revitalizing the area and enhancing the street's sense of place.

The findings and recommendations from this project will hopefully serve as a springboard for future planning efforts along SE 122<sup>nd</sup> Avenue. While there are challenges to overcome, there is reason to celebrate the community's many assets. The Powellhurst-Gilbert neighborhood has a unique opportunity to influence SE 122<sup>nd</sup> Avenue's development by partnering with other organizations and public agencies, and by initiating change at the neighborhood level.

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# SE 122ND AVENUE

# ENHANCEMENT STUDY -

# APPENDICES

*Springwater*  
Consulting

# APPENDIX A

## COMMENT CARDS FOR LEACH BOTANICAL GARDEN

### SE 122<sup>ND</sup> AVENUE NEIGHBORHOOD ENHANCEMENT STUDY COMMENT CARD

1) Do you live in the Powellhurst-Gilbert Neighborhood? (circle one)    Yes    No

2) If you live in the Powellhurst-Gilbert Neighborhood, how many years have you been a resident?

Less than one year    1-3 years    4-9 years    10-19 years    20+ years

*PLEASE INDICATE THE EXTENT TO WHICH YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENTS*

3) I feel safe walking or bicycling along SE 122<sup>nd</sup> Avenue.

Strongly disagree    Disagree    Neutral    Agree    Strongly agree

4) I am able to meet most of my day-to-day shopping needs within a mile of my home.

Strongly disagree    Disagree    Neutral    Agree    Strongly agree

5) There are sufficient and adequately accessible parks and open spaces along/near SE 122<sup>nd</sup> Avenue.

Strongly disagree    Disagree    Neutral    Agree    Strongly agree

6) There is a strong sense of community in the Powellhurst-Gilbert neighborhood.

Strongly disagree    Disagree    Neutral    Agree    Strongly agree

*PLEASE TURN OVER --->*

PLEASE ANSWER THE FOLLOWING QUESTIONS REGARDING SE 122<sup>ND</sup> AVENUE  
AND THE SURROUNDING NEIGHBORHOOD - *FEEL FREE TO BE CANDID*

---

7) Please list *THREE* types of businesses that you would be like to see locate on SE 122<sup>nd</sup> Avenue.

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

8) What types of parks/community facilities (community gardens, open air plazas, or recreational facilities) are you or other members of your family most likely to use? *Please list up to three.*

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

9) As the Powellhurst-Gilbert neighborhood grows and changes, what three features would you most like to see stay the same?

- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

10) What are your greatest hopes for the Powellhurst-Gilbert neighborhood? *Please list up to three.*

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

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*THANK YOU FOR YOUR INPUT! PLEASE JOIN US AT THE SE 122<sup>ND</sup> AVENUE*

*COMMUNITY WORKSHOP AT POWELLHURST BAPTIST CHURCH AT 7 PM ON APRIL 14TH!*



# APPENDIX B

## INTERCEPT SURVEY QUESTIONS

### INTERCEPT SURVEY QUESTIONS - SE 122ND AVENUE- APRIL 2, 2008

1. What do you like best about SE 122nd Avenue (between SE Division Street and SE Foster Avenue)?
2. What are your biggest concerns with the area?
3. Five years from now, what one change would make SE 122nd Avenue better than it is today?
4. Have you heard about the Portland Planning Bureau's Workshop on Monday, April 14th at 7 pm? (Hand out flyer. Tell people the meeting will be held immediately following the monthly Powellhurst-Gilbert Neighborhood Association Meeting, which will start at 6:30 to accommodate this special workshop. It's noted on the flyer, but they might be confused.)

## BIKE INTERCEPT SURVEY - SE 122ND AVENUE - APRIL 2, 2008

1. How often do you bicycle along SE 122nd Avenue?
2. What is your destination?
3. Do you live along or near SE 122nd Avenue?
4. On a scale of 1-3 with "1" being very safe and "3" being very dangerous, how would you rate the cycling conditions along SE 122nd Avenue? Why?
5. What are your greatest concerns with cycling along SE 122nd Avenue?
6. Do you have any suggestions for cycling-related improvements along SE 122nd Avenue?

## BIKE INTERCEPT SURVEY RESULTS:

This survey yielded only a small sample of cyclists. One potential reason was the time the survey was administered (late afternoon, just before rush hour). The weather was sunny and temperatures were in the high 50s to low 60s. Six surveys were returned. Three of the cyclists were male, one was female, and the other surveys did not indicate respondent sex. The first question was regarding the cyclist's frequency. Most of the respondents are regular cyclists; five out of six cycle at least once a week and two cycle every day. The sixth respondent cycles once a month. Half of the cyclists live on or near SE 122nd Avenue and one of the cyclists works near SE 122nd Avenue.

Respondents pointed out the presence of bike lanes as a positive factor and the high traffic volume, glass on the road, and the concern that drivers will hit them as negative factors. A few other challenges identified include: poor visibility with regard to trucks (trucks can't see cyclists) and lack of room when riding by parked cars (respondents reported feeling "squeezed"). Suggestions for cycling-related improvements along SE 122nd Avenue include adding bike boxes for better visibility, calming the traffic, adding a traffic island, and repairing the Springwater Trail to eliminate bumps.

# APPENDIX C

## INTERVIEWEES

*April Bertelsen, Portland Office of Transportation*

*Richard Bixby, East Portland Neighborhood Office*

*Jim Chassie, Powellhurst-Gilbert Resident*

*Greg Ciannella, Johnson Creek Watershed Council*

*Cassie Cohen, visionPDX*

*Kevin Cronin, Portland Development Commission*

*Bill Cunningham, City of Portland Bureau of Planning*

*Bill Dayton and Donna Dionne, Midway Business Association*

*Kelley, Owner, Baskin-Robbins SE 122nd & SE Powell Boulevard*

*Bob LeFeber, Commercial Reality Advisors NW*

*Rosanne Lee, Office of Neighborhood Involvement*

*Vasili Lyhnakis, Realtor*

*John McDonald, Powellhurst-Gilbert Resident*

*Officer Jeff McDaniel, Portland Police Department*

*Elaine Metcalf, Powellhurst-Gilbert Resident*

*Barbara Rommel and Dan McCue, David Douglas School District*

*Nick Sauvie and Teisha Parchment, Rose CDC*

*Dr. Ethan Seltzer, Portland State University*

*Andrew Usher, Urban Works*

*Jack Vahey, Powellhurst-Gilbert Neighborhood Association Chair*

*Dean Weir, Norris & Stevens*

*Mark White, Powellhurst-Gilbert Resident*

*David Yamashita, Portland Parks and Recreation*

*Karen Young, Leach Botanical Garden*

## RECOMMENDATIONS FOR NEIGHBORHOOD

### RECOMMENDED EVENTS AND COMMUNITY BUILDING OPPORTUNITIES

- Annual Summer Neighborhood Fair at Raymond Park
  - Could be in conjunction with the National Night Out on August 5th
- Identify Locations for a Summer Farmer's Market
  - Work with Zenger Farm and el Metate
  - Consider I22nd and Holgate, Harold, or Raymond
- Mural Painting Project
  - Do a City Repair Project at I22nd and Holgate or I22nd and Harold
  - Target places where graffiti frequently occurs
  - Work with local school groups, scouting groups, or other youth groups
- Implement a Neighborhood Shrub Planting Project
  - Partner with a local nursery to make select shrubs available at cost
  - Promote this event as a chance to give a unified feel to I22nd
    - Host an Annual Trash Clean Up Day

- Possibly with a local scouting group or youth service organization
- ONI may provide resources for graffiti removal

### USING COMMITTEES TO SUPPORT YOUR EFFORTS

- Start a Graffiti Abatement Committee
  - Convene a committee of 3-5 PHGNA members working directly with Rosanne Lee of the East Portland Neighborhood Office (EPNO)
  - Provide digital cameras for uploading photos
- Start a Greening Powellhust-Gilbert Committee
  - Work with Friends of Trees to do a tree planting campaign along SE I22nd
  - Develop strategies to address vacant lots such as community gardens
  - Work with the EPNO to identify funding for signs highlighting PHG's assets such as Raymond Park, Leach Botanical Garden, the Springwater Corridor, Johnson Creek, and Zenger Farm
- Increase Membership on the Transportation and Land Use Committee
  - Bring new members into the group; share knowledge

# APPENDIX D

about issues of concern, the neighborhood's history, and strategies that have been used in the past

- o Make a long term plan to advocate for crosswalks and other pedestrian safety improvements
- o Continue working with PDC to ensure the Lents URA funds go toward street improvements for SE 122nd Avenue
- Start a PHGNA Membership and Outreach Committee
  - o Table outside of stores neighbors frequent to enlist new members and promote special events
  - o Appoint a liaison to work with EPNO on this issue

## PUBLIC SPACE AND PLACEMAKING RECOMMENDATIONS

Established older trees were repeatedly mentioned when residents were asked to discuss things they liked about the neighborhood. A tree planting campaign could make this well-liked feature a more consistent part of the streetscape on 122nd Avenue, while providing a sense of enclosure for pedestrians and raising local property values. One interviewee also suggested evaluating the city's tree code to ensure adequate guidelines are in place to safeguard existing established trees as the neighborhood continues to undergo development.

The Sears store at SE 122nd Avenue at SE Division is vacating. This space may provide an opportunity to develop additional public spaces. One interviewee suggested instituting an international flea market on Saturdays. This space could be a community gathering center, while simultaneously attracting consumers from all parts of the city.

Public space could be integrated with commercial development. The intersections of 122nd and Holgate or 122nd and Harold may be appropriate places for new mixed-use developments. One interviewee suggested a pilot mixed use developments with multifamily residential over fine-grain commercial would be especially appropriate at these nodes.

The Springwater trailhead is under-maintained. Focus group participants suggested this may be a suitable location for a pocket park, farmer's market, or another community space such as an outlet for Zenger farm.



There was a desire to have more public space, services, and amenities geared towards children. Leach Botanical Garden and the David Douglas school district both expressed a willingness to see additional youth-oriented services. More direct conversation with youth is needed to determine what kinds of public spaces would best meet their needs. However, it is important to remember that there are currently 3,000 students in the David Douglas School District, and David Douglas high school is the largest high school in Oregon. Thus, it is clear that the needs of young people should be considered prominently in the efforts to develop public space and build a sense of community.

There is currently no dog park near SE 122nd. Because dog park users are often regulars at the same location, this type of facility have a meaningful impact on increasing the sense of community. There may be some demand for park space with grills for public use. Raymond Park could be appropriate for this type of facility.

# APPENDIX E

## TAPESTRY SEGMENTATION

For the past 30 years, companies, agencies, and organizations have used segmentation to divide and group their consumer markets to more precisely target their best customers and prospects. This targeting method is superior to using “scattershot” methods that might attract these preferred groups. Segmentation explains customer diversity, simplifies marketing campaigns, describes lifestyle and lifestage, and incorporates a wide range of data.

Segmentation systems operate on the theory that people with similar tastes, lifestyles, and behaviors seek others with the same tastes—“like seeks like.” These behaviors can be measured, predicted, and targeted. ESRI’s segmentation system, Community Tapestry, combines the “who” of lifestyle demography with the “where” of local neighborhood geography to create a model of various lifestyle classifications or segments of actual neighborhoods with addresses—distinct behavioral market segments.—ESRI Community Tapestry Handbook

The following four Tapestry Segments were identified for the study area. These Tapestry descriptions will be useful in understanding what kind of retail will be successful. Another useful tool in identifying what retail needs are not being met in the study is the ESRI Leakage Analysis. While useful, the Leakage Analysis is only for the ½ mile buffer around the study area. Therefore there will be an overstatement of goods and services being sought outside the area.

## 07 Exurbanites



Segment Code..... 07  
Segment Name..... Exurbanites  
LifeStage Group..... L1 High Stability  
Urbanization Group..... U7 Suburban Property

### Demographic

Exurbanites residents live beyond the urban fringe, prefer ring open space with affluence. Empty nesters (married couples with no children living at home) comprise 40 percent of these households, yet married couples with children occupy 32 percent. Half of the householders are between 45 and 64 years old. Their median age of 44.6 years places these residents directly between paying college expenses and caring for elderly parents. Their lifestage is as important to understanding this market as their lifestyle. There is little ethnic diversity; most residents are white.

### Socioeconomic

At 66 percent, labor force participation for the Exurbanites market is above average. Residents are educated: more than 40 percent of the population aged 25 years and older hold a bachelor’s or graduate degree, and more than 30 percent have attended college. They are also well employed. Approximately half of employed persons hold professional or management positions. The median net worth is \$277,391, more than twice that of the national median. The median household income is \$88,195. More than 20 percent of households draw retirement income, and 57 percent of households receive additional income from investments.

### Residential

Although Exurbanites households are growing by almost 2 percent annually, these are not the newest neighborhoods. Recent construction comprises only 22 percent of the housing stock. However, 70 percent of the housing units were built after 1969. Most homes are single-family structures. The median home value is \$302,435, more than one and one-half times that of the national median. Exurban living is not supported by public transportation. Nearly 80 percent of households own at least two vehicles. The average travel time to work for this market is comparable to the U.S. average.

### Preferences

Because of their lifestage, Exurbanites residents focus on financial security. They consult with financial planners; have IRA accounts; own shares in money market funds, mutual funds, and tax-exempt funds; own common stock; and track their investments online. Between long-term care insurance and substantial life insurance policies, they are well insured. Many have home equity lines of credit.

Exurbanites residents work on their homes, lawns, and gardens. To enhance their properties, they purchase garden and lawn care products, shrubs, and plants. Many home improvement tasks, such as interior or exterior painting, are accomplished by a household member, although contractors are hired for some work. They own all kinds of tools, such as saws, sanders, and wallpaper strippers, to help them complete their projects.

Leisure activities include boating, hiking, kayaking, playing Frisbee, photography, and bird-watching. Exurbanites residents travel, typically within the United States, and enjoy hiking, playing golf, and visiting national parks on vacation. They listen to public radio and donate to PBS. Participation in civic activities includes addressing public meetings and doing volunteer work. Many are members of fraternal orders and charitable organizations.

## 35 International Marketplace

Segment Code..... 35  
 Segment Name..... International Marketplace  
 Life Mode Group..... L8 Global Roots  
 Urbanization Group..... U1 Principal Urban Centers I



### Demographic

Located primarily in cities in “gateway” states on both U.S. coasts, International Marketplace neighborhoods are developing urban markets with a rich blend of cultures and household types. The population is young, with a median age of only 30.3 years. Approximately 70 percent of households are occupied by families. Married couples with children and single parents with children represent 44 percent of these households. Of all the Community Tapestry segments, International Marketplace is one of the top five most diverse markets. A little more than half of the population is Hispanic. One in nine residents is Asian (nearly three times the national level), and 7 percent of residents are two or more races (more than three times the U.S. percentage). This market has a high proportion of immigrants, many of whom are recent arrivals.

### Socioeconomic

One in five International Marketplace households is linguistically isolated (household members do not speak English very well). Labor force participation is at 62 percent, just below the national average. Employed residents work jobs in industries such as manufacturing, retail trade, health care, and other services. Unemployment is high at 10 percent. Approximately 82 percent of households derive income from wages; some households receive Supplemental Security Income or public assistance income. The median household income is \$46,380; the median net worth is \$61,566. College and graduate school enrollment is a bit above the U.S. average, but educational attainment levels are below U.S. levels.

### Residential

International Marketplace represents older urban neighborhoods, densely settled microcosms in the largest U.S. cities such as New York City and Los Angeles. Most of the households are located in California and northeastern states. Population density is nearly 10,000 persons per square mile. A typical family rents an apartment in an older, multiunit structure, and because renters dominate this market, homeownership is only 34 percent. The median home value is \$355,024. Most of the housing units were built before 1970.

### Preferences

Home and hearth products are not the first consumer spending considerations for International Marketplace residents. Family is their priority. They buy medical insurance, groceries, diapers, and children’s apparel. Keeping in touch with families abroad, either by long-distance calls or traveling, is also important. Because of the larger-than-average household size and higher cost of living in urban centers, they must watch their expenditures carefully. Residents prefer to shop at Macy’s, Marshalls, and Costco. Their favorite drug store is Rite-Aid. To make a quick purchase such as a gallon of milk, they rely on the convenience of a 7-Eleven or AM/PM store.

Newspapers and magazines are not the best media to reach these households. Television and radio are more effective. Residents enjoy watching television, especially movies and sports. They are loyal listeners of contemporary hit, Hispanic, and urban radio formats. Domestic and imported beer is popular in this market. Since foreign and domestic car manufacturers are equally appealing to them, they are just as likely to own a Toyota as a Ford.



## 24 Main Street, USA

Segment Code..... 24  
 Segment Name..... Main Street, USA  
 Life Mode Group..... L10 Traditional Living  
 Urbanization Group..... U5 Urban Outskirts I



### Demographic

Main Street, USA neighborhoods are a mix of household types, similar to the U.S. distribution. Approximately half of the households are composed of married-couple families, nearly one-third are single-person or shared households, and the rest are single-parent or other family households. The median age of 36.7 years matches the U.S. median. The majority of these residents are white.

### Socioeconomic

The median household income for this market is \$55,144. Income is mainly derived from wages. The proportion of households with income from other sources is similar to the U.S. distribution. Named appropriately, it is not surprising that the Main Street, USA market also exhibits occupation and industry distributions similar to the United States. The median net worth is \$114,319. Approximately one-fifth of residents aged 25 years and older have earned a bachelor’s or graduate degree; 30 percent have attended college.

### Residential

Main Street, USA neighborhoods are a mix of single-family homes and multiunit dwellings found in the suburbs of smaller metropolitan cities, mainly in the Northeast, West, and Midwest. Sixty-one percent of households are single-family homes, matching the U.S. percentage. Nearly two-thirds of the housing was built before 1970. Homeownership is at 66 percent; the median home value is \$222,126.

### Preferences

Residents of Main Street, USA are active members of their communities, participating in local civic issues and working as volunteers. They take trips to the beach, visit theme parks, and occasionally go on domestic vacations. In the evenings, they might eat out or play billiards at their favorite bar. Friendly’s and Red Robin are their favorite family restaurants. Many residents prefer to go bowling or ice skating, play chess, or rent a movie. For exercise, they use their stationary bikes and take aerobics. They listen to ice hockey games as well as classic hits and variety stations on the radio. Residents of Main Street, USA watched Court TV last week.

They use the Internet to play games, visit chat rooms, or search for employment; however, shopping online is growing in popularity. If they do not have access at home, they may access the Internet at school or at the public library. They rely extensively on the Yellow Pages to find restaurants, stores, contractors, and more. Homeholders invest in small home remodeling and improvement projects. Typically, residents finish the work themselves instead of hiring an outside contractor. To complete the jobs, they purchase tools and supplies from Home Depot or Ace Hardware. Residents maintain their lawns and gardens by planting new bulbs, fertilizing, and using insecticide regularly.



# APPENDIX F

## LAND-USE RELATED ITEMS

This appendix describes the data analysis generating the land use conclusions and recommendations in the Springwater Consultants' SE 122nd Avenue Neighborhood Enhancement Study. The conclusions and recommendations were produced by analyzing six data sources, three quantitative and three qualitative. Specifically these were:

1. existing land uses from Comprehensive Plan designations and zoning districts,
2. population projection derived from current Comprehensive Plan designations,
3. SE 122nd Avenue commercial node land use inventory,
4. 2006 Powellhurst-Gilbert and Centennial Neighborhoods Survey Results,
5. Springwater Consultants' Market Analysis and
6. personal stakeholder interviews.

### Existing Conditions

Powellhurst Gilbert's main commercial artery, SE 122nd Avenue, is comprehensively planned with small commercially-designated nodes at major intersections. This designation pattern inhibits the development of a neighborhood-scale commercial area, placemaking potential

or community identity. Because of the small quantity of commercial uses, residents must travel to commercial destinations outside of the neighborhood for their daily commercial retail and service needs. These destinations are several miles away from the neighborhood, creating inefficient and undesirable commercial conditions. The area's growing population compounds this condition. In order to support Powellhurst-Gilbert's development into a more efficient neighborhood unit, it is important to assess whether the residential population can support increased commercial and mixed-use areas and how these areas could look given the Avenue's Main Street and Corridor designation. The Main Street design elements could provide a sense of community identity through streetscape and neighborhood commercial design appropriate for a Main Street.

### Approach information

The following provide additional background information for each of the land use approaches.

#### I. Amend Zoning Code Standards To Enhance Design And Orientation

According to stakeholder and public interviews, the (a) overlay density bonus and associated design improvements

are not being used. The overlay zone and associated density bonus incentives were intended to serve as a redevelopment catalyst and provide aesthetically-pleasing high density development. In the Powellhurst-Gilbert Neighborhood, the land values have been and are still too low to make the density bonus attractive to developers. The low land value negates the incentive to obtain the density bonus-related profit and risk the perceived subjective design review process.

Per City of Portland Zoning Code Title 33.130.215. c.2.c.(1)(2), existing base zone and transit street design standards require buildings to be within a maximum setback from SE 122nd Avenue, which is a transit street. The Powellhurst-Gilbert Neighborhood's lot pattern of narrow and deep lots results in development that conforms to the transit street standards, but does not perform to the standards' intent of a pedestrian-friendly street. The lot pattern and high density residential zoning encourages narrow public or private streets at perpendicular angles to the transit street with a standard for the rowhomes' front side facing these narrow streets. This results in large blank rowhouse side walls facing SE 122nd Avenue. These walls create what residents described as a "tunneling" effect to the streetscape. Within this tunnel, storefronts, porches and

occupied lobbies are substituted for blank walls. This results in an uninviting pedestrian environment compounded by high automobile speeds. Additionally, it removes the "eyes on the street", which can help reduce crime. This is problematic because perception of crime was highlighted as an issue in the public involvement research.

## 2. Expand Commercial Nodes at Key Intersections

The existing commercial node pattern and commercially-designated area at the SE Holgate node only allows one commercial use on each of the intersection's corners. There is no opportunity for additional commercial uses to capitalize on the other uses' customer presence, trip generation, or business synergy (see accompanying market analysis for agglomeration and synergy discussion). Additionally, the commercial zones (Commercial/Residential - CM and Storefront Commercial - CS) permit residential uses which have recently been predominantly developed in commercial zones. Should the small amount of commercially-designated land develop as residential or do not redevelop, commercial synergy is further restricted. Therefore, the commercial district areas should be increased and the commercial node at SE Holgate Boulevard should be prioritized for expansion and redevelopment.



The SE Holgate Boulevard node should be expanded and rezoned to Mixed Commercial/Residential (CM). This is because the intersection may become an important transit stop. Transit has been shown to be most efficient when density is in close proximity. The residential component to the CM zone would provide this density immediately adjacent to the transit stop. Additionally, CM is intended for locally-oriented retail whereas the existing Commercial Storefront (CS) zone is intended for a full range of retail with a local and regional service area. The four corners of this intersection should be zoned CM as a core area to focus activity to the intersection, support the node's commercial uses and provide residential density for the transit station.

The SE Harold at SE 122nd Avenue commercial node has a very small amount of commercially-designated land. This should be increased and zoned Neighborhood Commercial 2 (CN2) and Mixed Commercial/Residential (CM) to promote the desired commercial uses. (Note: CM would promote small retail as well and yield a no net loss of residential units.) These nodes are not currently arranged to function as a neighborhood commercial area because they cannot use the agglomeration and synergy principles to generate new customers. Any commercial uses must be self-supporting by

maintaining a substantial customer base. The CNI zone uses agglomeration and multiple destination retail for business. Therefore, the existing pattern does not support the desired neighborhood commercial uses.

#### 4. Use Lents Urban Renewal Area Funds To Enhance SE 122nd Avenue's Streetscape

Market elements should be considered with zone pattern creation. As described further in the appendix, market forces such as low land value are a commercial development barrier in this neighborhood. According to the 2006 Survey, area residents want neighborhood commercial uses; this study identified a commercial deficiency on the corridor, however, the market currently won't support additional commercial uses. Additionally as described in the appendix, perception of crime, lack of street amenities and other proximate commercial uses are market barriers for commercial development.

The percentage of driver-to-other modes is higher in the Powellhurst-Gilbert Neighborhood than the remainder of the city. Alternative mode limitations include: lack of pedestrian and bike infrastructure (sidewalks and bike lanes) and a lack of nearby destinations such as

commercial, services and employment destinations. Typically, development action is conditionally approved to provide street improvements such as sidewalks, curbs, street trees, streetlights and signalization if the development is of sufficient scale. The anticipated redevelopment has not occurred in the Powellhurst-Gilbert Neighborhood to generate these street improvements to serve the growing population. Therefore, the existing system of reliance on redevelopment will not generate the infrastructure necessary to create placemaking conditions.

#### Data Analysis - Quantitative Analysis

##### Existing Land Use

This analysis compares Comprehensive Plan land use designations in the Powellhurst-Gilbert Neighborhood to the overall city to determine residential-to-commercial percentages. According to Metro GIS data, the dominant land use in the Powellhurst-Gilbert Neighborhood is Residential. Approximately 1,782 acres or 81% of the neighborhood is residentially-designated. Of this, 1,085 acres or 49.39% of the neighborhood is Single Dwelling Residential and 696.29 acres or 31.68% is multidwelling residential. The neighborhood has 166.86 acres or 7.59% of commercial lands. However, much of this is in the “panhandle” near 82nd

Avenue.

Along SE 122nd Avenue, the majority of commercial uses at the northern intersections of SE Powell and SE Division respectively. The southern section of SE 122nd Avenue from SE Holgate Boulevard to SE Foster Road comprises 26.96 acres or 16.16% of the neighborhood’s commercial lands. The neighborhood has 68.17 acres or 3.10% of industrial lands and 146.83 acres or 6.68% of open space; much of this is within the Springwater Corridor, Powell Butte, and Kelly Butte.

In comparison to the entire city, Powellhurst-Gilbert has approximately 1.9% more commercial land, 7.23% more single dwelling residential and 22.74% more multidwelling residential. There is less employment lands (2.27%) industrial (17.21%) open space (12.09%) and other lands (0.30%). Conclusion: The Powellhurst-Gilbert Neighborhood has more commercial land by percentage than the remainder of the city. However, because most of this is on SE 82nd Avenue, it is not well-located to serve the eastern portions of the neighborhood. The neighborhood also has a much lower percentage of industrial land and higher residential percentage than the remainder of the city. Therefore, there are many residents with fewer local employment options.

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The SE 122nd Avenue corridor has a commercial and service deficiency.

Recommendation: Commercial areas should serve as the neighborhood's employment generator (instead of industrial land) and more employment and commercial lands should be designated to provide these local jobs.

## Population Forecast by Comprehensive Plan Designation

This analysis creates neighborhood population projections based on current Comprehensive Plan dwelling units per acre standards. It determines how many more people may Comprehensive Plan Designation Areas

Powellhurst Gilbert	Acres	Percent of total	City of Portland	Acres	Percent of total	Difference
Commercial	166.86	7.59%	Commercial	3,949.46	5.69%	1.90%
Single Dwelling	1,085.60	49.39%	Single Dwelling	29,281.31	42.17%	7.23%
Multi Dwelling	696.29	31.68%	Multi Dwelling	6,210.55	8.94%	22.74%
Employment	20.96	0.95%	Employment	2,238.66	3.22%	-2.27%
Industrial	68.17	3.10%	Industrial	14,107.28	20.32%	-17.21%
Open Space	146.83	6.68%	Open Space	13,031.74	18.77%	-12.09%
Other	13.12	0.60%	Other	620.46	0.89%	-0.30%
Total	2197.83	100.00%		69439.46	100.00%	

Source: City of Portland; Metro RLIS Data March 2008

locate in each zone. The Powellhurst-Gilbert Neighborhood population is growing. According to the 2006 Powellhurst-Gilbert and Centennial Neighborhoods Survey Results, the average household size is 2.62 persons per household (PPH). The following two tables contain the desired number of dwelling units for each Comprehensive Plan designation according to the City of Portland Urban Growth Functional Plan. These units-per-acre were multiplied by the Comprehensive Plan designation in the Powellhurst-Gilbert Neighborhood and then the average PPH to create a population forecast. This yields neighborhood population potential given each designation built out to full development potential. Given the area of each land use designation and

the intended units per acre, the neighborhood could have 74,268 people when built out. However, this assumes that each lot in each zone would build out to full development potential. This is extremely unlikely to occur. Based on other Portland area comparisons, the future population would be much less than the maximum potential.

According to 2000 Census survey data, the neighborhood has an approximate population of 22,615.

According to population trends and the ESRI analysis conducted for this enhancement study, the neighborhood's population is increasing by 1.3% per year. A twenty year

forecast yields approximately 28,495 in twenty years; the planning period of the Comprehensive Plan.

Conclusion: increasing population creates a commercial use and service deficiency,

Recommendation: Expand commercial zoning district areas to accommodate future need.

Source: City of Portland Urban growth Functional Plan <http://www.portlandonline.com/shared/cfm/image.cfm?id=95318> page 1-16

Powellhurst Gilbert Population by Comp. Plan Designation					
PLAN	Acres	Units	Per Acre	Units Per Designation	Population Per Designation
RI	198.1539		43	8,521	22,324
R10	157.2134		4.4	692	1,812
R2	496.2493		21.8	10,818	28,344
R2.5	55.85128		21.8	1,218	3,190
R3	1.887865		14.5	27	72
R5	664.4745		8.7	5,781	15,146
R7	208.0632		6.2	1,290	3,380
RH	0.000466		80	0	0
Total	2197.832			28,346	74,268

Source: Metro RLIS Data. Springwater Consultants Analysis: March 2008

# APPENDIX F

## Existing Commercial Use

The SE 122nd Avenue commercial node inventory determines the commercial use rate for commercially-zoned properties within the corridor's one-half mile buffer area. On April 2, 2008, Springwater Consulting performed a commercial use inventory within the SE 122nd Avenue corridor buffer area. According to this inventory, there are 186 commercial taxlots within the corridor. Of these, 43 or 23.12% are not used as commercial. The majority of non-commercial uses are residential. Residential conversions comprise 22% of the commercial uses. Vacant lots are approximately only 1% of the uses indicating a high development demand.

The categories are further defined by their use including food, service, office, residential (including multifamily and single family) commercial retail, general commercial and open space (see chart below). According to the inventory, the majority of commercial uses are residential conversion with 22% of the total. This indicates that commercial use expanded into residential structures after rezoning. Residential conversion can be an indicator of a commercial service demand, but not yet sufficient profit for a commercially-specific structure. The second highest use is food-related uses. This indicates that food-related uses are popular choices among area residents. This inventory

suggests that neighborhood commercial uses are needed in the corridor because of the high percentage of residential conversions indicating an immediate need for commercially-designated structures.

**Conclusion:** The high residential conversion indicates a commercial structure demand. However, there is not yet sufficient demand to generate redevelopment. Therefore, commercial uses will occur where the redevelopment cost is lowest.

**Recommendation:** Allow the market to determine commercial use location with a mixed-use zone.  
SE 122nd Avenue Commercial Use Inventory

Commercially-designated Taxlots	186
Non-Commercial Use Taxlots	43
Percentage	23.12%

Source: Springwater Consultants. March 2008

## Qualitative Analysis

### 2006 Mail Survey Results

A 2006 mail survey performed by the City of Portland and Portland State University was analyzed to determine neighborhood shopping patterns and preferences (Survey at [www.portlandonline.com/shared/cfm/image](http://www.portlandonline.com/shared/cfm/image)).



cfm?id=155139). The 2006 Powellhurst-Gilbert and Centennial Neighborhoods Survey Results were reviewed to determine commercial retail preferences and neighborhood priorities. According to the 2006 survey, Safeway was the most popular neighborhood shopping destination. Although in personal interviews, WinCo was identified as the primary food source, only 29% of respondents shopped at that store. WinCo was the third most preferred store, next to Fred Meyer and Safeway. Residents cited product cost as the shopping determinant. According to interviews, WinCo can be 15-25% less expensive than Safeway for similar or identical goods.

**Conclusion:** Safeway is the most popular neighborhood shopping destination.

**Recommendation:** Provide opportunity for discount grocer or low cost food source in the Powellhurst-Gilbert Neighborhood.

Source: [www.portlandonline.com/shared/cfm/image.cfm?id=155139](http://www.portlandonline.com/shared/cfm/image.cfm?id=155139)

#### Additional Businesses and Amenities

The survey asked respondents to indicate what three types of businesses and amenities they would like to have

better access to within their neighborhood. Parks and open spaces were the most sought after amenity, listed by 43% of Powellhurst-Gilbert Neighborhood respondents, followed by sit-down restaurants (38%). Thirty-two percent of the respondents wanted a specialty grocery store. Many people wanted health care, banks, clothing and household goods (about 25% of the respondents in Powellhurst-Gilbert Neighborhood). Large grocery store and discount grocery store received 11% and 9% respectively meaning that a grocery store is needed, but it does not need to be a discount store. However, in personal interviews, the need for a closer discount grocery store was highlighted. People checking this response were asked to provide an example, and most people (38 total) named Trader Joe's.

**Conclusion:** the Powellhurst-Gilbert Neighborhood would support the market uses if they existed. Approximately 20% of the people want a discount grocery store. There are two non-discount stores in the neighborhood: Albertson's and Safeway. Therefore, a discount or low cost food source should be prioritized.

**Recommendation:** Land use designations should have sufficient area for a potential low-cost food store of medium size. Area should be established for services including banks, health care and other goods.

# APPENDIX F

## Priorities to Address in the Neighborhood

According to the 2006 survey, improving safety and reducing crime was the most important priority for respondents (71%), closely followed by improving sidewalks and conditions for walking (55%). These two concerns were the only ones chosen by a majority of respondents (Table 26). 54% of Powellhurst-Gilbert Neighborhood residents do not feel comfortable walking where there is no sidewalk and 67% of multifamily residents (both Powellhurst-Gilbert and Centennial neighborhoods) do not feel comfortable. Sidewalks are mentioned in twelve individual comments. This is confirmed by the preponderance of residents citing sidewalks as a need. Without sidewalks, transit is less efficient and enticing, safety is compromised particularly for children and residents avoid the area, reducing placemaking potential.

**Conclusion:** Sidewalks should be prioritized in the area. More people on the street will reduce crime, which was the primary neighborhood concern. Sidewalks on transit streets and 122nd should be a priority to create a safe pedestrian environment. Without this, 122nd cannot become a place or a neighborhood center.

**Recommendation:** Install sidewalks and street trees along SE 122nd along the entire corridor. This could be the single most important feature the city could contribute to the area to make it more inviting to the residents, increase commercial activity and provide a sense of place.

Source: [www.portlandonline.com/shared/cfm/image.cfm?id=155139](http://www.portlandonline.com/shared/cfm/image.cfm?id=155139)

## Travel Patterns

According to the survey, 95% of Powellhurst-Gilbert neighborhood residents drive to work or school and 3% take transit. The percentage of driver-to-other modes is higher than the remainder of the city, meaning that more residents drive in the neighborhood. Alternative mode limitations include: lack of pedestrian and bike infrastructure (sidewalks and bike lanes) and a lack of nearby destinations such as commercial, services and employment destinations. This is compounded by a predominant culture of automobile-preferred travel. This automobile use – particularly to destinations outside the neighborhood – reduce the possibility of neighborhood placemaking because people are less likely to congregate, meet, and identify with elements of their neighborhood.

### Springwater Consultants' Market Analysis

The Springwater Consultants' market study concluded that current commercial real estate market conditions do not support expanding commercial designations on the SE 122nd Avenue corridor. This is substantiated by a commercial vacancy rate analysis. Currently there is a 10% commercial vacancy rate. If there were a deficiency, there would be a lower vacancy rate. There is a 100% occupancy rate at the SE 122nd Avenue at SE Foster Road node. The analysis determines that traffic volumes along SE Foster Road justify more commercial. Therefore, if there was a deficiency, it would most likely exist on the south end of the SE 122nd Avenue corridor, based on vacancy rates.

However, the land use analysis and interview information conclude that there is a commercial use and service deficiency, that there are several barriers to commercial expansion that could be removed and that the Powellhurst-Gilbert Neighborhood would support the uses if they existed. These barriers include: low commercial land value, sidewalks, street trees, other commercial uses to create agglomeration and multi-destination trips, commercial competition from SE 122nd Avenue (at SE Powell Boulevard and SE Division Street and further north) and SE 82nd Avenue.

Low land value is observed by the trend of residential development in commercially-zoned areas. Because residential uses bring a higher profit, the commercially-designated areas are being developed as high density housing. This is evident at the SE 122nd Avenue at SE Foster commercial node. This displays a scenario where redevelopment is intended to be commercial by the zoning, but the lease rates aren't high enough to justify new commercial uses. One stakeholder interviewed stated that residential zoning was driving up the value of land so that commercial was becoming harder to build.

Low land value can be addressed by providing area amenities such as street improvements including: sidewalks, street trees, pedestrian crossing points, wayfinding signs, inviting transit stops and pedestrian-oriented streetlights. These improvements would bring people to the street, reducing crime and thus the perception of crime and would likely increase land values, making commercial development more feasible. These amenities make the area more enticing, improve land values, and make commercial development more viable on the corridor.

# APPENDIX F

Commercial uses are hampered by a lack of synergy with other uses. The limited commercial node size does not allow multidestination trips. There is no opportunity for additional commercial uses to capitalize on the other uses' customer presence, trip generation, or agglomeration. The existing businesses are a neighborhood destination for specialty needs such as auto tires. Therefore, one primary reason there is little commercial business is that there is no other commercial area. The commercial use that would most likely prosper in this environment is a large tenant. However, this type can't locate here because of the lack of commercially-designated acreage. Therefore, additional commercially-designated acreage could facilitate more commercial uses even though the market does not currently prefer commercial uses.

## Personal Stakeholder Interviews

Springwater Consulting performed personal stakeholder interviews and held neighborhood meetings regarding the enhancement study. Staff took notes and reviewed them for common themes related to commercial and service needs. This section describes Powellhurst-Gilbert Neighborhood residents' responses regarding the level neighborhood commercial and services on I22nd Avenue. Residents described the business and/or other services would they

like on I22nd Avenue. Residents provided information at various venues including individual interviews, tabling events, public meetings and small group meetings. The responses were summarized and analyzed for commercially-related information. These responses are described more in the public involvement section of this document. The following restates a majority of resident statements.

The majority of respondents described leaving the neighborhood for their commercial and service needs. They stated that they would shop on SE I22nd Avenue if their desired products were located there. Most desired small restaurants such as coffee shops to be used as gathering places. Most cited that a grocery price differential attracted them to shop at WinCo on NE I22nd Avenue and desired a discount grocer in the Powellhurst-Gilbert Neighborhood. Many cited the lack of services, which is disproportionate to the high percentage of the Powellhurst-Gilbert Neighborhood population using these services. This demand and lack of service creates a transportation challenge for residents with mobility problems. The solution cited was for services which are most used to be located in the NH such as elderly and children services. Many residents cited the lack of public and/or open spaces, sidewalks, trees and fast vehicle speeds, few pedestrian crossing locations and

sidewalk connections as barriers to shopping on SE 122nd Avenue.

**Conclusions:** The residents contacted would desire to shop closer to their home and would support neighborhood commercial uses on SE 122nd Avenue. However, obstacles such as streetscape design, pedestrian safety, and perception of crime need to be overcome in order to make SE 122nd a welcoming commercial area. Additionally, availability of goods and services must be increased to make SE 122nd Avenue into a destination.

### Key Findings

- According to the City of Portland Comprehensive Plan map, most of Powellhurst-Gilbert's commercial area is not on SE 122nd Avenue and thus, is not well-located to serve local market demand in the eastern part of the neighborhood.
- There is a lack of commercial retail and services to serve the area residents. The neighborhood is anticipated to increase in population.
- According to population trends more people could locate in the neighborhood increasing the need for commercial

retail, social and other services.

- More of these services are needed so residents do not have to travel out of the neighborhood to get satisfy their need. The neighborhood residents cannot safely use alternative transportation modes due to lack of pedestrian, bike and transit connections.
- Existing land use patterns and alternative transportation infrastructure in the Powellhurst-Gilbert Neighborhood require that the most encumbered population segments must travel the furthest for essential services and goods such as food, medical, clothing, and financial goods.
- Pedestrian infrastructure, prohibiting pedestrian travel and safe access to transit stops is not present, preventing the residents (and those most needing safe travel assistance) from walking in their neighborhood.
- The primary opportunity for neighborhood placemaking is through mixed-use and neighborhood-commercial development with placemaking design, attracting residents to the street, its shops and public spaces creating a neighborhood identity with public gathering places and resident interaction.



# APPENDIX G

## VISUAL PREFERENCE SURVEY AND RESULTS

This survey presents images from the Portland metro region showing different designs for multi-family housing, commercial, mixed use and streetscape development. Please rank each image using the scale below. Mark the box that best represents your opinion for each image. *FEEL FREE TO WRITE IN COMMENTS THAT EXPLAIN YOUR RANKING.*


MULTI-FAMILY	DISLIKE	SOMEWHAT DISLIKE	NEUTRAL	SOMEWHAT LIKE	LIKE	COMMENTS
IMAGE #1						
IMAGE #2						
IMAGE #3						
IMAGE #4						
IMAGE #5						
IMAGE #6						
IMAGE #7						
IMAGE #8						
IMAGE #9						
IMAGE #10						
IMAGE #11						
IMAGE #12						
IMAGE #13						
IMAGE #14						
IMAGE #15						
COMMERCIAL	DISLIKE	SOMEWHAT DISLIKE	NEUTRAL	SOMEWHAT LIKE	LIKE	COMMENTS
IMAGE #1						
IMAGE #2						
IMAGE #3						
IMAGE #4						
IMAGE #5						
IMAGE #6						
IMAGE #7						
IMAGE #8						
IMAGE #9						
IMAGE #10						

MIXED USE	DISLIKE	SOMEWHAT DISLIKE	NEUTRAL	SOMEWHAT LIKE	LIKE	COMMENTS
IMAGE #1						
IMAGE #2						
IMAGE #3						
IMAGE #4						
IMAGE #5						
IMAGE #6						
IMAGE #7						
IMAGE #8						
IMAGE #9						
IMAGE #10						
STREETSCAPE	DISLIKE	SOMEWHAT DISLIKE	NEUTRAL	SOMEWHAT LIKE	LIKE	COMMENTS
IMAGE #1						
IMAGE #2						
IMAGE #3						
IMAGE #4						
IMAGE #5						
IMAGE #6						
IMAGE #7						
IMAGE #8						
IMAGE #9						
IMAGE #10						
IMAGE #11						
IMAGE #12						

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**T**hank you for taking time to help fill out this survey.

QUESTIONS? COMMENTS. CONCERNS.  
CONTACT: SPRINGWATERCONSULTING@GMAIL.COM

In cooperation with: 

# APPENDIX H

## CPTED DESIGN STRATEGIES

### Crime Prevention Through Environmental Design (CPTED)

There are several design strategies put forth by CPTED that may aid the Powellhurst-Gilbert neighborhood in preventing crime and the perception of crime on SE 122nd Avenue: (1) natural surveillance; (2) territorial reinforcement; and (3) natural access control.

#### Natural Surveillance

Natural surveillance relates to the concept of “eyes on the street.” In other words, design features that maximize visibility of people, parking lots and building entrances can help deter would be criminals. Natural surveillance is promoted by the following design features:

- Well lit entrances, visible from the street or by neighbors
- Windows on all four facades to provide full visibility of property
- Parking and open space areas visible from the building or street
- Low shrubbery and fencing to allow visibility from the street
- Pedestrian scale lighting in high pedestrian traffic areas

#### Territorial Reinforcement

Territorial reinforcement can be achieved by clearly marking the separation between property lines. These design features send signals and cues to pedestrians that help distinguish public and private spaces. This extends a building’s “sphere of influence” beyond the building itself. General territorial reinforcement features include:

- Parking lots and entrances defined by landscaping
- Property lines defined with landscaping, paved treatments, architectural features, fencing or gates to guide pedestrian traffic
- Signs that clearly direct visitors to parking and building entrances

#### Natural Access Control

Unlike territorial reinforcement, natural access control features involve the physical structure. This strategy uses structural elements to clearly indicate public routes and discourage access to private areas, increasing the perception of risk to potential offenders. Natural access control can be achieved by:

- Lots, streets and houses designed to encourage interaction between neighbors
- Entrances accentuated with different paving materials,

lighting, changes in street elevation, architectural and landscape design

- Awnings installed over rear doors and windows
- Front porches to create transitional area between the street and home
- Rear access and signage to shops with rear parking lots

# APPENDIX I

## NEIGHBORHOOD HISTORY

The Powellhurst-Gilbert Neighborhood has a rich history that begins with the early settlement of the Willamette Valley. The name Powellhurst-Gilbert came from William M. Gilbert, a farm owner who settled in the area in the late 1800s. Powell was derived from Jackson Powell who also settled in the area in 1853, and for whom Powell Boulevard is named. The name Powellhurst-Gilbert was taken after the area was annexed by Portland in 1994.

The area remained mainly rural in nature until the beginning of the 1900s. Evidence of change can be seen in the 1927 Metzger Land Division Map. In that map, many of the farms have been divided up into housing lots that are still much larger than the typical 50'x100' Portland lot. The Great Depression kept the area from developing until after World War II.

In post-World War II America, urban populations began looking for amenities such as large yards and quiet neighborhoods that could be found in the developing suburban areas. Powellhurst-Gilbert was still unincorporated Multnomah County at this time and considered far from Portland's city center. The neighborhood seemed especially removed from the city because I-84 was not

built until 1958, and the critical neighborhood artery, I-205, was not completed until 1983. The Powellhurst-Gilbert neighborhood was completely annexed by the City of Portland in 1994; however, unlike many other freeway corridors in the Portland area, Powellhurst-Gilbert remains isolated from much of the typical suburban growth.

While all neighborhoods in Portland realized the pressures of rising land values and infill development, the large lot sizes characteristic of the Powellhurst-Gilbert neighborhood created a unique development pattern. Being rural in nature for so long has also left the neighborhood without the centralized commercial district that often developed in towns or neighborhoods in the beginning of the 1900s.

The Powellhurst-Gilbert neighborhood of today is a collection of many different housing types and varying levels of density. Commercial development along SE 122nd Avenue is nodal rather than continuous. Other important elements of this neighborhood are the current demographics and projected population growth, which make it more diverse than at any other period in its history.