



EASTSIDE PARK & RIDE TRANSIT-ORIENTED DEVELOPMENT PLANNING STUDY

Menlo Park East 122 Ave. and Rockwood East 181st Ave. Park & Ride | May 2025

TRIMET'S TRANSIT-ORIENTED DEVELOPMENT PROGRAM

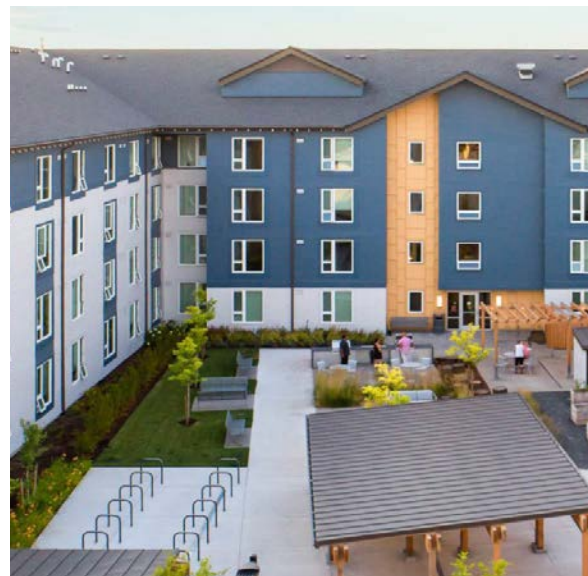
TriMet is committed to making our region an inclusive, sustainable and vibrant place to live and work. Transit-Oriented Development (TOD) can help achieve this by delivering high density housing and commercial buildings close to transit. TOD projects help communities manage new growth while minimizing negative environmental and social impacts.



East County Library (image: Holst Architecture)



TriMet re-established our TOD program in 2015. Since then, we have supported the delivery of 718 new residential units, 477 (66%) of which are affordable units (i.e., for residents with incomes <60% AMI). Our TOD program exists to create and support partnerships with public, private and community groups to deliver equitable developments so that each project meets everyone's needs. We are not developers, but we work with partners to facilitate new developments. These programs optimize the density and mix of uses at TOD sites to minimize the dependency of owning a vehicle while maximizing accessibility to transit. TOD can deliver impactful and diverse benefits, including increasing the supply of affordable housing units, preventing displacement, creating economic opportunities and relieving gentrification pressures.



To support the delivery of our TOD program, TriMet adopted formal guidelines defining key TOD objectives and goals. These guidelines were first approved by TriMet's Board of Directors in May 2020 and are periodically reviewed and updated to ensure that the TOD program remains dynamic and can quickly respond to changing community, environmental and economic needs.



Integrated and Multi-Modal.



User-Friendly to Promote Transit Use.



Financially Viable.



Safe, Vibrant, and Accessible.



Balanced Mixed-Uses.



Deliver Density.



Provide Housing.

ACKNOWLEDGEMENTS

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Community-Based Organizations

NARA Wellness Center
Hazelwood Safety Initiative
East Portland TIF Exploration
Rosewood Initiative
Thrive East PDX
PBOT/Better Bus Project
Safe Blocks
Jubilee Hall Coffee Shop
Cultivate Initiatives
Worksystems Inc
Portland Parks and Recreation
Central City Concern
Party On Portland
IRCO
New Avenues for Youth
Latino Network
Family of Grace Church
Preschool for All
Hazelwood Neighborhood Association
East Portland Action Plan

Rockwood School's Out For Summer
Mammograms and Mariachi
Summer Health Festival
Rockwood CDC
National Night Out
Hacienda CDC
Gresham Redevelopment Commission and City of Gresham staff
New Avenues for Youth
Latino Network
Rockwood Market Hall Public Market Event
Rockwood Market Hall Back to School Event
Preschool for All
Rockwood Neighborhood Association


This project was funded by a grant from the Federal Transit Authority's Pilot Program for Transit-Oriented Development Planning.

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Downtown Portland


Portland Airport



Gateway Regional Center

 122nd Avenue Park & Ride

Hazelwood

City of Portland
City of Gresham

Rockwood

 181st Avenue Park & Ride

EXECUTIVE SUMMARY



INTRODUCTION

TriMet’s Transit-Oriented Development (TOD) Goals

TriMet currently operates 55 Park & Ride sites adjacent to transit. Park & Rides with low utilization, particularly in areas with growing needs for housing and services, provide unique opportunities to advance TOD. TOD is commonly defined as high-density, mixed-use development within walking distance of transit. TriMet has adopted the following regional Transit-Oriented Development Goals:

- **User-Friendly to Promote Transit Use.**
- **Financially Viable.**
- **Safe, Vibrant, and Accessible.**
- **Balanced Mixed-Uses.**
- **Deliver Density.**
- **Provide Housing.**

[TriMet’s Regional TOD Plan](#) aims to achieve these goals within Metro’s 2040 Growth Concept framework, which encourages compact development to use land and resources efficiently. The Regional TOD Plan guides evaluation and prioritization of TriMet’s sites for community-focused development. Based on this framework, TriMet selected two underutilized Eastside Park & Ride sites for transit-oriented development: the **E 122nd Avenue Park & Ride** in East Portland and the **E 181st Avenue Park & Ride** in Gresham. **Both these sites were under 3% utilized as of 2023,** and they provide unique infill opportunities to increase ridership and support growing and diverse communities.

Planning Study Goals

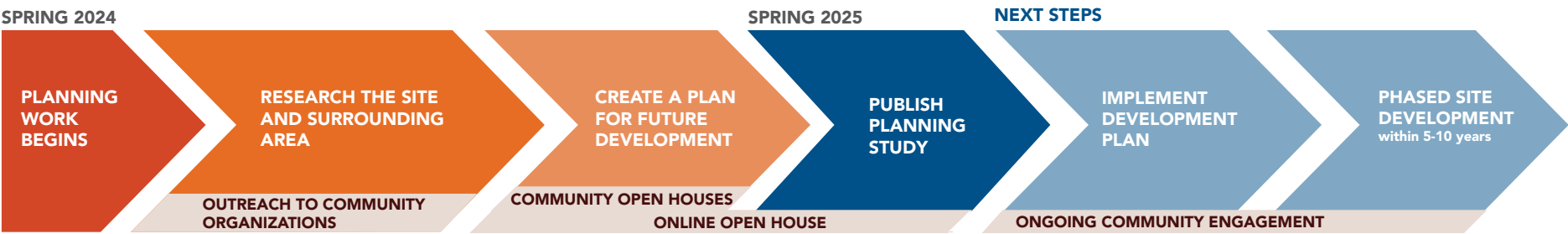
This plan outlines a vision for future development at these sites. It was informed by robust community engagement, market analysis, urban design and mobility studies, and collaboration with partner agencies. It will support TriMet and development partners to deliver beneficial development to the East Portland and Rockwood communities. This planning study was guided by the following goals:

- **Engage meaningfully and transparently with community stakeholders**
- Identify contextual and transit-accessible **community-supporting development program**
- Promote **equity, sustainability, and economic growth**, and **leverage funding opportunities**
- Establish a **flexible framework** and **realistic timeline** for phased development

Process & Community Engagement

The planning study was conducted over 12 months between 2024 and 2025. A 19-member Technical Advisory Group was convened, including representatives from Portland and Gresham agencies, to review and guide project outcomes. TriMet leadership and the TriMet Board were engaged and briefed at key points throughout the process.

Community engagement was guided by past efforts and conducted with a focused effort in two phases: first, to interview community-based organizations and stakeholders around each site; and second, to share options and ideas for each site with the broader neighborhood and public. Community input informed the preferred programs and concepts for each site. TriMet will continue to engage local communities as it seeks development partnerships at each site, with a focus on advancing community stability, safety, and prosperity.



Project Timeline

E 122ND AVENUE PARK AND RIDE | Key Findings

The E 122nd Avenue (Menlo Park) Park & Ride site sits at a major crossroads of streets and transit, with 2,300 riders boarding and alighting and 14,200 vehicles passing by per day.

Site Capacity & Opportunities

- 4.23 acre site with residential and commercial uses allowed outright, 100' height limit
- No minimum parking requirements
- Vehicular access from side streets on 124th Ave and SE Ash St.
- City of Portland constructing safety improvements to 122nd Avenue with an anticipated start in 2028, including various improvements to the E 122nd Ave/E Burnside St intersection.



Neighborhood Context

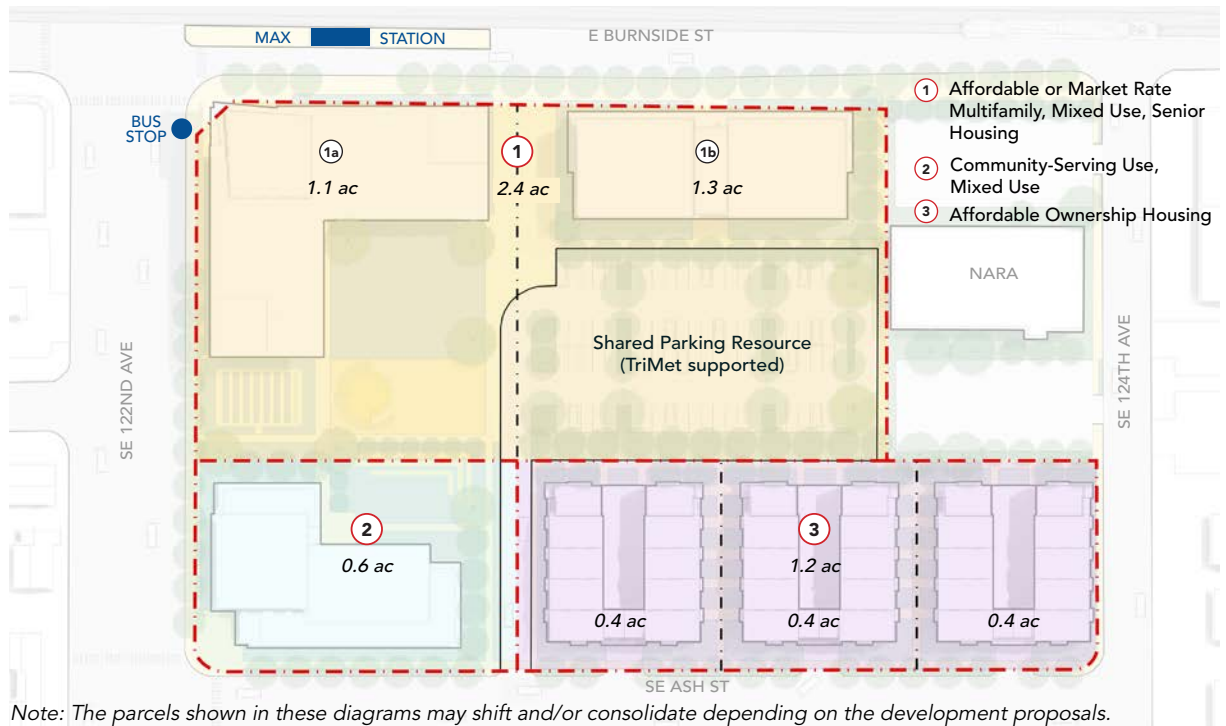


Site Aerial

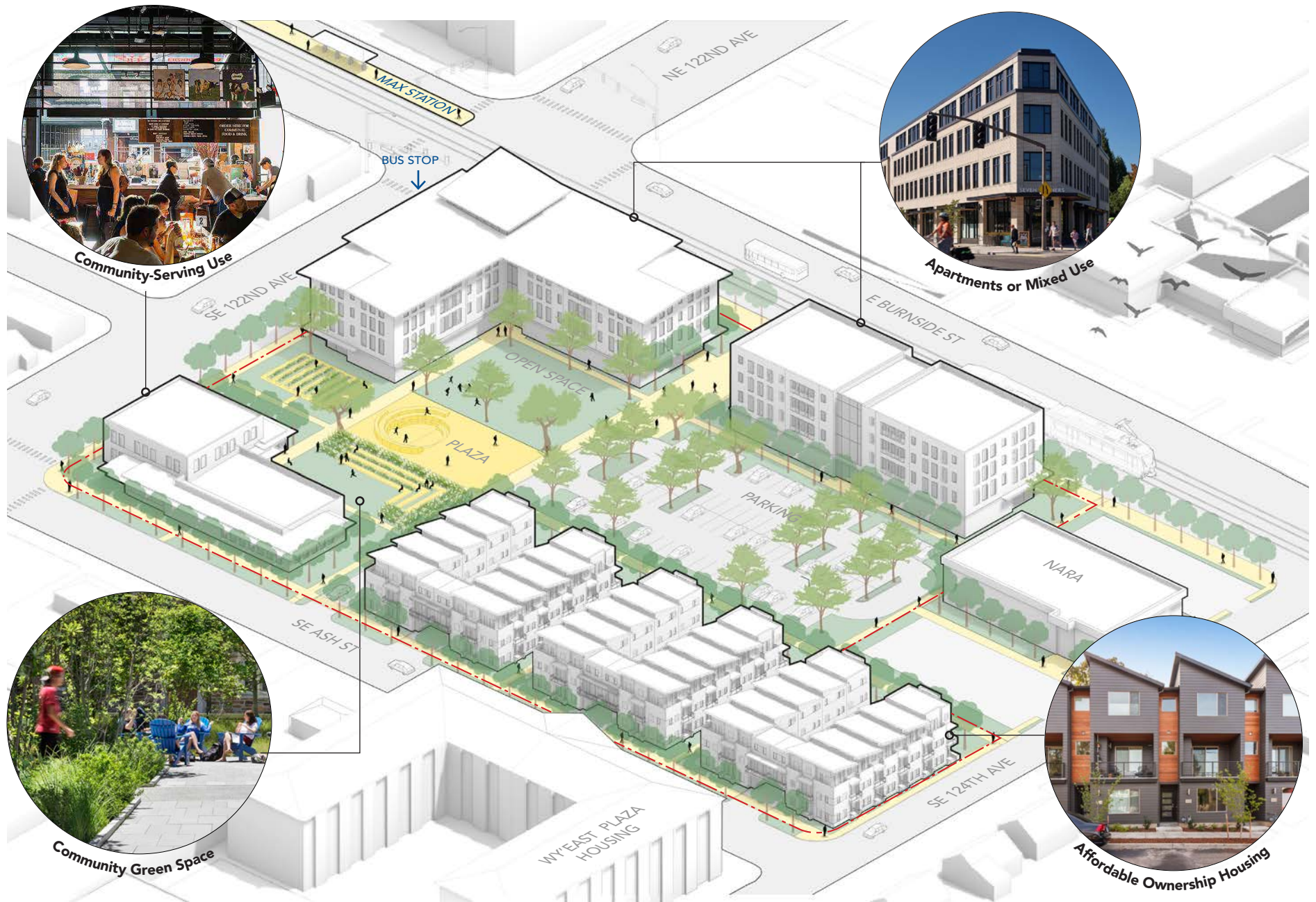
Site Master Plan & Development Framework

TriMet and community partners envision a mix of housing and community-serving uses to formalize and enhance this established neighborhood.

- **Residential/Vertical Mixed-Use:** range of affordability levels, unit sizes, and types, including affordable homeownership. Desired minimum density of 40-45 du/ac with zoned capacity for greater density.
- **Commercial/Community-Serving Uses:** Childcare, food options, small businesses, potential public use such as a Community Music Center.
- **Public Realm:** cohesive, accessible, welcoming, and resilient with tree canopy, active ground floor uses promoting safety, clear site circulation with access to transit with mobility hub
- **Parcels:** Small and large parcels offer phased development opportunities with efficient access.
- **Potential Projects:** townhouse-style affordable homeownership; housing or vertical mixed-use; and a community-serving commercial or public use, which may also be developed as a mixed-use project with housing above.



Preferred Concept Parcel Opportunities



Preferred Concept Massing Demonstration

E 181ST AVENUE PARK AND RIDE | Key Findings

The E 181st Avenue Park & Ride sits at the heart of the diverse Rockwood neighborhood, just one block from MAX stops and the vibrant Downtown Rockwood development.

Site Capacity & Opportunities

- 2 acre site with residential and commercial uses allowed outright, maximum 6 stories
- No minimum parking requirement, maximum 2 sp/unit
- Vehicular access from E Burnside St, SE Ash St, and SE Pine St
- City of Gresham owns neighboring parcels to east

Site Master Plan & Development Framework

TriMet and community partners envision a robust mix of housing with family-sized units and the potential for vertical mixed-use development.

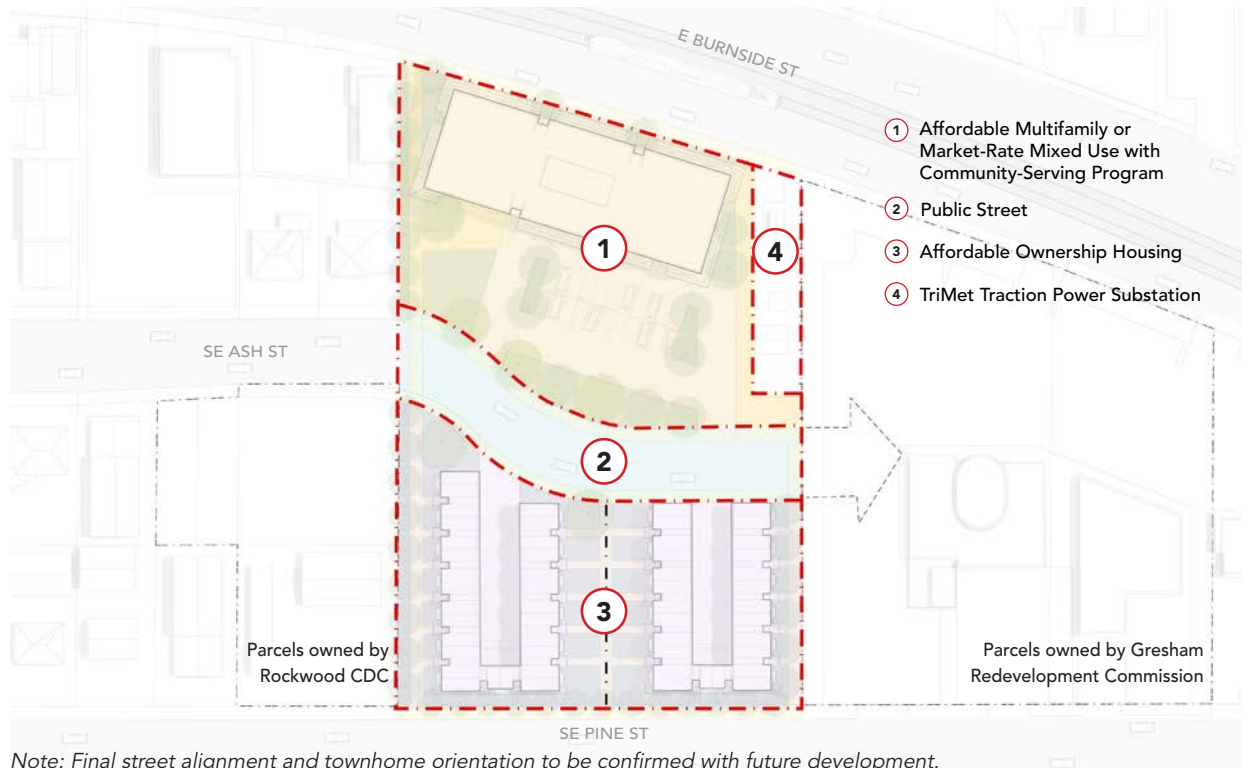
- **Residential/Vertical Mixed-Use:** Range of affordability levels, unit sizes, and types, including affordable home ownership. Desired minimum density of 45-50 du/ac with zoned capacity for greater density.
- **Commercial/Community-Serving Uses:** Childcare, small business space
- **Public Realm:** cohesive, accessible, welcoming, and green pedestrian and micromobility connections between surrounding streets; eastern extension of SE Ash St ROW
- **Parcels:** Up to three parcels provide phased development opportunities with independent access
- **Potential Projects:** townhouse-style affordable homeownership; apartments or vertical mixed-use. Townhome orientation to be determined based on City code, ownership structure, and street alignment considerations.



Neighborhood Context



Site Aerial



Note: Final street alignment and townhome orientation to be confirmed with future development.

Preferred Concept Parcel Opportunities



Preferred Concept Massing Demonstration



INTRODUCTION

GOALS AND PROJECT INTENT

TriMet currently operates 55 Park & Ride sites around the Metro region. Parking lots with low utilization, particularly in areas with growing needs for housing and services, provide unique opportunities to advance TriMet's strategic goals for improving ridership and transit experience while meeting regional needs for a greater density of housing and services.

This plan outlines a vision for future development of two East Side Park & Ride sites at E 122nd Ave and E Burnside St in the Hazelwood neighborhood of Portland and near E 181st Ave and E Burnside St in the Rockwood neighborhood of Gresham. The plan was developed with robust community engagement, market analysis, urban design and mobility studies, and collaboration with partner agencies. It will support TriMet and development partners to deliver beneficial development to the Hazelwood and Rockwood communities.



Fuller Station TOD, developed on a former Park & Ride site

TriMet's Regional TOD Goals

TriMet's 2020 [Regional Transit-Oriented Development Guidelines](#) and 2023 [Regional TOD Plan](#) represent the agency's commitment to promote equity, sustainability, and accessibility by supporting TOD projects that meet the agency's broader strategic goals. TriMet's TOD goals are:

- **User-Friendly to Promote Transit Use.** Use wayfinding, building orientation, and multi-modal pedestrian-scale design to integrate sites with transit.
- **Financially Viable.** Ensure long-term sustainability by justifying costs through a project-benefit perspective.
- **Safe, Vibrant, and Accessible.** Develop station areas that provide community-oriented services for those who live, work, and visit.
- **Balanced Mixed-Uses.** Ensure balanced development for residents to live, work, shop and play.
- **Deliver Density.** Maximize social and economic returns by creating resource-efficient, high-quality, and environmentally healthy infill developments.
- **Provide Housing.** Ensure an appropriate mix of housing types and affordability, including 30% of units for low-income residents, with a focus on anti-displacement.

These goals informed the selection of two underutilized Eastside Park and Ride sites for transit-oriented development: the E 122nd Ave Park & Ride and the E 181st Ave Park & Ride. These sites were less than 3% utilized as of 2023, and they provide unique infill opportunities to increase ridership and support growing and diverse communities.

TOD Planning Study Goals

The intent of this planning study is to advance TriMet's regional TOD objectives by identifying concept master plans for these Park & Ride sites that create a clear vision for future development. By establishing a baseline concept for future site development, this plan aims to help developers and the community move forward with proposals that support neighborhood repair, safety, and prosperity for the unique communities surrounding the two Park & Ride sites. The planning study integrates TOD goals, community priorities, site opportunities, and economic feasibility to present a preferred development concept for each Park & Ride site. It also addresses requirements and next steps to establish successful development partnerships.

The planning study was guided by a set of specific goals:

- Promote equity, sustainability, and economic growth outcomes
- Ensure new development supports and promotes future projects on transit corridors
- Identify potential barriers to development & site opportunities
- Promote design outcomes that respond to context, celebrate diversity, enhance accessibility, and support community safety
- Establish a flexible framework and realistic timeline for phased development
- Leverage funding opportunities to deliver development projects
- Engage meaningfully with community stakeholders to best serve the planning and development effort
- Communicate clearly and transparently about project goals and outcomes

PROJECT PROCESS AND TIMELINE

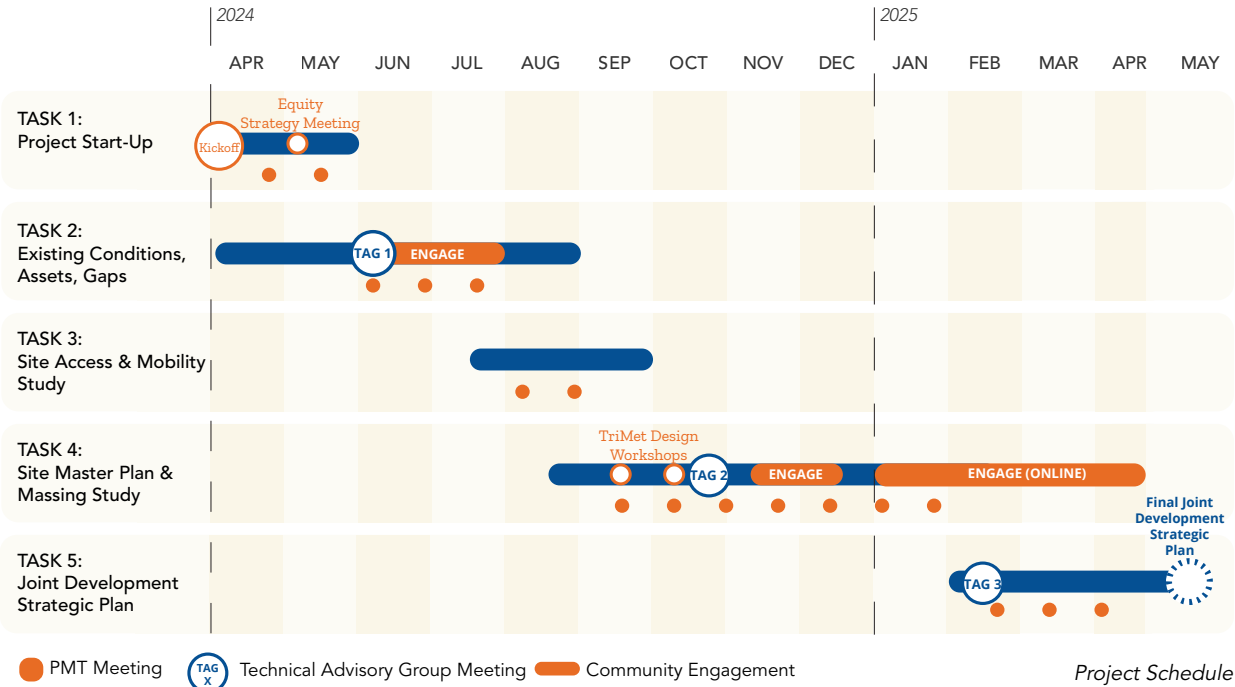
This planning study was conducted over 12 months from 2024 to 2025. It included five tasks: kickoff, existing conditions analysis, site access & mobility analysis, site master planning and massing studies, and development of this final plan. TriMet's Transit-Oriented Development Program team led the effort with support and input from TriMet operations, service planning, and others. TriMet leadership and the TriMet Board were engaged and briefed at key points throughout the process.

A 19-member Technical Advisory Group (TAG) was convened, including representatives from Portland and Gresham agencies and other organizational partners. The TAG's role was to review and provide feedback on planning study work products based on technical areas of subject matter expertise, including community engagement, planning, economic development, site development, accessibility, safety and security, and infrastructure. Their feedback helped the team to align the work with the planning study goals; integrate with related efforts; and create an implementable plan for future site development. This group met four times, including one design workshop where the team collaboratively explored multiple options for each site before arriving at three options to share with the community.

Community Engagement

The Hazelwood neighborhood of East Portland and the Rockwood neighborhood of Gresham are home to diverse and historically under-served communities. Many initiatives have sought public input to inform their work. In recognition of the significant community engagement already completed, the team began with a summary of what has been learned from other efforts.

Engagement was conducted continuously throughout the project, with a focused effort in two phases. In the first phase of community outreach, the key takeaways from past engagement formed



Project Schedule

the basis for a series of conversations with local community organizations to confirm community priorities for future development. In the second phase of engagement, the team shared three development concepts for each site in a number of venues, including open houses, an online survey, and meetings with information provided in English and Spanish. The feedback from this second phase informed the preferred development approach for each site. TriMet will continue to engage local communities as it seeks development partnerships at each site, with a focus on advancing community stability, safety, and prosperity.



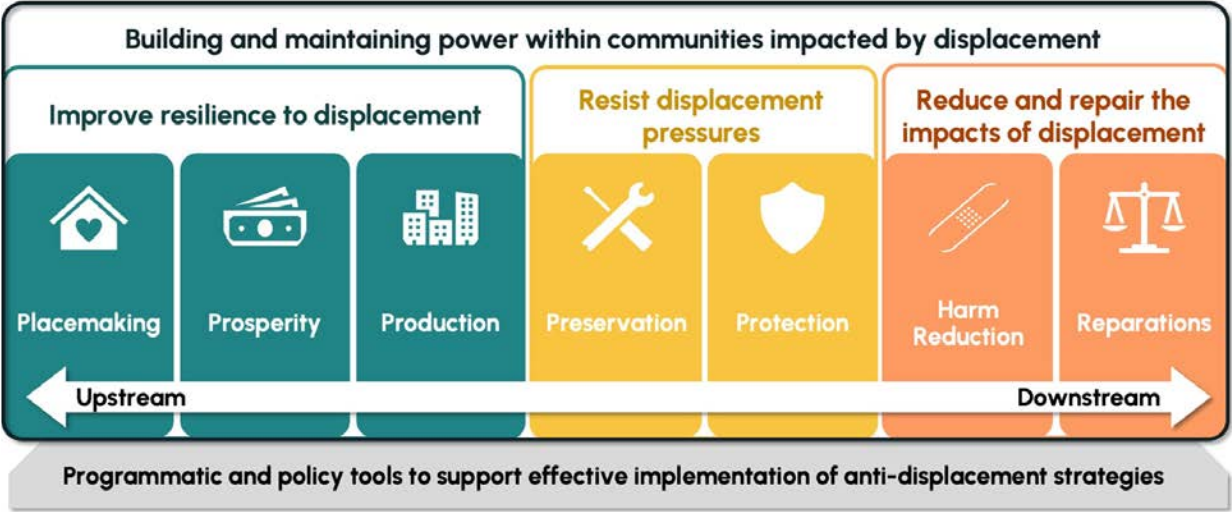
Community Open House

Equitable Transit-Oriented Development Framework

It is important to acknowledge that new development—even when driven by agencies with strong anti-displacement values—can create economic pressures that lead to unintended outcomes such as gentrification and impacts to community identity and cohesiveness. To mitigate the negative impacts of new developments, TriMet researches and implements equitable development strategies.

There is a wide range of potential interventions to promote equitable TOD. On one end, programs can work directly with tenants to prevent or mitigate the impacts of displacement that may occur with new developments. On the other end, policies can improve the community’s resilience to displacement by fostering a sense of place, prioritizing current residents’ prosperity, and encouraging housing production. Equitable TOD strategies require multiple policies and programs.

TriMet seeks to advance equitable TOD through place-based strategies that create new economic opportunities, encourage neighborhood stabilization, and promote appropriate community-centered developments. These strategies align with existing policies and plans in the region and are aligned with findings from past and ongoing community engagement. As TriMet advances TOD efforts for the two Park & Ride sites, it intends to employ strategies that support placemaking, economic prosperity, and housing production (three “upstream” strategies in the figure on the right). These early strategies can help to prevent and mitigate potential displacement impacts later and are key components of a broad spectrum of anti-displacement strategies that local communities and agencies like TriMet can jointly work toward.



Source: FHWA Anti-Displacement Toolkit: State of the Practice Overview, 2024, ECONorthwest.

DEFINITIONS AND HOUSING AFFORDABILITY METRICS

The following pages include definitions and information that to assist with the interpretation of the terms and concepts used in this report.

- **Transit-Oriented Development (TOD)** is commonly defined as high-density, mixed-use development within walking distance (0.5 mile) of transit that aims to support transit ridership, reduce congestion and pollution, and contributes to healthier, more livable neighborhoods.
- **Equitable Transit-Oriented Development (ETOD)** is a set of policies, processes, and development forms that plan for and support investments in the built environment to serve the needs of community members, especially the most vulnerable, while enabling future growth. It is centered on the people who live, work, and create in communities of color and in low-income communities that are served by

existing or planned high-capacity transit service, such bus and/or rail. As communities grapple with climate, housing, public health, and racial justice issues, ETOD can be an important strategy to create a healthy, climate resilient, and equitable future for all

- **Tax Increment Financing (TIF) District / Urban Renewal Area (URA).** These terms describe geographic areas defined by a public development authority like Prosper Portland or the Gresham Redevelopment Commission. Within these areas, property value increases are used to fund local improvements and redevelopment to support the neighborhood.
- **Micromobility** refers to things like bicycles, scooters, skateboards, and other devices that transport one or two people.

- **Transportation Demand Management (TDM)** means using smart ways to help people get around, like sharing rides, using buses, trains, bikes, scooters, or walking. This reduces traffic on the road and is more efficient for everyone.
- **PBOT Vision Zero** is a goal to eliminate all traffic deaths and serious injuries on Portland streets by 2025. Vision Zero reaches beyond traditional transportation agency safety programs. It is a multi-agency, multi-partner initiative that requires cooperation, commitment, urgency, and action across the community.



Transit-Oriented Development



Micromobility



Transportation Demand Management

Housing affordability was highlighted as an important issue in community feedback and in economic analysis conducted as part of this plan. It is important to understand housing affordability because it drives economic prosperity for residents and communities.

- **Housing affordability** is usually defined by a benchmark established by U.S. Department of Housing and Urban Development (HUD). A housing unit is considered affordable to a household if housing costs do not exceed 30 percent of a household's income.
- **Area Median Income (AMI).** HUD establishes an annual estimate of a typical, 4-person household's income called the Area Median Income (AMI). The 2025 AMI for the Portland metropolitan area is \$124,100, which reflects the median income of a four-person household.



Renaissance Commons Apartments, Affordable Rentals

- **Affordable housing** typically refers to income-restricted units where occupancy is determined by households' incomes. The income limits are set by specific policy requirements. Affordable housing may be offered to tenants as rentals or buyers as ownership products.
- **Market-rate housing** is not restricted to households of certain incomes, and landlords and property owners determine the asking rents and asking sales prices, which are generally higher than the asking rents and prices of income-restricted affordable housing. While new market-rate housing is generally listed at the top-end of the price range and might sell for even more to the highest bidder, older market-rate housing is more affordable.



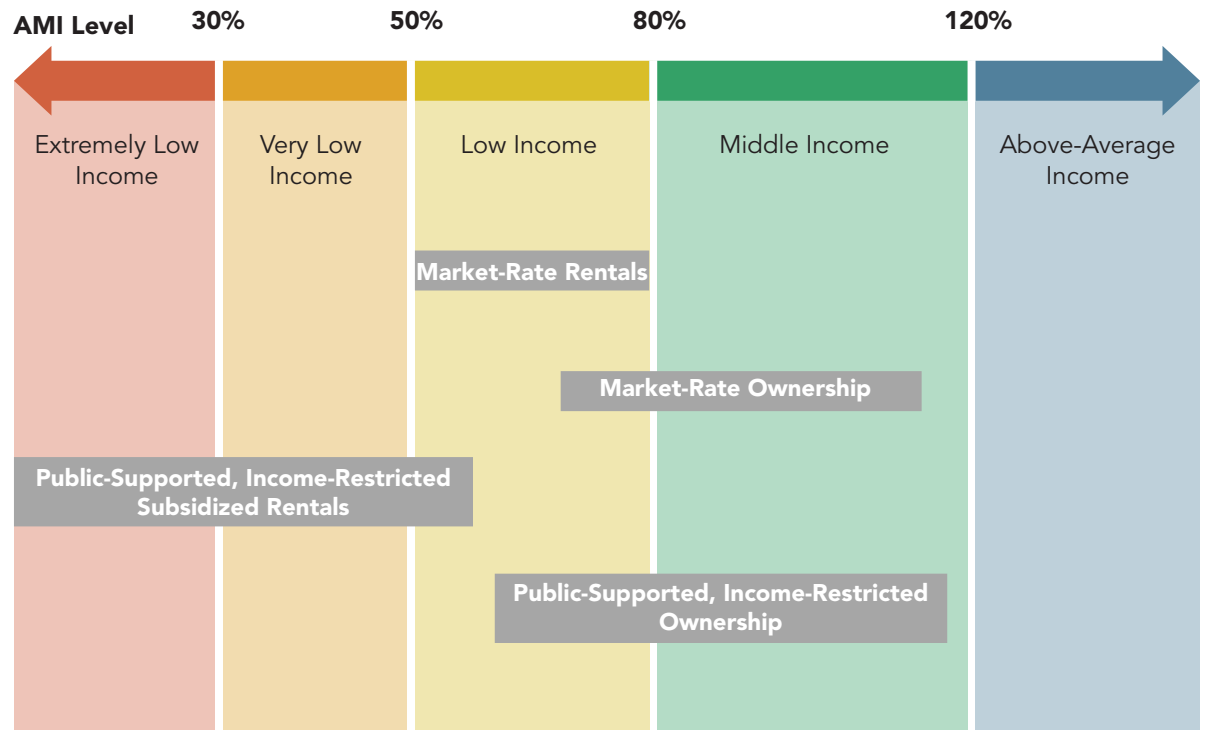
Kenton Townhomes, Affordable Ownership

- **Affordable rentals** have rent caps that are typically calculated based on between 30% and 60% of the Area Median Income (AMI). 30% is sometimes referred to as Very Low Income, and 60% referred to as Low Income. In reality, many key service workers in urban markets often earn no more than 60% AMI. The number of bedrooms is also calculated in the Affordable Rent (see table on page 8) adjusting for bedroom counts (or household size), and deducting utility allowances.
- **Affordable ownership** housing has purchase price caps. The City of Portland establishes maximum purchase prices for affordable homeownership units (see table on page 8).
- **Shared equity models** are affordable home ownership structures that support wealth-building while preserving affordability. When housing prices rise, a portion of the increased equity value is available to the residential owners. However, some portion of the increased equity value is retained by a nonprofit management organization, which could be a community land trust (CLT).
- **Community Land Trust (CLT)** refers to a nonprofit that owns the land (not the units) of a shared equity development and is responsible for some aspects of property management and ensuring the property stays affordable when individual owners sell.
- **Temporary/transitional housing** is a short-term living arrangement for individuals or families transitioning out of homelessness or unstable housing situations. This type of housing often includes supportive services to help people find stable housing and employment.

Housing Affordability Spectrum

Affordable housing policies and priorities are intended to fill gaps in the housing market and deliver housing to those who are more in need. In the study areas surrounding the two Park & Ride sites, market-rate rental units serve a broad array of households, and they are generally affordable to households earning between 50 to 80 percent of the AMI (e.g., a one-bedroom unit listed at about \$1,000 to \$1,700 per month). Market-rate ownership units are generally affordable to households earning between 70 percent and 110 percent of the AMI (e.g., a three-bedroom unit listed at about \$330,000 to \$620,000). Older units tend to have lower rents and prices, and newer units tend to have higher rents and prices.

However, market-rate units are generally not affordable to renters earning below 50 percent of the AMI. While some of these renters might pay less than \$1,000 in rent per month, most of them are spending more than 30 percent of their income on housing costs. Residents paying more than 30% of their income on housing are referred to as “cost burdened”.



Existing housing availability by income range near the two Park & Ride sites

Affordable rental units (i.e., publicly-supported, income-restricted rentals) intend to fill this gap by targeting households earning 60 percent of the AMI or below. But, depending on specific programs, there could be many types of affordable rental units. Some target 50 to 60 percent of the AMI while others target 30 percent of the AMI and below, which are often referred to as permanent supportive housing (PSH). Table 1 shows rent prices considered affordable to families of different sizes and income levels.

Table 2 shows the relationship between affordable rent for one-bedroom units and typical wages and occupations. For example, a one-bedroom unit that is income-restricted to a person earning 60 percent of the AMI (\$52,100 after adjusting for household size) would be affordable to a typical file clerk or someone providing administrative support in a Portland office. The table shows averages, so there will be differences among people's specific wages and occupations.

Affordable ownership housing generally targets households earning 60 to 100 percent of the AMI. In doing so, affordable homeownership programs provide a pathway to homeownership for low-income renters who might not be able to compete with middle-income earners also competing for older, market-rate ownership options. Table 3 shows affordable homeownership prices for families of different sizes and incomes.

• **Table 1: Affordable Monthly Rents in Portland Metropolitan Area in 2025 by AMI**

Bedrooms	Household Size	30%	40%	60%	80%	100%	120%
Studio	1 person	\$520	\$740	\$1,180	\$1,610	\$2,040	\$2,480
1 Bedroom	1 or 2 people	\$530	\$770	\$1,230	\$1,700	\$2,160	\$2,630
2 Bedrooms	3 people	\$630	\$910	\$1,470	\$2,030	\$2,590	\$3,150
3 Bedrooms	4 or 5 people	\$730	\$1,050	\$1,690	\$2,340	\$2,980	\$3,630

Source: ECONorthwest analysis of U.S. Census and Bureau and Bureau of Labor Statistics data

• **Table 2: Affordable 1-Bedroom Rent, AMI, Hourly Wage, and Occupation in 2025**

AMI Level:	30%	40%	60%	80%	100%	120%
Affordable Rent of Studio	\$520	\$740	\$1,180	\$1,610	\$2,040	\$2,480
1-Person AMI	\$26,050	\$34,750	\$52,100	\$69,500	\$86,900	\$104,250
Typical Hourly Wage	\$15	\$19	\$29	\$39	\$48	\$58
Example Occupations	Below minimum Wage (\$15.95) Workers	Fast Food and Counter Workers	File Clerks (office and Admin. Support)	Mental health Counselors	Police Officers & Building Inspectors	Civil Engineers & Analysts

Source: ECONorthwest analysis of U.S. Census and Bureau and Bureau of Labor Statistics data

Note 1: Affordable rent estimates exclude utility allowances.

Note 2: 1-person AMI is equivalent to 70 percent of 4-person AMI.

Note 3: Hourly wage based on 1,800 work hours per year.

• **Table 3: Affordable Home Prices in Portland in 2025 by AMI**

Bedrooms	Household Size	60%	80%	120%
Studio	1 person	\$171,300	\$272,800	\$457,000
1 Bedroom	1 or 2 people	\$181,200	\$289,800	\$489,000
2 Bedrooms	3 people	\$223,300	\$350,900	\$587,000
3 Bedrooms	4 or 5 people	\$257,700	\$402,500	\$678,000

Source: Portland Housing Bureau

Notes: For 60 percent and 80 percent of the AMI, 2025 limits from the City of Portland were not available when writing this memo. ECONorthwest inflated the 2024 maximum purchase price caps by percent change in AMI between 2024 and 2025 and rounded them to the nearest hundred. For 120 percent of the AMI, ECONorthwest calculated and approximate price based on the following assumptions: 28 percent expense to income ratio, 6 percent mortgage rate, and 10 percent of housing expenses are property taxes.



E 122ND AVENUE PARK & RIDE

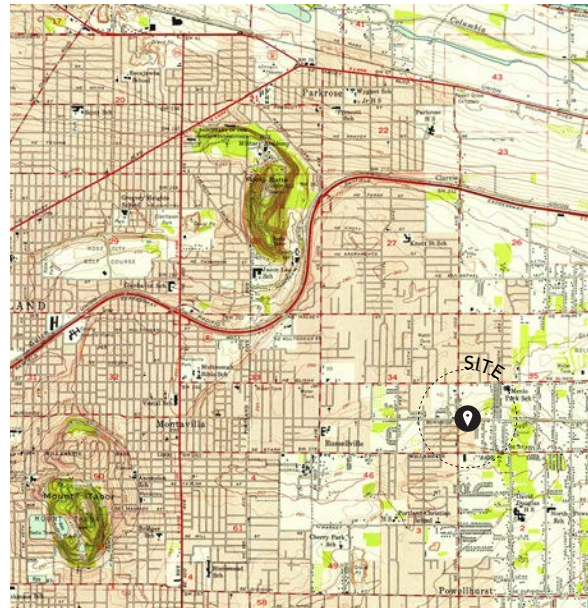
EXISTING CONDITIONS, COMMUNITY ASSETS AND GAPS ANALYSIS

Site & Neighborhood History

East Portland is located on traditional village sites of the Multnomah, Kathlamet, Clackamas, Tualatin, Kalapuya, and Molalla bands of the Chinook, and many other Tribes who made their homes along the Columbia River. Multnomah is a band of Chinooks that lived in this area.

With Euro-American settlement and expansion, East Portland became a rural and agricultural area on the fringes of the more developed areas of the city. It was used as farmland until the 1950s and 60s, when suburban expansion made this the urban edge of what is now the City of Portland.

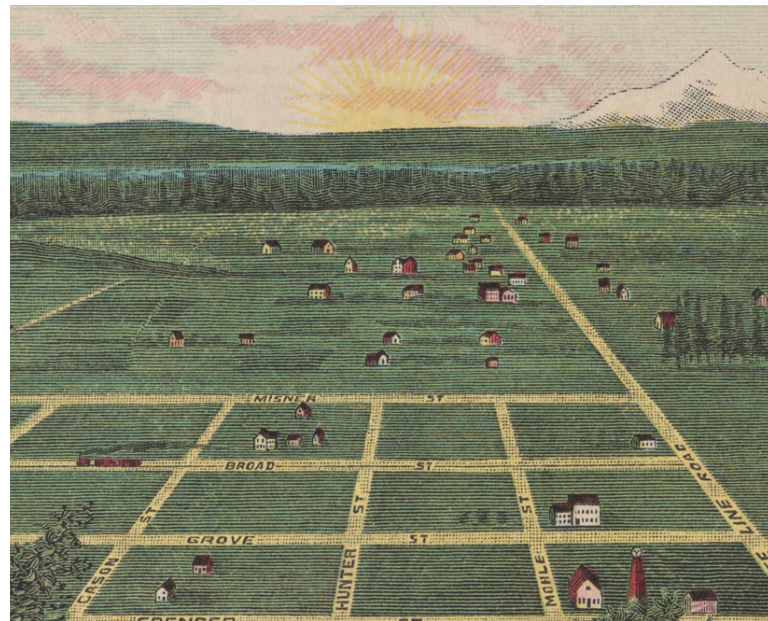
In 1973, TriMet began planning the eastern extension of MAX, then called the Banfield Light Rail Project. Construction began in 1982, and the new line connected downtown Portland and Gresham starting in 1986, providing a 15-mile alignment between downtown Portland and the more suburban Gresham and East Portland areas. TriMet acquired the Park & Ride site in 1985, and construction as a Park & Ride was completed in 1989 with the intent of supporting transit use by East Portland communities. However, by 2015, utilization was lower at this site than many other of TriMet Park & Rides. After the 2020 pandemic, utilization dropped below 3% and has not increased since.



East Portland Map, 1954



SE 80th and SE Stark St, 1905



Looking east from Mt Tabor, 1899



Opening of Max Service, 1986

Neighborhood Context & Assets

The E 122nd Ave Park & Ride site is located at a major crossroads at the heart of the Hazelwood neighborhood. This area is well connected by transit to regional destinations. The urban environment is characterized by large streets, suburban development patterns, and the lack of a clearly defined “neighborhood center” with commercial activity and a sense of place. There is a community desire to see a new public use or a focal point to represent this neighborhood.

While there are several small restaurants in the neighborhood, options for groceries or fresh food purchase are lacking, according to community input and mapping of community assets. Closer to the site, there is a concentration of subsidized affordable housing developments. However, there remains a known need for housing at multiple levels of affordability in the neighborhood and region. Additionally, this area is relatively service-rich for age-friendly housing such as accessible housing or housing for seniors.

The E 122nd Ave corridor around the Park & Ride is characterized by large parking lots, auto dealerships, and low-density commercial uses. Both E 122nd Ave and E Burnside St are high-crash corridors, with many pedestrian injuries occurring around the intersection. However, just a few blocks to the east and west, the surrounding residential neighborhoods and streets present a quieter character.

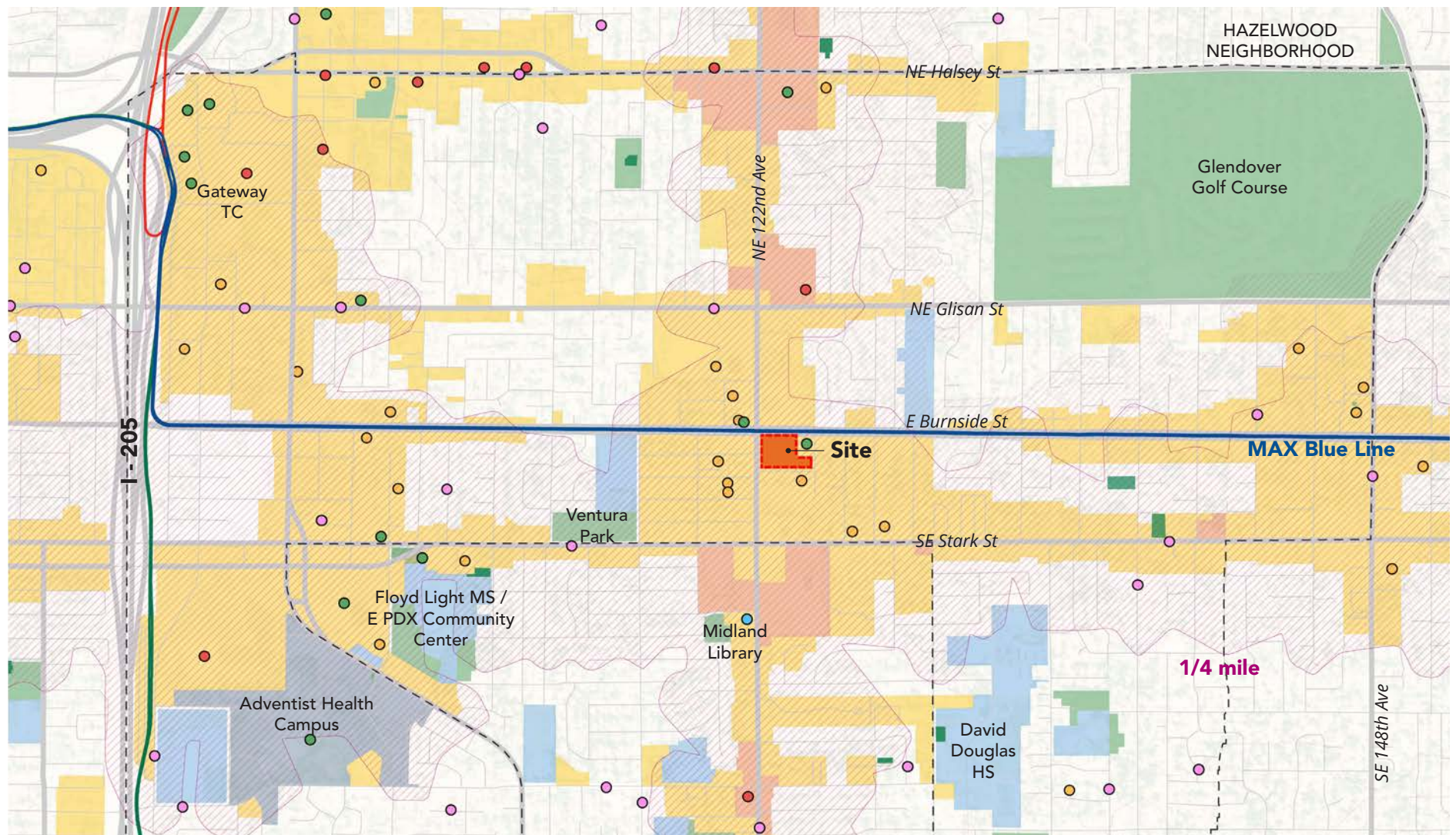
This site is well-situated to provide a new neighborhood center. It can add activity and amenities to the neighborhood while providing a safer and more pleasant experience for those walking or rolling. Redevelopment at this site can also support and complement future development of other underutilized sites near transit.



Neighborhood Context

LEGEND

- Parks & Open Spaces
- Commercial & Mixed Use
- Schools
- Vision Zero Crashes (PBOT, 2014-2024)
- “Barrier” Streets
- TriMet Site



LEGEND

- Healthcare Facilities (OHA)
- Library
- Grocery Stores
- Places of Worship
- PHB Subsidized Rental Portfolio

- Commercial Zones
- Mixed-Use Zones
- Campus Institutional Zones
- Schools
- Parks & Open Spaces
- Community Gardens

- Hazelwood Neighborhood
- MAX Lines
- Bus Lines
- 1/4 Mile Walkshed from Transit
- 1/2 Mile Walkshed from Transit
- TriMet Site

Neighborhood Context and Assets

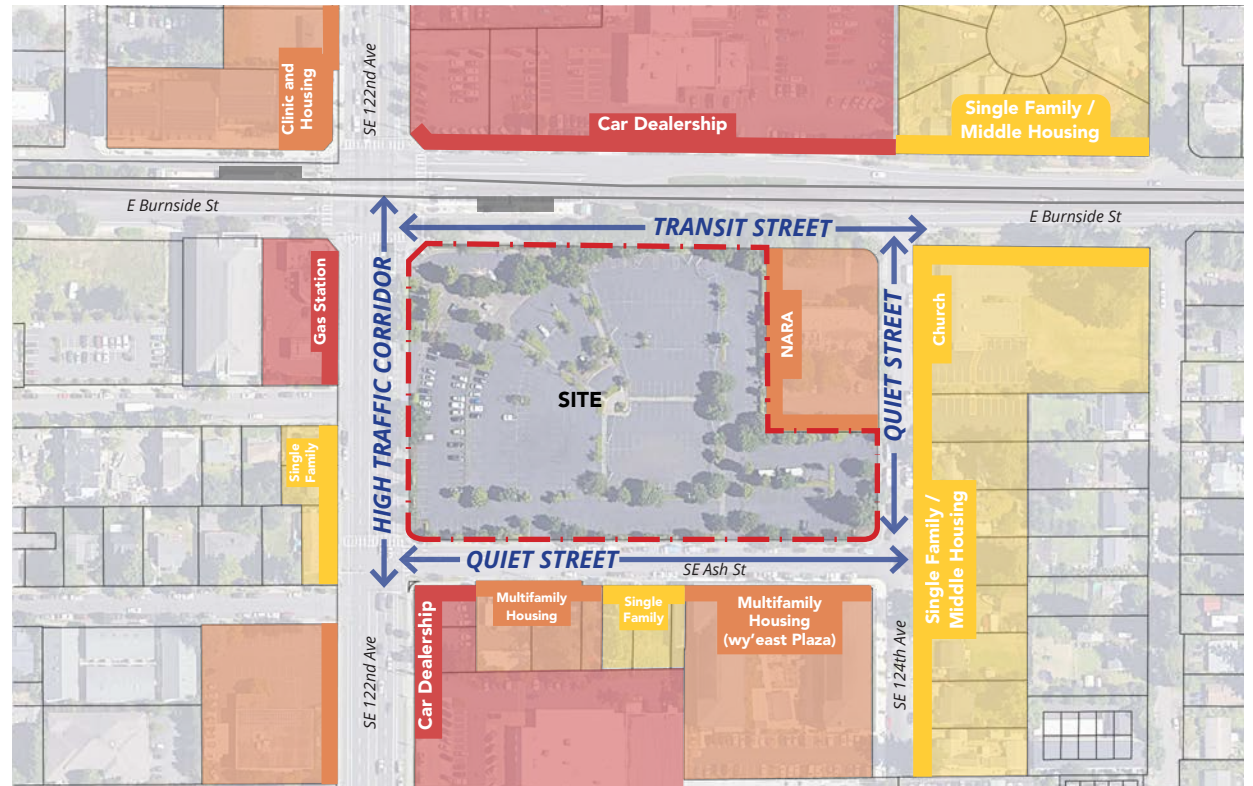
Urban Design Analysis

Site Experience

The experience at the site today is dominated by the noise and traffic of E 122nd Avenue. Safety is a key issue for community members, whether from the fear of being hit by a car or because of concern about drug-related activity and gun violence in the area. Neighboring commercial properties include small commercial, car lots, the Native American Rehabilitation Association (NARA) Northwest Wellness and Youth Center, and the Central City Concern Blackburn Center at the opposite corner, which stands out for its height and architectural style.

While the northwest corner can feel loud and often unsafe for pedestrians, the far southeast corner of the site is much quieter and sits across from residential properties, including TriMet's recent transit-oriented development Wy'East Plaza and small single-dwelling lots. NARA Northwest's offices occupy the same block as the park and ride, but pedestrian connections between their site and TriMet's property are lacking. Tree canopy is also limited around the site and the neighborhood, but some existing street trees provide shade around the edge of the Park & Ride.

Though the intersection of E 122nd Ave and E Burnside St is a major location for transfers between bus and MAX, the experience for transit users today is negatively impacted by the auto-oriented nature of the site and its surroundings.



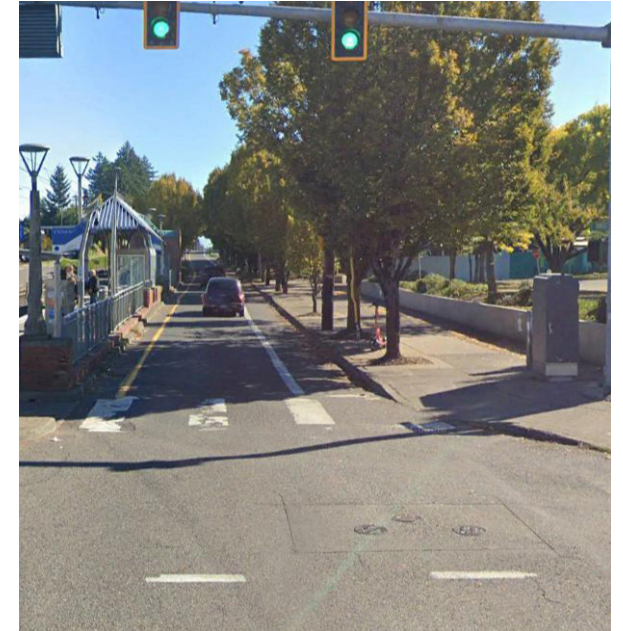
Site Summary



Site Context



SE 122nd and SE Ash St



E 122nd and E Burnside St



CCC Blackburn Center



SE Ash St looking toward SE 122nd Ave & Wy'East Plaza



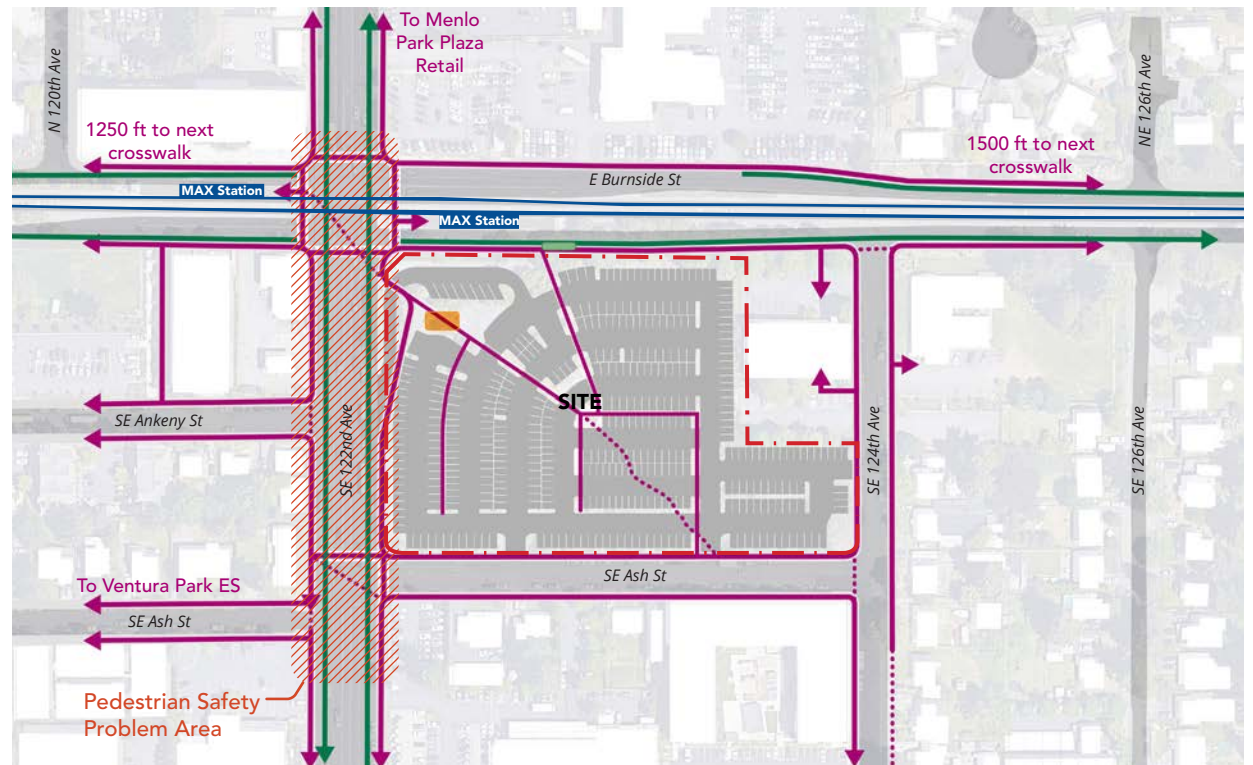
NARA Wellness Center

Site Access & Mobility

The Park & Ride sits at a major crossroads of streets and transit, with around 2,300 riders boarding and alighting nearby and 14,200 vehicles passing by per day. However, the existing parking lot environment does not support comfortable pedestrian access from the surrounding neighborhood to the MAX and bus stops. These connections can be enhanced with future development.

The northwest edges of the site present major safety challenges, especially for pedestrians and cyclists attempting to cross major streets. The quieter neighborhood edges along SE Ash St and SE 124th Ave present less of a safety concern, but they can also be improved for walking and rolling.

Existing bike share and e-scooter parking is available near the corner and adjacent to the MAX and bus stops. This site is located at the City's eastern boundary of micromobility share programs. Future pedestrian and micromobility connections through the site will be needed to support safety and comfort, including better visibility, lighting, and weather protection.



Bike and Pedestrian Circulation

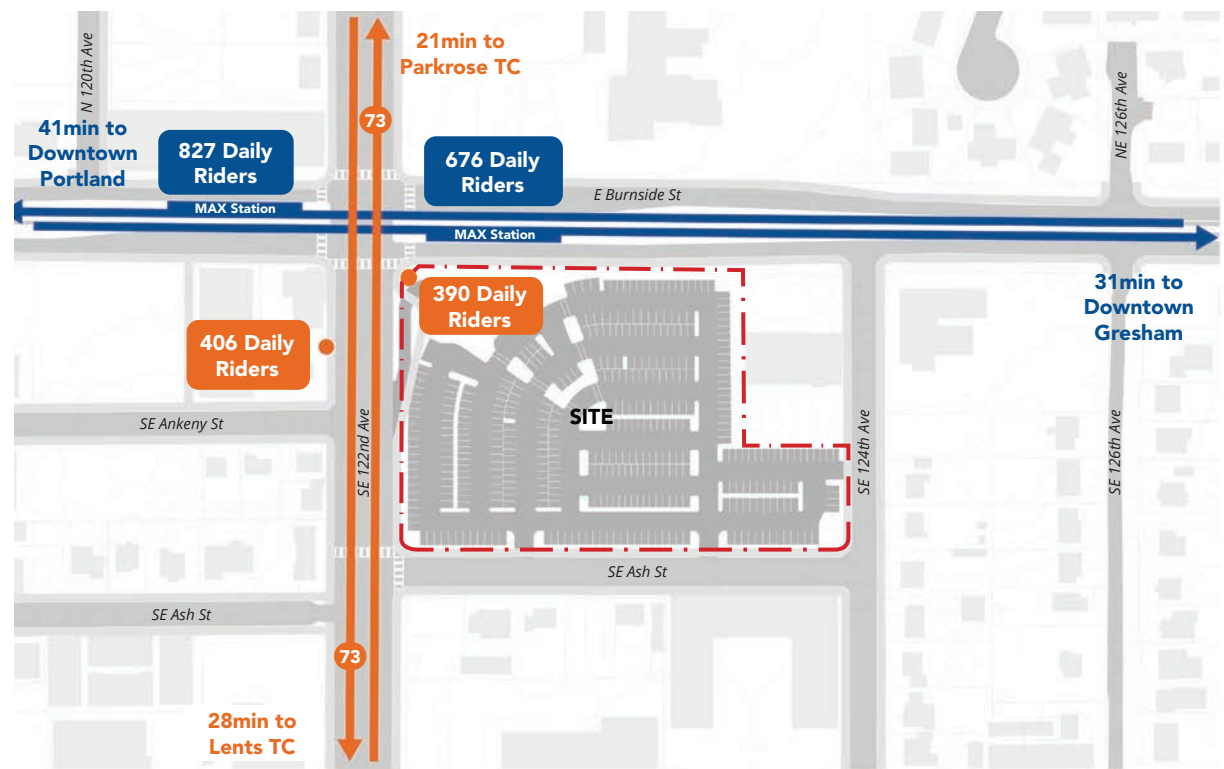
LEGEND

- Pedestrian Circulation
- ... Pedestrian "Desire Lines"
- Bike Lanes
- MAX Blue Line
- - TriMet Site
- Micromobility Scooter Parking
- BikeTown Parking



Bus stop at northwest corner of site

Transit service is concentrated around the northwest corner of the site, providing access to regional destinations, including Gateway, Downtown Portland and Gresham, and employment areas to the north in the Columbia Boulevard corridor. In coordination with the City of Portland, TriMet is planning bus service enhancements along E 122nd Ave that will increase late night service and improve reliability.



LEGEND

- Bus
- Bus Stop
- MAX Blue Line
- - - TriMet Site

Transit Service & Ridership

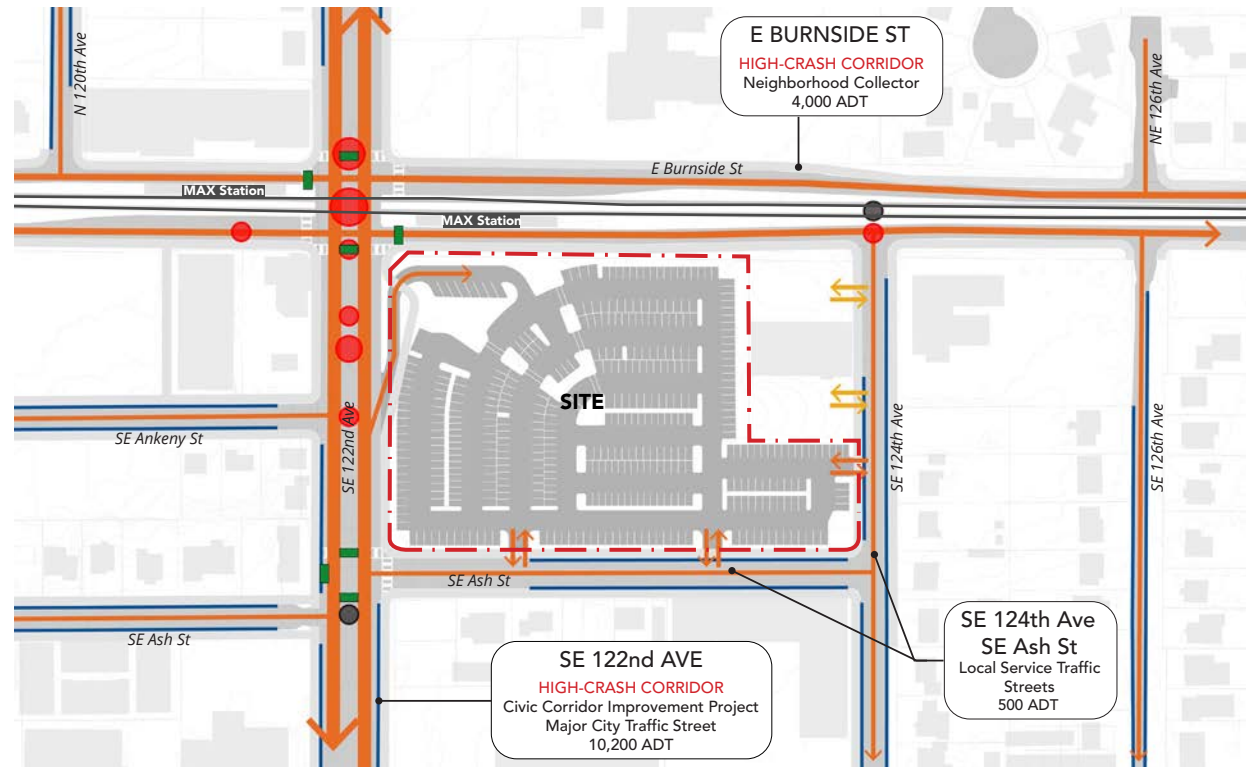


Existing MAX stop east of 122nd Ave

Vehicular access to the site is currently available from west, south, and east. In the future, vehicular access to the site will continue to be possible from SE 124th Ave and SE Ash St, but the existing driveway at SE 122nd Ave will likely need to be closed with redevelopment.

Starting in 2028, PBOT's 122nd Avenue Safe Streets for All project will make intersection modifications focused on improving safety for people traveling through the intersection and making connections to transit. This project is in early design, which presents an opportunity for TriMet and future development partners to collaborate with PBOT to ensure that site access and improvements to 122nd Ave will dovetail with site development.

There are a total of 62 on-street parking spaces on SE Ash St and SE 124th. Existing on-street parking on SE 122nd Ave is likely to be removed as part of future safety improvements.



Vehicular Circulation and Safety Issues

LEGEND

- On-Street Parking
- Vehicular Circulation
- NARA Access Point
- Traffic Signal
- Fatalities
- PBOT "Vision Zero" Crashes
- TriMet Site
- 15 PBOT "Vision Zero" Crashes (PBOT, 2014 - 2021)
- 2 Fatalities (PBOT, 2022 - 2024)



122nd and Ash St

Current Site Uses & Adjacencies

The site has a total of 412 vehicle parking spaces. Historical use of the park and ride has been low, averaging 15% to 17% through the mid-2010s and peaking at 35% in 2019 prior to the pandemic. During the pandemic, usage dropped considerably to approximately 3%. TriMet does not anticipate park & ride functions to continue at this site, aside from service vehicle parking and potential LIFT paratransit pick-up and drop-off.

Approximately 1.8 acres (272 parking spaces) of the site are currently leased for other uses, including a Joint Office of Homeless Services (JOHS) Safe Rest Village and supplemental parking for neighboring organizations including NARA Northwest and Central City Concern, who operate the nearby Blackburn Center, their signature healthcare, housing, and employment services facility. These organizations are important contributors of vital neighborhood services. NARA plans to remain at their existing location and may look for additional space in the future.



Current Uses

LEGEND

- NARA leased parking (through July 2028)
- Central City Concern leased parking (through December 2025 with annual renewal provisions)
- JOHS Safe Rest Village (current lease through December 2025 with annual renewal provisions)
- Accessible Parking
- TriMet Site

Total Parking Spaces	412
NARA Uses	-50
JOHS Uses	-161
CCC Uses	-49
Available Park & Ride Spaces	152



JOHS Safe Rest Village (image: Steve Smith)

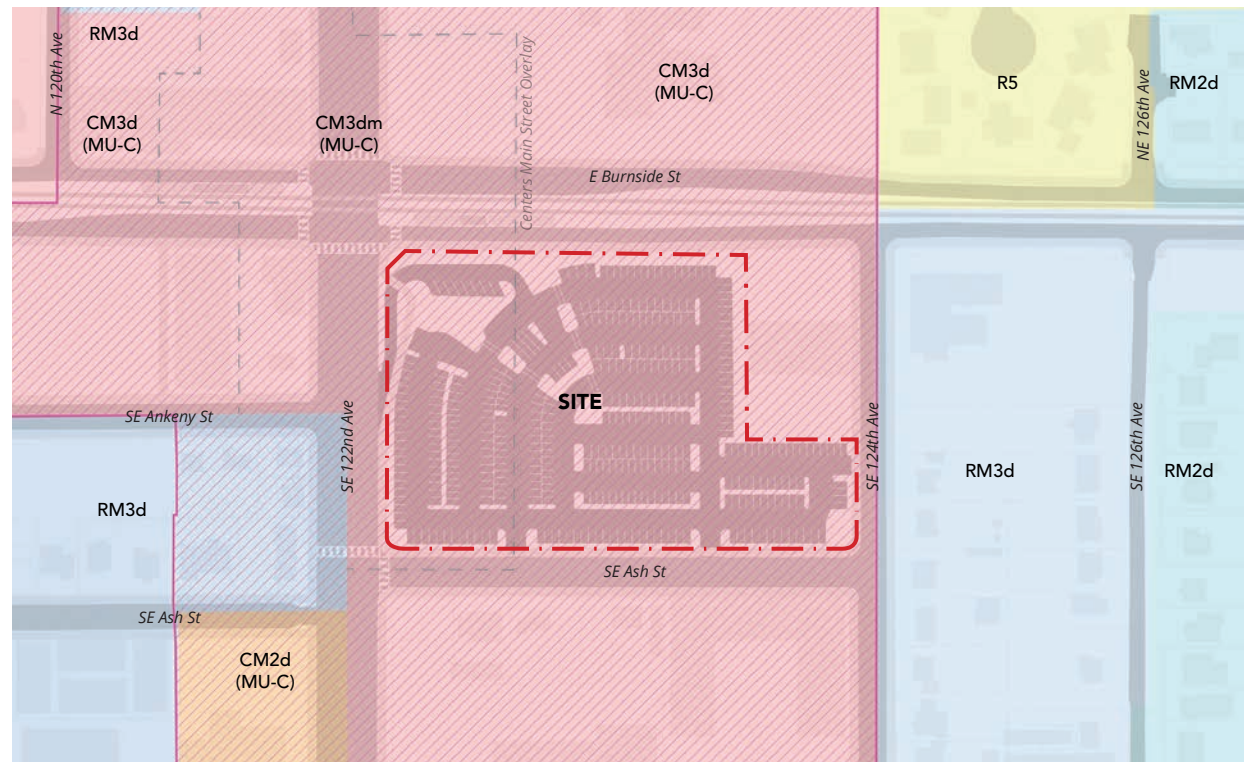
Zoning

The site is zoned CM3dm with Design and Main Street overlays. It is within the East Corridor Plan District. The zone is intended for intensely urban development. It allows a wide range and mix of commercial and residential uses as well as employment uses that have limited off site impacts. Buildings in the CM3 zone will generally be up to six stories tall; however, since it is located in the East Corridor Plan District Development, this site has a maximum building height of 100'. The zone is intended to be pedestrian oriented with buildings that contribute to a walkable environment.

The zoning code allows for a significant level of development. With a site area of more than 4 acres (~187,000 square feet), a minimum development with an FAR of 1.0:1 would result in new development of 187,000 gross square feet, which could include 150-200 apartments. A maximum development opportunity could utilize the site's base FAR and bonus FAR for a total development up to 6.0:1. Total development capacity would then exceed 1 million gross square feet, which would require high-rise construction.

This site has no minimum parking required per zoning. Maximum vehicular parking spaces for non-residential uses such as retail or office space is limited to 1 space per 500 square feet of net building area and 1.35 per unit for Household Living. The site is well-served by existing utilities in public streets.

Based on the permissive zoning, development is likely to be driven more by market dynamics than by zoning code restrictions. The maximum capacity of allowed development (in excess of 1 million square feet in high-rise construction) does not have a precedent in this part of Portland.



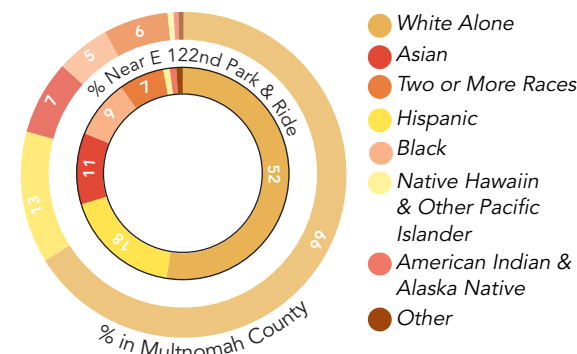
LEGEND

-  East Corridor Plan District Subdistrict
-  Residential Multi-Dwelling 3
-  Residential Multi-Dwelling 2
-  Residential 5,000
-  Commercial Mixed Use 3
-  Commercial Mixed Use 2
-  TriMet Site
-  d Design Overlay Zone
-  m Centers Main Street Overlay

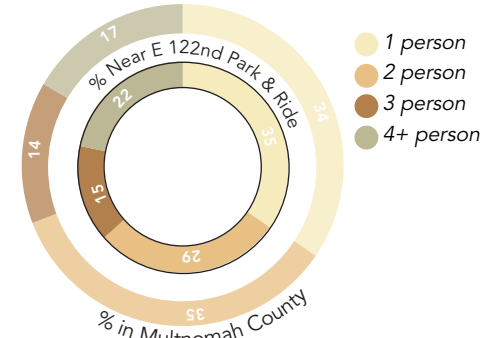
Market Analysis

Household characteristics follow national and regional trends for urban areas in the E 122nd Ave Park & Ride study area (roughly a 2 mile radius from the site). On average, households are becoming more diverse, older, and smaller while attaining higher levels of education. Compared to 5 years ago, the renter share of population and the share of cost burdened renters have decreased. However, many households are struggling to pay their rents: nearly 6 out of 10 renter households in the study area are spending more than 30 percent of their income on housing costs. These data suggest a potential for displacement pressures on long-term residents as new households move in. The charts at right compare demographics of the site study area to Multnomah County as a whole.

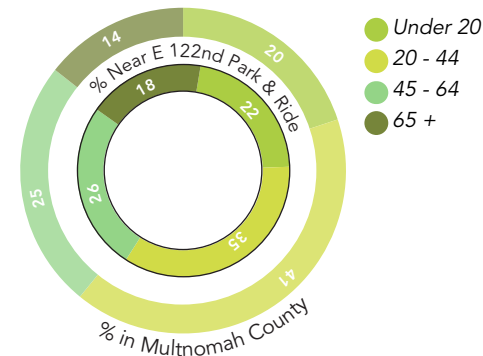
2023 Population by Race & Ethnicity:



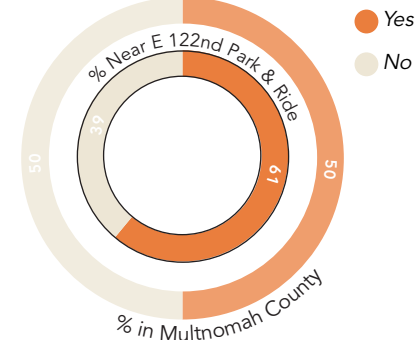
2023 Household Size:



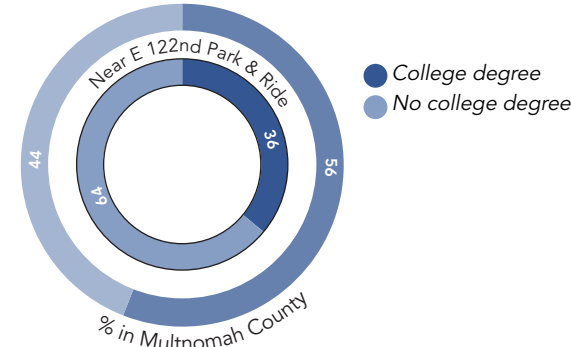
2023 Population by Age:



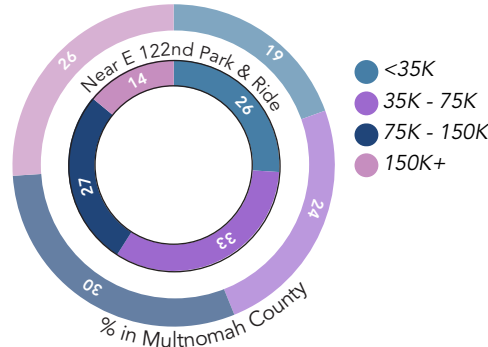
2023 Rent Burdened Households:



2023 Educational Achievement:



2023 Households by Median Family Income:



Charts comparing E 122nd Park & Ride study area to Multnomah County

Ownership Housing

Typical sales prices for homes in the E 122nd Ave Park & Ride study area are about \$440,000 for a typical 1,600-square-foot, single-family unit and about \$340,000 for a typical 1,400-square-foot, townhouse unit. However, the asking prices for new construction are about 25 percent higher: \$550,000 for a single-family unit and \$420,000 for a townhouse.

Rental Housing

Within the E 122nd Ave Park & Ride area, the average size of market-rate units ranges from about 400 square feet for studios to 1,150 for three-bedroom apartments. The average rents range from \$1,080 for a studio unit to \$1,625 for a three-bedroom unit.

Retail

Average retail lease rates have not changed much over the past 20 years. The average rent moved up and down with economic cycles, but in most years, it has stayed between \$12 per square foot and \$16 per square foot. Retail vacancy is low, at about 3 percent, and is mostly attributable to vacancies in the Mall 205 shopping area, where there are empty big box retail spaces.

Implications of Real Estate Data

Reviewing the data about the residential and commercial real estate markets in the study area leads to the following conclusions:

Relatively weak residential rent growth and relatively high vacancy rates are unlikely to attract investments for new market-rate developments. TriMet should consider planning for a phased approach to development so that market-rate buildings are added later when there is a stronger demand for them.

Average Sales Price and Unit Size Near E 122nd Ave Park & Ride (Spring 2025)



\$440,000
1,630 sq.ft.



\$340,000
1,410 sq.ft.

Source: Redfin

Rental Apartments Near E 122nd Ave Park & Ride (Spring 2025)

	Studio	One-Bedroom	Two-Bedroom	Three-Bedroom
Average Rent:	\$ 1,080	\$1,155	\$1,290	\$1,625
Average Size:	400 sq.ft.	610 sq.ft.	890 sq.ft.	1,150 sq.ft.

Source: CoStar

Weak retail lease rates and high vacancies in Mall 205 are headwinds for attracting investments for new retail developments. While mixed-use developments are aligned with TriMet's goals, speculative developments are not recommended for this site at this time because of weak retail lease rates and high retail vacancies.

If properly maintained, it is possible that existing retail spaces could offer affordable retail options. Therefore, there may be affordable retail opportunities outside the site without any action from TriMet.

Desired Development Program

Based on the market study, community engagement, site capacity, and TriMet's goals, the following uses are examples of desirable development program to incorporate in future TOD projects at this site.

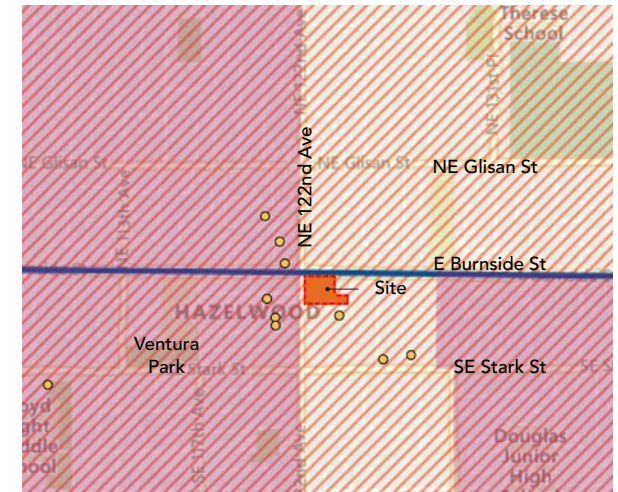
Residential Uses

- **Subsidized affordable housing.** New affordable housing developments can immediately relieve some households from housing affordability pressures. However, lack of available funding is a key challenge to affordable housing development at this location. The site is not located in a Qualifying Census Tract (QCT), which is a key criterion for boosting the amount of available funding through the Low-Income Housing Tax Credit (LIHTC) program.
- **Temporary/transitional housing.** Affordable housing made available at extremely low-income levels (30 percent of the AMI or below) can be expensive to fund. The rents might cover only the operating (ongoing) costs, so nearly all the development (construction) costs would need to be publicly funded.
- **Market-rate mixed-use.** While mixed-use developments are aligned with TriMet's goals, commercial ground floor uses will likely take time to achieve at this site due to weak retail lease rates and high retail vacancies. Providing pre-leased ground floor space might be feasible depending on partnership.
- **Affordable senior housing.** Affordable housing targeted for older populations can yield more units because senior housing is typically built with fewer parking stalls.
- **Accessible housing.** This site is in a prime location to provide accessible housing that

follows best practices for universal design. Additional subsidy may be needed to support augmented accessibility features, as they can increase construction costs.

Non-Residential Uses

- **Co-located childcare and youth amenities.** Housing and childcare in the same building along with open spaces would provide a convenient option for local families that lack sufficient childcare options. Because providing adequate childcare facilities in a project may be an undesirable risk for market-rate housing developers, co-located childcare is more likely within publicly-funded affordable housing projects. The development costs could be high due to the unique design needs of childcare facilities, and because ground floor commercial in a subsidized project could necessitate the use of prevailing wages for construction. Despite these challenges, providing childcare on site might make an affordable housing project more attractive for other competitive subsidy programs. For example, Multnomah County's Pre-School for All funding may be available to fund a portion of the development. TriMet can focus on cultivating partnerships with partners supportive of childcare facilities co-located with housing.
- **Community-serving use** such as a music center/arts center or resource and safety space with adjacent gathering space that would benefit youth, senior and culturally specific groups. Any non-residential use with a specific community purpose, such as a music center, will require a strong partner that can bring funding/financing to support the use.
- **Food options:** The local market for grocery stores is saturated. With several grocery options with varying formats nearby and the nearest existing options about a mile away, grocery



Site considerations for subsidized affordable housing

LEGEND

- PHB Subsidized Rental Portfolio
- Qualified Census Tracts (2025)
- ▨ TriMet Equity Areas (2021)
- TriMet Site

operators would not seek to locate in this submarket. While there may not be a market-feasible opportunity for a traditional grocery business selling fresh produce at this site, TriMet could consider funding other ways to increase fresh food access. This could require public funding and a non-profit "champion" who can own and manage a fresh food access program.

- **Healthcare facilities/offices.** There are some medical services being provided next to the site in Blackburn Center and in the NARA Wellness Center. TriMet can consider opportunities to provide complementary services on site.

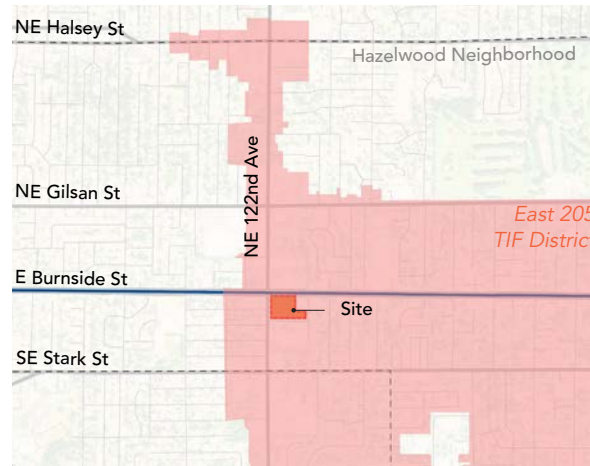
COMMUNITY VOICES

In recognition of the significant community engagement already completed or underway in the Hazelwood neighborhood, the team began with a summary of what has been learned from other efforts. Past efforts revealed general community priorities for new development to achieve. While the E 122nd Ave Park & Ride site may not be suitable for some of these specific uses, they served as a guide for TriMet's engagement focused on this site.

TriMet engaged with a wide spectrum of local groups including the following community organizations and partners to discuss and confirm any specific priorities for development at the E 122nd Ave site:

- NARA Wellness Center
- Hazelwood Safety Initiative
- East Portland TIF Exploration
- Rosewood Initiative
- Thrive East PDX
- PBOT/Better Bus Project
- Safe Blocks
- Jubilee Hall Coffee Shop
- Cultivate Initiatives
- Worksystems Inc
- Portland Parks and Recreation
- Central City Concern
- Party On Portland
- IRCO
- New Avenues for Youth
- Latino Network
- Family of Grace Church
- Preschool for All
- Hazelwood Neighborhood Association
- East Portland Action Plan

A full summary of engagement is included in the Technical Information.



Site location within new East 205 TIF District

Some partner organizations such as the Hazelwood Neighborhood Association, the City, and Prosper Portland were concurrently engaging on community priorities for this area. For example, the newly formed East 205 TIF District will focus on affordable housing, inclusive economic growth and commercial opportunities, and improved walkability, connectivity, and transit access. TriMet incorporated these priorities in the plan and aims to support these outcomes through future site development. As the TIF District's community leadership group creates its five-year action plan for investment, TriMet will seek opportunities to support specific shared priorities that emerge. Ongoing community engagement will ensure current community priorities are reflected in future development.

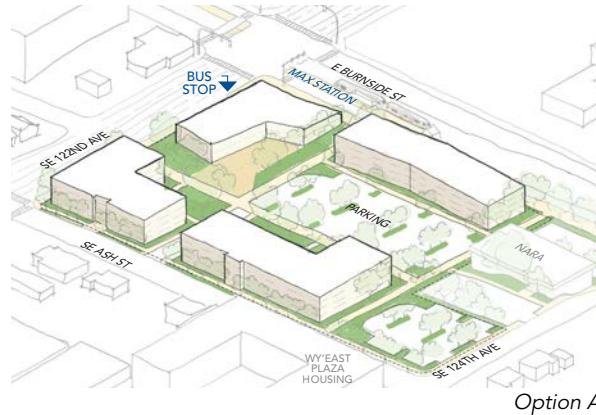
Three concept options were developed based on market analysis, input from community organizations and partners, and technical advisory group feedback. The team shared these three concept options with the broader public for feedback. This feedback was incorporated into a preferred development concept for the site that is presented on page 25 and the following pages.



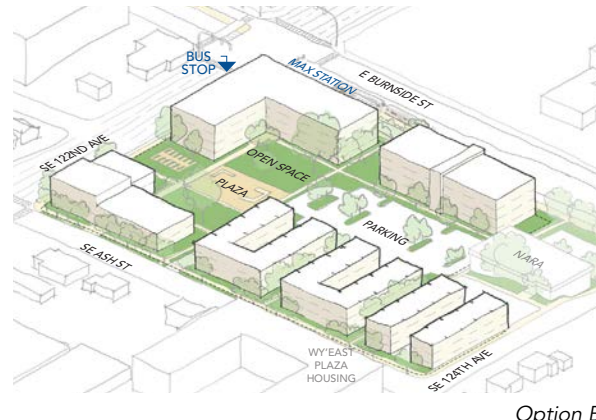
Open House in December 2024 at the East Portland Community Center

Key Themes

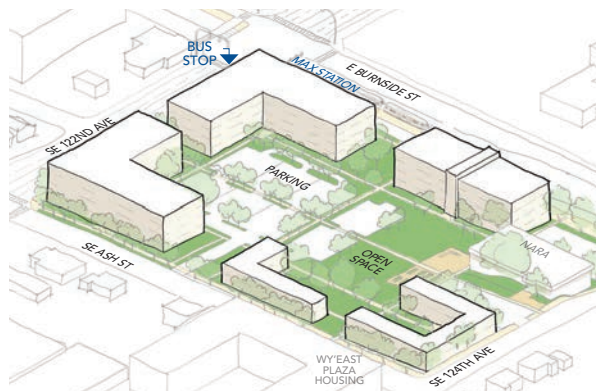
- Community members voiced concerns about existing safety and security in the local vicinity, with some specific comments on improving visibility through the site, preventing “hiding spaces”, and a desire for improved lighting on site. Some community members also commented on improving crossing safety at the intersection of E 122nd Ave and E Burnside St.
- Participants felt that space for youth and children, and spaces for families were most important to include in future development, followed by small businesses, community-serving uses, and ownership housing. Some also felt that senior housing and childcare were important. General feedback also included desire for a grocery store or market.
- Many voiced excitement for community green space or open space, including appreciation for the green spaces shown in the concept options, desire for community-run gathering spaces, and desire for increased canopy coverage on site and at the site perimeter.
- There was a strong desire to see community-serving uses on the site, including community space, open space, cooling/warming spaces, and space for families, youth, and children.



Option A



Option B



Option C

"I especially love the community plaza building/ open space and the greenery and pedestrian walkways. I would love to see concept A include the greenery spaces seen in the other concepts but love concept A overall...."

"Like the Senior Housing"

"Could we use open space /parking for farmers market?"

"Concept B best aligns with community goals... Giving residents an opportunity for homeownership is very important for this diverse community"

"Family friendly - can bring my kids and feel safe to use whatever business/ community space is there... youth can use"

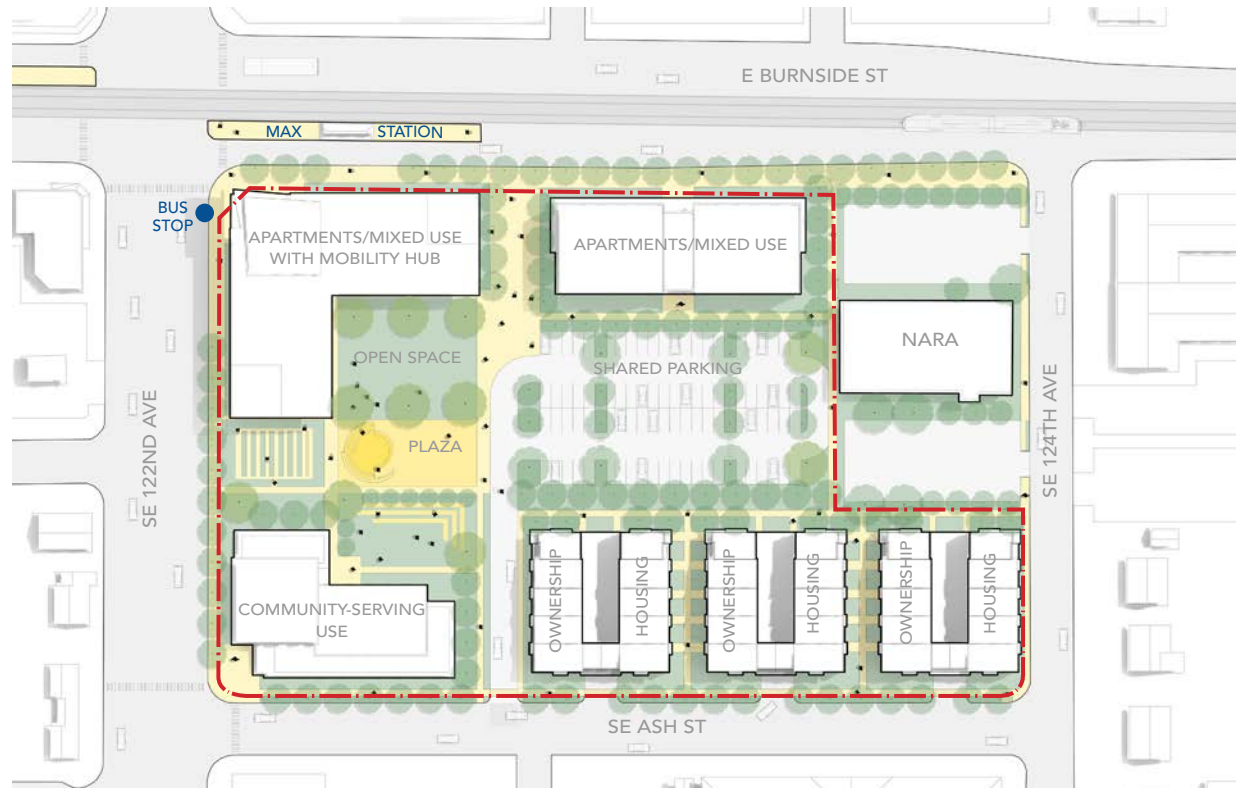
Open House Feedback

SITE MASTER PLAN & DEVELOPMENT FRAMEWORK

Site Development Vision

TriMet and community partners envision a mix of housing and community-serving uses at this vital neighborhood crossroads. Residential development could include a range of affordability levels, unit sizes, and types, including opportunities for affordable homeownership, accessible housing, and multigenerational living. This “ladder” of housing options supports anti-displacement and wealth-building. This future housing could be anchored with commercial or community services such as childcare, food options, small businesses, and the potential for a public use such as a music center/arts center.

With a cohesive, accessible, welcoming, and resilient public realm, this site forms a transit-oriented anchor and neighborhood gathering place that uplifts the local community and strengthens its sense of place. A series of walkable open spaces and pathways interconnect the site with the surrounding neighborhood. Clear and accessible connections are provided to transit at SE 122nd Ave and E Burnside St, where a mobility hub provides micromobility and other “last mile” support. Sidewalks are improved to PBOT standards to provide walkable frontages along public streets. Open spaces offer tree canopy, shade, and a variety of opportunities for active and passive uses for residents and the community. The development envisioned meets TriMet’s objectives of advancing sustainability, accessibility, and age-friendly and intergenerational design.



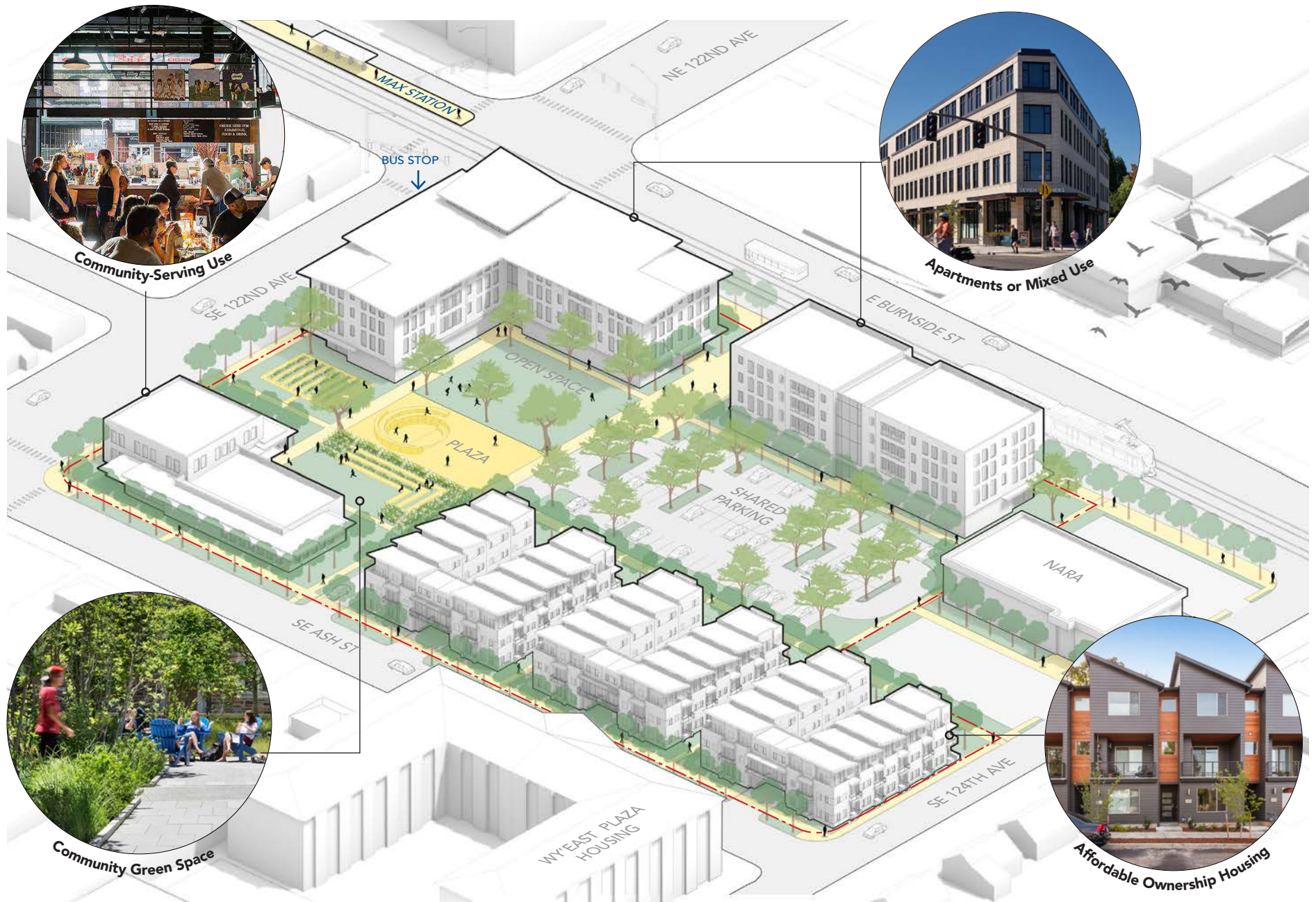
Preferred Concept Site Plan Demonstration



Multigenerational open spaces



Accessible site circulation

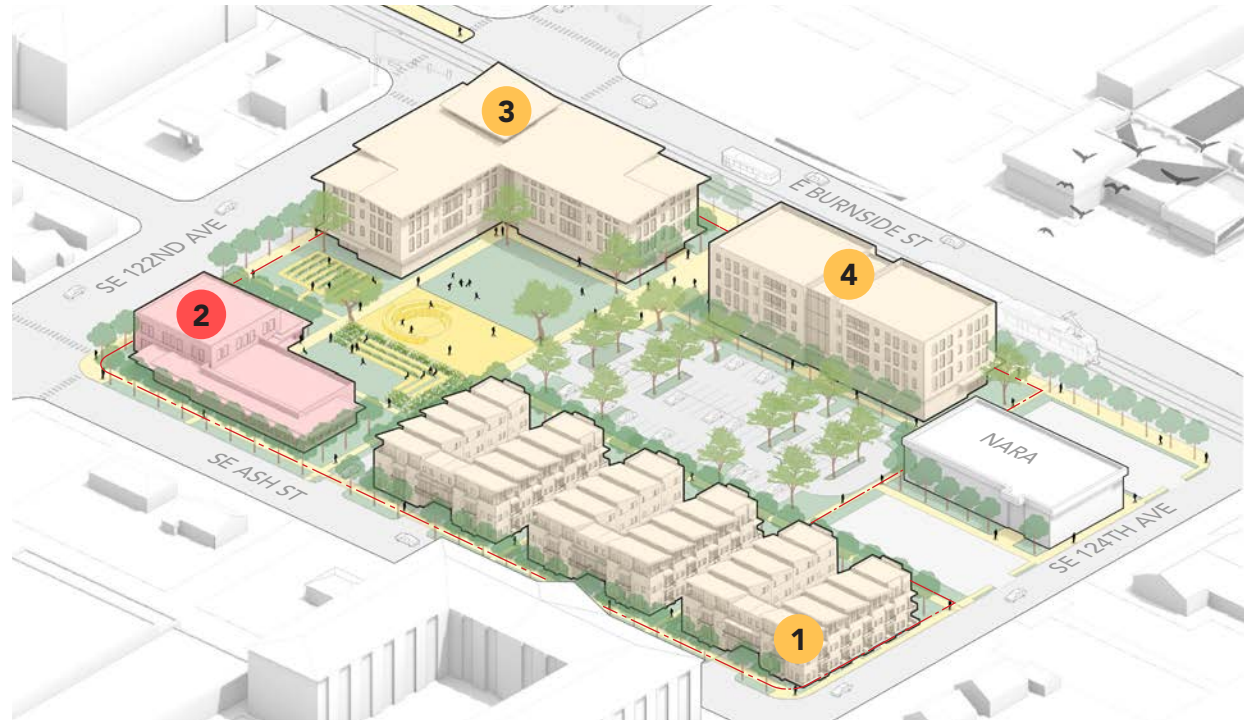


Preferred Concept Massing Demonstration

Development Program Goals

Development on the site should support diverse and working families to prosper in place. This includes a range of housing options, wealth-building through affordable home ownership, and other economic opportunities. Development should create a new neighborhood center that provides gathering opportunities, both formal and informal. A public or community-serving use could create a multigenerational draw and activation. Commercial or other private non-residential uses can also contribute to daily social activity and informal community connections. The mix of uses on the site should support 24-hour and all-season activity that promotes safety and livability.

Desired residential uses include senior housing, accessible housing, family-sized and multi-generational rental housing units including large apartments, live/work units, and affordable homeownership opportunities, creating an intergenerational site. Units should cater to local residents with a range of income levels, including subsidized units. If possible, some multifamily units should aim to serve households earning about 30% of the AMI. Including ownership units, a minimum residential density ranging from 40 - 45 units per acre is desired across the whole site, with capacity for much greater density for individual projects depending on parking need.



Development Program Opportunities

About 10,000 to 20,000 gsf of commercial or community serving uses are envisioned, with a small amount of ground floor active use assumed in buildings along E Burnside St and SE 122nd Ave and a larger 10,000 gsf use on the southwest corner of the site. It is recommended that this community-serving use site remain flexible to be a standalone use or a vertical mixed-use development with a community-serving ground floor. Similarly, a community-serving use could be incorporated into the ground floor of the other multifamily/mixed use developments. Parking could be provided in a shared lot, unbundled from housing units, reducing the cost of parking from developer partners and supporting transit ridership.

- 1 Affordable Ownership Housing**
Shared equity model for affordability
- 2 Community-Serving Uses**
Music Center / Performance**, Food Options, Childcare, Community Safety / Resource Space, Mobility Hub
**Standalone community use would need independent funding
- 3 4 Multifamily Housing or Mixed Use**
Affordable units, Accessible units near MAX, Family-sized units, Market-rate units and workforce housing, Senior housing units; potential for ground floor community-serving use or other active uses



Food Options



Ownership Housing



Community-Serving Uses



Childcare



Multifamily / Mixed Use / Accessible Housing



Senior Housing / Accessible Housing

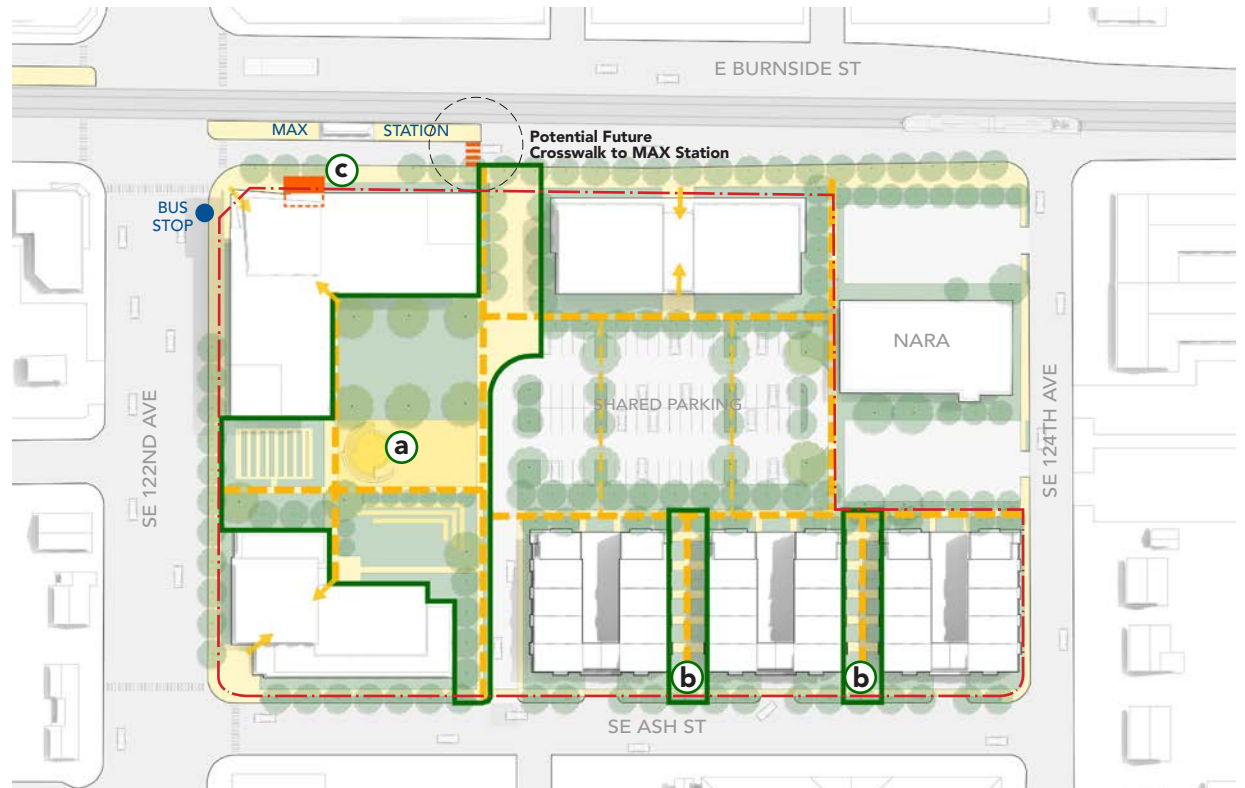
Public Realm Goals & Actions

Pedestrian Experience

- Improve pedestrian connectivity and experience, with a focus on first/last-mile connections. Prioritize clear, pleasant, and convenient connections to MAX and bus stops. Utilize best practices of universal design and accessibility in site layout and design.
- Make strong connections to the neighborhood, including with the neighboring NARA site.

Open Spaces

- Design to welcome the broader community while providing a sense of ownership and stewardship local to residents and occupants at the site.
- Retain openness and view corridors through the site and into the common spaces, while providing respite and protection from the noise and fumes of SE 122nd Ave.
- Provide a variety of usable spaces within the larger community open space, including passive and active uses, such as garden beds, play areas, and both hardscaped and softer green spaces for larger gatherings and activities.
- Larger public gathering spaces should be well-connected to the NARA site, and ideally designed with NARA participation, to ensure opportunities for the NARA community to utilize and enjoy these spaces.
- Townhouse open spaces should provide inviting, green walkways with front stoops and common spaces. These can provide public pathways and permeability through the site while also creating enjoyable everyday experiences for residents.



Pedestrian Circulation and Open Space

LEGEND

- Shared Open Space
- Primary Pedestrian / Micromobility Circulation
- Secondary Pedestrian / Micromobility Circulation
- Potential Indoor / Outdoor Mobility Hub

- a Community Open Space
Gardens, Green Space, Amphitheater, Plazas
- b Green Corridors between Housing
Green walkways with gardens and front stoops
- c Micromobility Hub
Bike/Scooter share

Landscape Amenities

- Provide bike share and scooter share parking at potential indoor and outdoor mobility hub located adjacent to the MAX and bus stops.
- Include diverse art representative of community.
- Provide comfortable and usable seating, play features, and pedestrian-scale lighting.
- Enhance tree canopy and utilize climate adaptive plantings, pollinator plantings, and stormwater plantings as part of a resilient landscape.



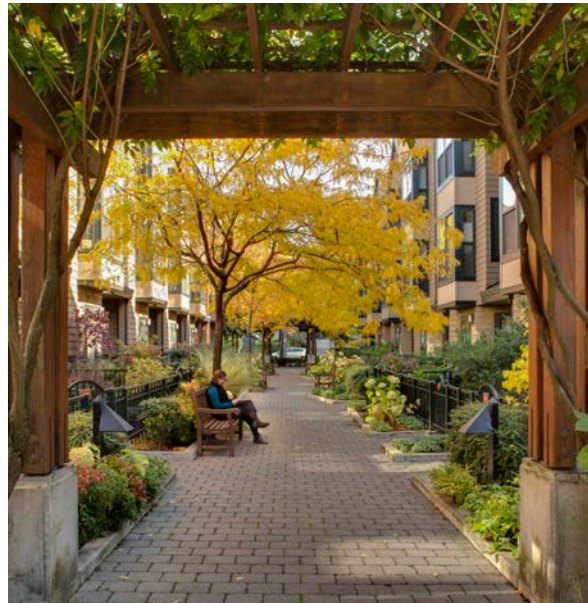
Community Open Space



Community Open Space



Community Gardens



Public Paths with Front Stoops



Micromobility Hub

Mobility Goals & Actions

Pedestrian/Transit Rider Support

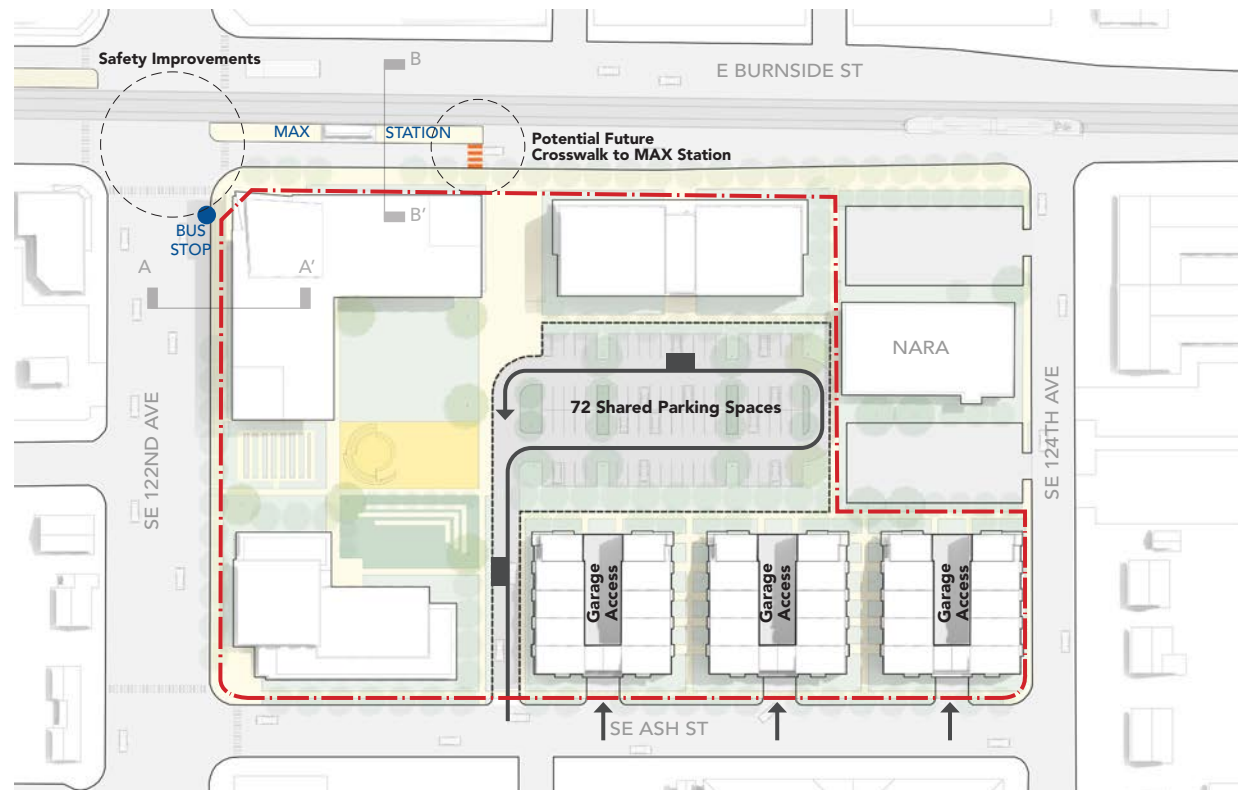
- Improve pedestrian-scale lighting and sight lines along public streets
- Explore adding a second crosswalk to Burnside to access back of MAX platform for enhanced transit accessibility
- Work with PBOT on signal timing adjustments to prioritize pedestrian safety; advocate for removing right-turn and left-turn movements from SE 122nd Ave to E Burnside St to protect crossing pedestrians transit riders, and bicyclists
- Leverage PBOT's 122nd Ave improvements with a focus on transit mobility while upgrading sidewalk corridors to meet PBOT standards

Bike/Micromobility Infrastructure

- Provide mobility hub supportive functions to support last-mile travel
- Coordinate with PBOT on improving bicycle connections along 122nd Ave between SE Ash St and E Burnside St, enhancing connections to development and transit.

Vehicular Access/Service/Emergency

- Study on-street parking design and curb zone management/programming to optimize capacity and turn over that supports station area uses
- Provide a single point of public vehicular access
- Opportunity for LIFT Paratransit or other pickup/dropoff area adjacent to senior housing/accessible housing



Circulation and Parking

- Service & emergency access can be provided on pedestrian paved areas or through adjacent properties
- Overall reduction in parking supply on site eliminates future developer requirement for in depth traffic review and mitigations

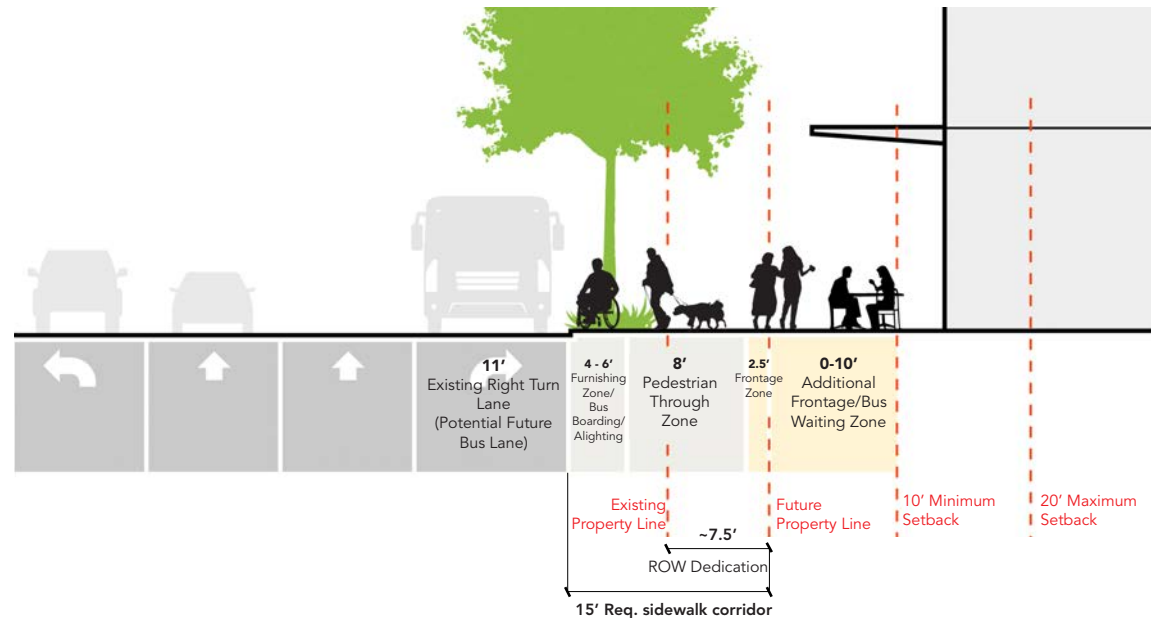
LEGEND

- Potential Pick-Up / Drop-Off Zone
- Parking
- Site Vehicular Access

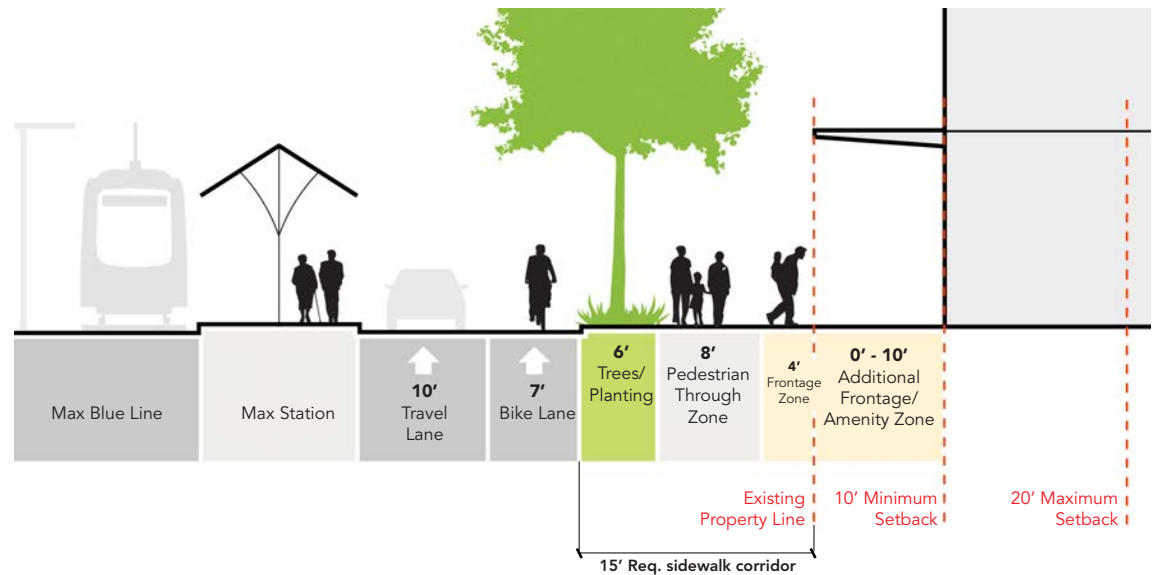
Street Frontages

Along SE 122nd Ave and E Burnside St, development projects can support walkability and transit use by providing high-quality streetscapes. On SE 122nd Ave, a Civic Main Street, a ~7.5' Right of Way (ROW) dedication is necessary to meet PBOT's minimum sidewalk corridor width of 15'. Though PBOT requires only a 4' wide furnishing zone, development at this corner can consider providing additional bus boarding/alighting area adjacent to the curb to create a pedestrian-friendly and transit-supportive environment. Similarly, additional frontage area beyond the required 2.5' can be provided as appropriate within the maximum setback. The frontage zone can provide comfortable areas with weather protection to wait for transit or support ground floor activities in the building. A generous pedestrian through zone should be provided at a minimum of 8' wide.

On E Burnside St, no ROW dedication is needed to meet City sidewalk requirements for a Neighborhood Main Street. Additional sidewalk amenities like micromobility parking can be provided within the building setback.



Section AA' - SE 122nd Ave Frontage



Section BB' - E Burnside Frontage

TDM Strategies

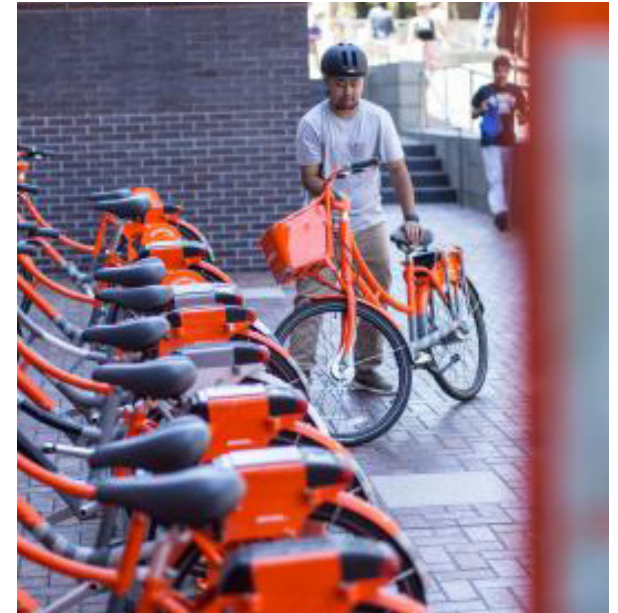
As a mixed-use redevelopment in an urban area that is very well served by transit, there are a wide variety of travel options and potential Transportation Demand Management (TDM) strategies.

Residential uses should incentivize transit and other travel modes while disincentivizing personal automobile ownership and automobile storage on-site. Strategies to employ should include:

- Provide subsidized transit passes for residents who rent, or bundling transit access with lease agreements.
 - Provide generous, secure on-site bicycle storage, including dedicated space for bicycle repair. Making it easy for residents to own a bicycle will increase this mode share. Storage should support e-bikes and cargo bikes.
 - Unbundle parking by charging for personal automobile storage separately from rent. This enables residents to see the cost of parking and gives the owner the ability to adjust parking costs without increasing housing costs. It also improves equity, as the majority of households who do not own cars are in the bottom fifth of households in terms of income, and homeowners own 50% more cars than renters. Where parking is bundled in with other goods, these households disproportionately subsidize parking for those with more resources.
 - Appoint a Transportation Coordinator to be a liaison with residents, employees, and other on-site users regarding transportation options and parking.
 - Distribute an annual survey for residents and on-site users and amend TDM measures accordingly, to be sure that needs are met and that TDM measures are consistent with current practice.
- Provide carpool matching services for residents and employees. Consider a limited parking allocation for verified carpools.

Thoughtful on-site functions can help make a TDM plan successful. Fewer residents will own cars if the site functions make living without a personal vehicle easy. These can include:

- Establish an on-site mobility hub. This site is particularly well suited to accommodate a mobility hub, which would bring together a variety of travel modes:
 - Transit: light rail and multiple bus lines with transit trackers in the lobby of TOD project
 - Cycling: bike share such as a BIKETOWN station
 - Micromobility: electric scooters and e-bikes
 - Pedestrian connectivity: integration between on-site land uses, the mobility hub, and surrounding transportation options.
- Provide convenient access to ride sharing services, including safe and accessible areas to wait. A portion of the street frontage on SE Ash St or SE 124th Ave could be considered for this function to preserve on-site area, but pick up/drop off could also be accommodated within parking lot design.
- Thoughtful accommodation of loading and service vehicles, particularly for the community-serving function, to minimize obstructions to on-site circulation, including pedestrian routes.
- Provide low parking ratios to limit on-site parking, even with unbundled parking.
- Avoid reserved parking for individual users or land use types. This must be managed carefully with unbundled parking since some residents would pay to have parking availability.



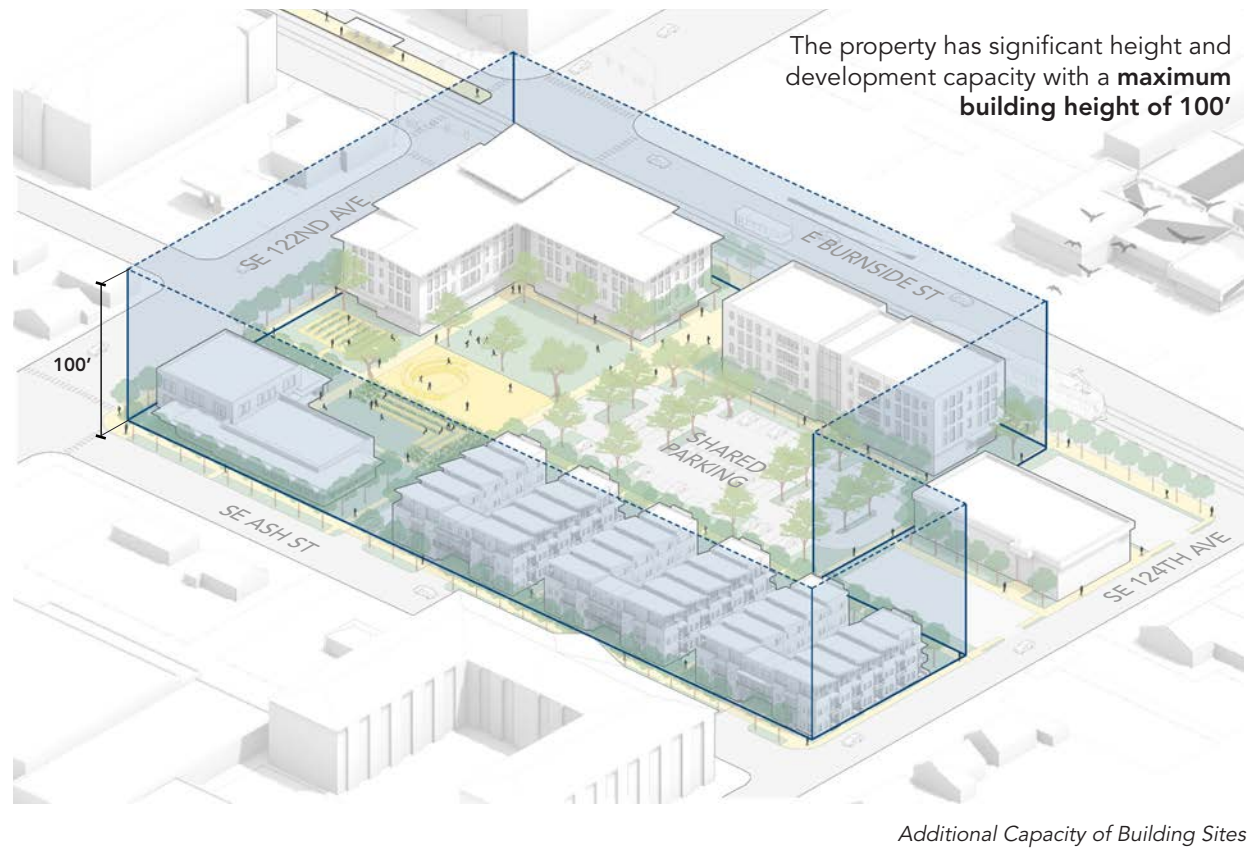
Supporting Feasible Development

This plan recognizes the importance of financial feasibility for developer partners to participate in realizing the vision for TOD at the E 122nd Ave site. The preferred concept illustrates a realistic development intensity given current market and subsidy challenges. However, to further advance density and affordability objectives, TriMet can proactively support feasibility by pursuing funding opportunities and partnerships to reduce development cost and fill financing gaps for values-aligned projects.

Shared Parking Opportunity

TriMet's aspiration for TOD is to maximize returns and increase transit use through highly efficient use of land. Therefore, surface parking should be minimized to the extent possible. As owners of the current Park & Ride, TriMet is open to exploring a variety of ownership and management models that reduce the typical cost burden of parking on developers. Because the site is an existing parking lot, phased development can also take advantage of existing parking resources as the site moves toward full build-out.

Each development parcel shown can share the same vehicular access for efficiency. The parking area shown has a capacity of approximately 72 stalls, which allows for 0.5 to 0.33 spaces per unit for a total of 144-155 rental units across the site, assuming some spaces are utilized by commercial or other uses. Parking spaces could be unbundled from housing units, allowing future residents to choose whether they want to purchase a parking space with their unit. Over time, this will allow greater flexibility for higher and better uses of land—for example, through long-term infill on any underutilized parking.



On large sites like this one, a centrally located shared parking resource allows residents in multiple buildings access to all parking stalls. A centrally-located shared parking lot supports efficiency and flexibility because residents from multiple buildings can use any space in the lot, as opposed to dedicated lots for individual buildings that may not be fully utilized.

If non-residential uses are included in the program, additional parking efficiencies are generated as most commercial uses have peak parking demands during the daytime, while residential uses tend to have higher demand at night. For example, during the day, residents may leave for shopping or work, freeing up the parking space to be used for other shoppers or visitors to the businesses on site.

Parcels/Project Opportunities

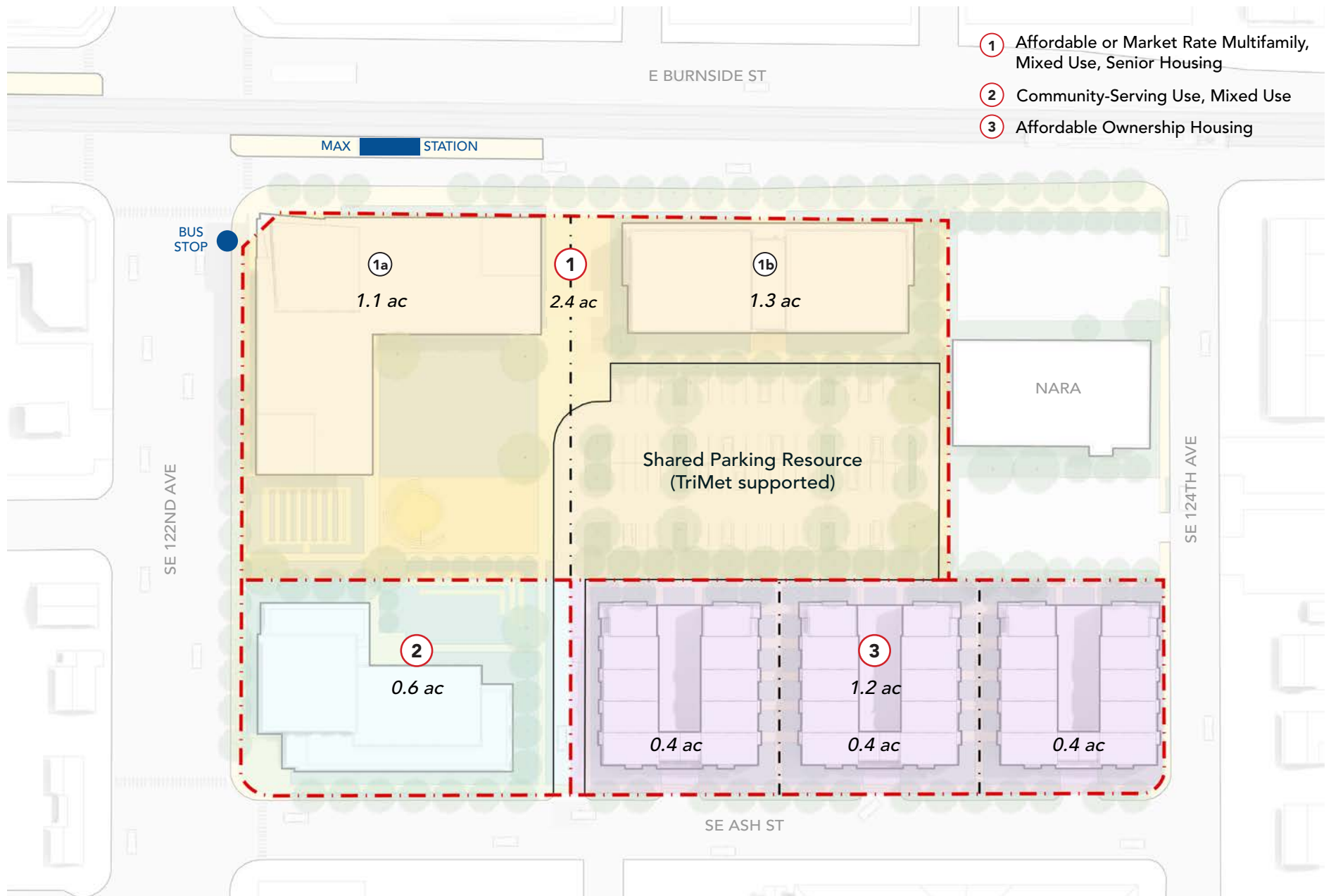
This flexible 4.23-acre site includes multiple opportunities for standalone projects of varied size. Any combination of parcels can be provided with independent and self-contained access, allowing each phase to be built without contingency upon others. Potential projects include townhouse-style affordable homeownership development; housing or mixed-use buildings; and a community-serving commercial or public use, which may also be developed as a mixed-use project with housing above.

Development Summary

Parcel	Size (ac)	Desired Development Program(s)	Capacity / Notes
1A	1.1	Affordable Multifamily, Market-Rate Mixed Use, Senior Housing, Accessible Housing	90 - 110 units, 10,000 gsf ground floor community-serving use or other non-residential use
1B	1.3	Affordable Multifamily, Market-Rate Mixed Use, Senior Housing, Accessible Housing	55 - 65 units Senior housing units could be independent or assisted living
2	0.6	Community Serving-Use, potentially within Vertical Mixed Use	10,000 gsf community-serving use 38 - 48 units if vertical mixed use
3	1.2	Affordable Homeownership	30 - 36 units, up to three separate projects Tuck-under parking assumed
Shared Parking Resource	(30,000sf, within parcel 3)	Shared parking with spaces unbundled from units	~72 parking spaces, shared by residential and non-residential uses
Site Total	4.2		175 - 259 units 41 - 61 units per acre

Development Feasibility Summary

Development Program	Potential Funding/Subsidy Sources	Potential Partner Examples
Affordable Rental Housing	LIHTC, Tax-exempt bonds, philanthropy, developer fees	Oregon Housing & Community Services (OHCS), Prosper Portland, Metro
Affordable Ownership Housing	TIF, LIFT, Community Land Trust (CLT) models	Proud Ground, Cultivate Initiatives, OHCS
Market-Rate Housing	Inclusionary Housing Tax Abatements (City of Portland MULTE Program), debt, equity	Private Developers
Community Serving Use	Bond, TIF	Portland Parks & Recreation, Prosper Portland, local community organizations
Affordable Commercial	TIF, Metro ULI Program	Prosper Portland, ULI
Market Rate Commercial	Debt, equity	Private Developers
Childcare	OHCS, Preschool for All	OHCS, Multnomah County, Childcare Providers



Parcels / Project Opportunities Diagram

Financial Feasibility

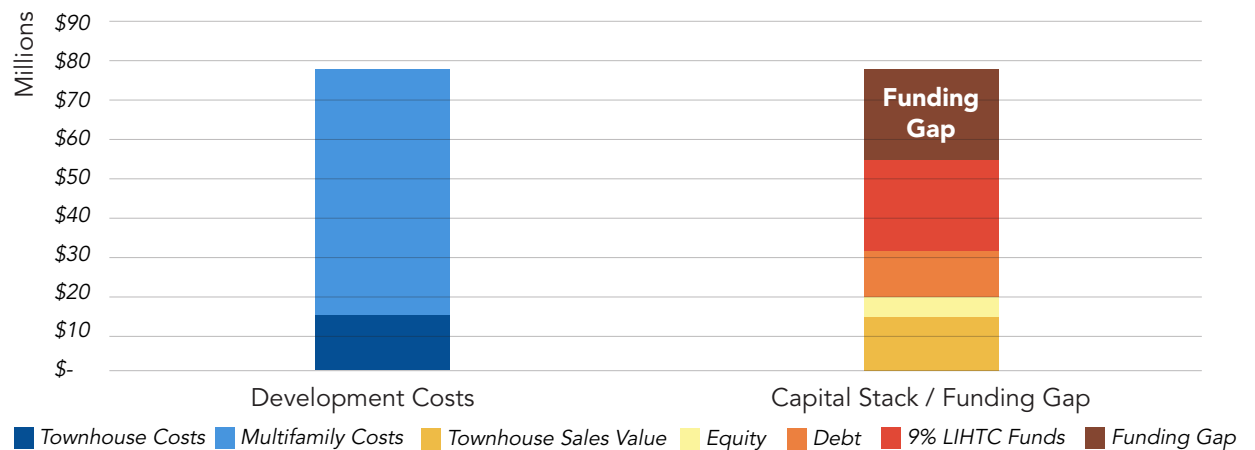
A financial feasibility analysis of the preferred site development concept assumed a building with market-rate units as well as a building with income-restricted units affordable at a mix of income levels. For this analysis, half of the subsidized units were assumed to be affordable to households earning 60 percent of the AMI, and half were assumed to be affordable to households 30 percent of the AMI, for an average affordability at 45 percent of the AMI. The community-serving use was excluded from the financial analysis and assumed to be financed and developed separately.

The analysis assumed the following program:

- 36 Affordable townhouses (at 80 percent of the AMI)
- 75 market-rate apartments
- 75 affordable apartments, which could be senior housing: 37 units affordable at 60 percent of the AMI and 38 units affordable at 30 percent of the AMI; averaging to affordability at 45 percent of the AMI

As analyzed, the preferred site development concept would require a subsidy of about \$24 million (\$158,000 per unit) if built in the near future. Most of the funding gap is due to the near-term market demand that is not strong enough to support the development costs of a market-rate building. On the other hand, the financial costs of deeper affordability level (30 percent of the AMI) would be nearly balanced out if the project was awarded the nine-percent LIHTC funding. Due to current waivers on housing development that temporarily remove requirements for active ground floor uses on this site, the feasibility analysis did not assume a ground-floor commercial space in the multifamily development. TriMet and partners will continue to monitor these requirements through project development.

Feasibility Analysis of Site Development Concept for E 122nd Ave Park & Ride



Source: EConorthwest

The analysis also compared a series of demonstrative scenarios to arrive at the following findings:

- Developing with higher intensity than what is captured in the site development concept is the least feasible option. This is because taller, podium-style apartments are more expensive to develop, and the current market demand is not strong enough to support the development costs.
- A market-rate-only version of the site development concept is also not feasible. The market demand is not strong enough to support the development costs.

- Affordable housing development can be feasible with additional funding. For example, if a development with units restricted to 60 percent of the AMI is awarded four-percent LIHTC funding and associated tax-exempt bonds, the project would require about \$3 million of additional funding to be financially viable.
- Affordable townhouses (i.e., a community land trust) targeting households earning about 80 percent of AMI could be financially viable if development costs stabilize.
- Market-rate townhouses, which would not deliver high density, are financially viable, potentially generating funds TriMet can use to subsidize other site elements.

For the full feasibility analysis, see the Technical Information.

Implications for Development Partnerships

The financial findings suggest the following development considerations for TriMet as it determines the next best step for the study site.

- To promote affordable homeownership, explore community land trust models. TriMet can partner with existing CLT entities, like Proud Ground and Habitat for Humanity, or form its own entity, learning from the best practices of other CLTs nationally. TriMet could also explore the legal requirements for selling its land to a CLT so that it can delineate possible roles related to land ownership and CLT operations.
- Encourage affordable townhouse development partner(s) to look for additional funding opportunities so that the townhouses could be either larger, perhaps with bedroom counts rarely available in income-restricted housing, or affordable at lower income levels. Oregon Housing and Community Services (OHCS) offers funding through its Local Innovation and Fast Track (LIFT) Homeownership program. OHCS also offers tax credit to lenders in a limited equity co-op—a form of shared equity models—through its Oregon Affordable Housing Tax Credit (OAHTC) program. Also, the City of Portland adopted a new East 205 Tax Increment Financing (TIF) in 2024 with the intent of supporting affordable homeownership opportunities. TIF funding is not expected to be available for application until 2030.
- Prioritize finding affordable housing development partners, for both ownership and rental housing. While some funding gaps could remain for affordable rental projects after accounting for LIHTC funds, such gaps could be filled with other affordable housing subsidies available in the Portland metropolitan area. The development could be limited to households

earning 60 percent of the AMI or a mix of lower-income households (some at 60 percent of the AMI and some at 30 percent of the AMI, for example).

- Preserve a portion of the site for future development and seek partners to activate the area with uses that support existing developments. Delivering either a market-rate, multifamily building or a second LIHTC-supported affordable housing might not be feasible until there is a substantial change to the housing market and/or development-supportive policies, so part of the site may remain undeveloped for many years. TriMet can intentionally plan for intermediate and temporary uses (e.g., transit parking, a safe rest village, food carts, a community garden, sport courts). These uses will need to be curated by TriMet or its partners so that they are supportive of any new development. Such uses will likely require partnerships with local nonprofit organizations or the City of Portland.
- Financially separate community-serving uses from residential developments. In general, the residential developments do not generate sufficient value to cross-subsidize or finance unaffiliated community-serving uses. Furthermore, integrating the community use with affordable housing might increase the development costs of the affordable housing component. Thus, any community uses will likely rely on independent funding sources and be located adjacent to the housing developments. TriMet could plan for subdividing a portion of the site that will be used exclusively for the community-serving use. However, if supportive partnerships and funding opportunities arise, a community-serving use in the ground floor of a residential development could provide unique benefits to the site and neighborhood.

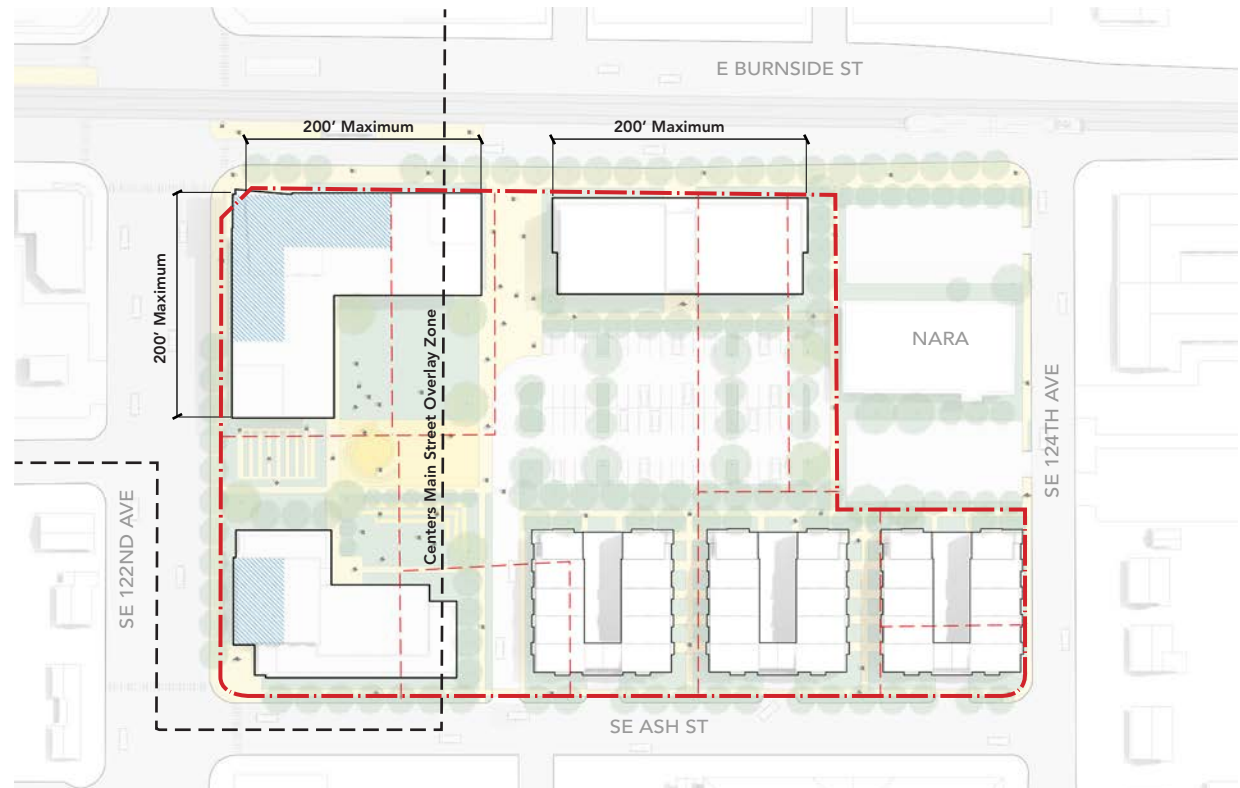


Development Process Requirements

Land Use Requirements

The site has a Design Overlay as part of its zoning designation. The Design Overlay requires sites in Portland to complete a formal Design Review process prior to submission of a building permit. The size of the project being developed determines the type of review process. For this site, if the project being reviewed is 80,000 sf or more of new floor area or if the building is larger than 65' in height, the process would be a Type III Review process. A Type III process requires the design to be submitted for review to City Staff in preparation for a public hearing with the Design Commission. For developments that are smaller, the land use review would be processed with a Type II review process that only requires approval by City Staff and does not go through the Design Commission. Receiving approval through the Design Review process is a pre-requisite for approval of a building permit.

In January of 2025, City Council passed new regulations to provide regulatory relief for building projects, specifically new development that includes housing. Until January 1, 2029, certain zoning code regulations have been limited or reduced. Two key elements that ease development of this site were passed. First, for any projects with housing that were subject to a Type III review process, the applicant would be able to choose a Type II review in conjunction with a design advice request, but not have a formal Design Review Hearing. Second, for projects that meet the current thresholds for an affordable housing project, the applicant would be able to choose either a Type II review or a Type Ix review. The affordable housing projects would not need to go through a Design Advice Request prior to submission.



The site will require replatting in the future to support individual development projects to proceed. This replat will be subject to a clear understanding of the boundaries for each parcel and availability of resources to fund a replat. It can be accomplished by working with the City and County to conduct a land use review, survey, and final partition plat as described in the City's zoning code, section 33.675.300.

LEGEND

- — Centers Main Street Overlay Zone boundary
- - - Historical plat lines
- /// 25% Active Ground Floor requirement after 1/1/2029
- - - TriMet Site

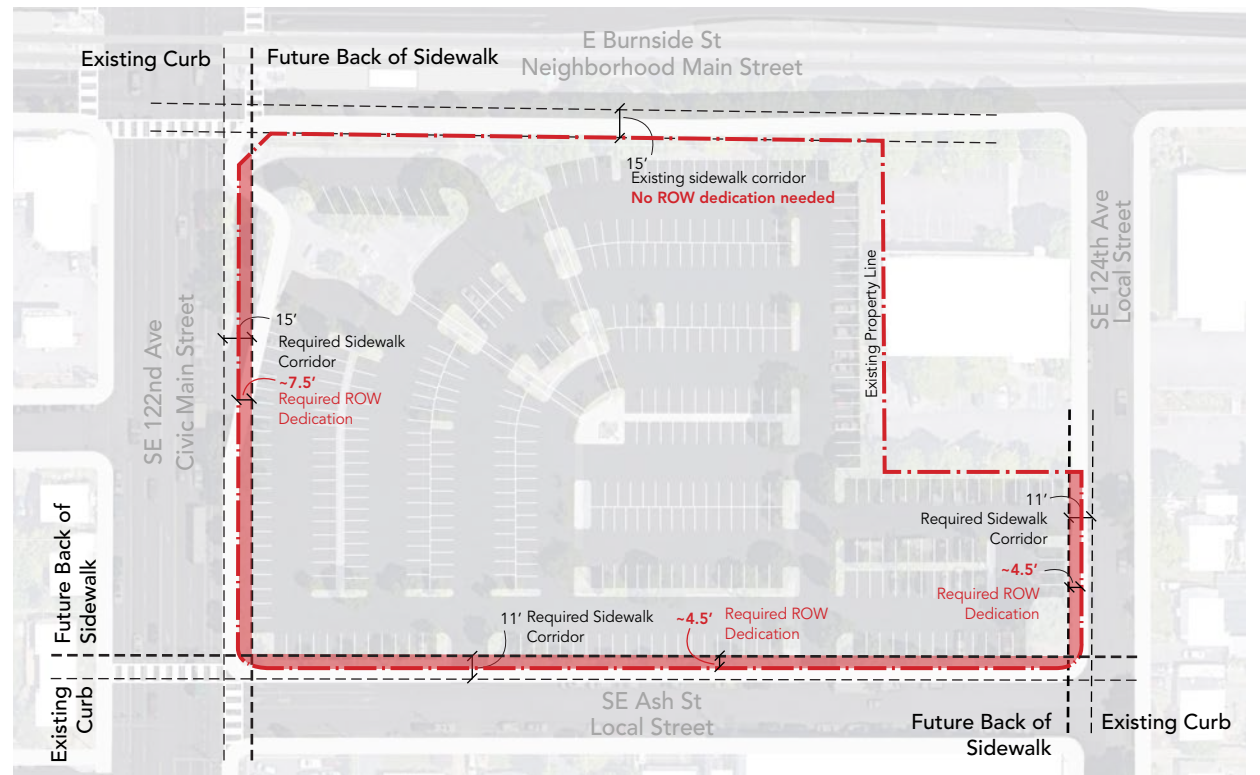
Development Requirements

Transportation Requirements

- **ROW dedication.** PBOT will require ROW dedication to meet minimum sidewalk corridor widths along SE 122nd Ave, SE Ash St, and SE 124th Ave frontages. Approximate minimum ROW dedications are shown in the diagram at right (these dimensions are for planning purposes and will need determination through survey at the time of development).
- **Early Assistance.** For any proposed development plan, it is recommended that the developer set an Early Assistance (EA) meeting with PBOT and other agencies to determine the exact code requirements which need to be addressed.
- **Driveway Design Exception.** Per PBOT Administrative Rules for driveways, providing driveway access along 122nd Ave requires approval of a Driveway Design Exception.
- **Transportation Demand Management.** PBOT requires any development in a commercial/mixed-use or multi-dwelling zone that includes a building with more than 10 dwelling units and is close to transit to have a Transportation Demand Management (TDM) Plan.

TriMet Operational Requirements

- This site is not assumed to provide a park & ride function with redevelopment.
- 2 parking spaces may be reserved for TriMet service vehicles for MAX platform access. TriMet substation across Burnside has parking capacity for those TriMet operational activities.
- Area may be provided for LIFT Paratransit pickup/drop-off area and circulation if there is a determined need for this as part of future site development.



Minimum ROW Dedication

Next Steps

With the site's large size and flexible layout, TriMet believes that the E 122nd Ave Park & Ride provides significant opportunities for variety of uses that can be developed in phases, working closely with community and development partners.

TriMet's TOD Group will carry forward specific action items from this plan to ensure that future transit-oriented development at this site meets the agency's goals and aligns with near and long-term community objectives. The following page includes is a list of key action items that will support the aspirations outlined in this planning study.

While this planning study establishes a vision, the execution of the vision will be flexible and adjusted as needed as TriMet works to deliver development that meets the goals identified by the community. This will include observing changes in the development market and taking advantage of opportunities that may arise. With a solutions-focused and pragmatic approach, TriMet's TOD Program will continue to engage with local communities as it pursues ambitious and positive transit-oriented development outcomes that provide benefits to the Hazelwood Neighborhood and the broader region.

	Action Items	Coordination/Potential Partners
TriMet Internal	Confirm internal readiness for development, including construction impacts and operational considerations	TriMet Operations TriMet Service Planning TriMet Board FTA
	Determine preferred strategies for partnerships, including potential community partners, interim use partnerships, and developers	
	Determine strategy for development and long-term management of shared parking model	
	Devise a work plan for advertising future site opportunities	
	Explore viability of adding a pedestrian crossing of E Burnside St to the back of the MAX platform	TriMet Operations, PBOT
	Advance due diligence materials as feasible (e.g. environmental assessment/soils testing, geotechnical, survey, appraisal, title report, etc).	Grant providers such as Business Oregon
	Explore options for how to execute land transactions for potential rental, ownership, and/or public/community use developments	FTA
	Identify best development marketing process and produce solicitation materials (e.g. RFQ, RFP, broker listing materials, etc.)	
Site & Development Readiness	Conduct Early Assistance meeting with Portland Planning & Development to confirm expectations and process for future development projects	Portland Planning & Development
	Coordinate with NARA on future development planning, including future emergency access plans for the TriMet site	NARA Northwest
Interim Use Partnerships	Continue to work with City of Portland and other partners to improve safety and security on and around the site. Explore partnerships for temporary activation/programming of areas planned for future open space: for example, soccer, skateboarding, pickleball, farmers' market/fresh food, food carts, etc.	City of Portland Safe Blocks Program, Portland Street Response, Cultivate Initiatives, Central City Concern, Hazelwood Neighborhood Association
Development Partnerships	Coordinate with potential partners for affordable homeownership development to determine capacity/interest in possible partnerships	Community land trust facilitators, such as: Proud Ground, Cultivate Initiatives, Prosper Portland, Habitat for Humanity
	Maintain communication with NARA regarding potential partnerships (e.g. senior housing, wraparound services, marketing to constituents/potential residents)	NARA Northwest
	Coordinate with potential partners for community-serving uses, including the potential Community Music Center, childcare, small businesses, etc.	Portland Parks & Recreation, Preschool for All, Prosper Portland, TIF Group, OHCS
	Seek funding to support amenities within future buildings and site development such as mobility hubs, safety/resource spaces, and open space improvements	Metro, City of Portland PCEF
Community Engagement	Continue communicating clearly and transparently with the community at each step of the process toward development	Community organization and public agency partners
	Engage with neighborhood communities and potential community partners on temporary or interim activation or programming	
	Create opportunities for meaningful community engagement in programming & design for individual projects	



E 181ST AVENUE PARK & RIDE

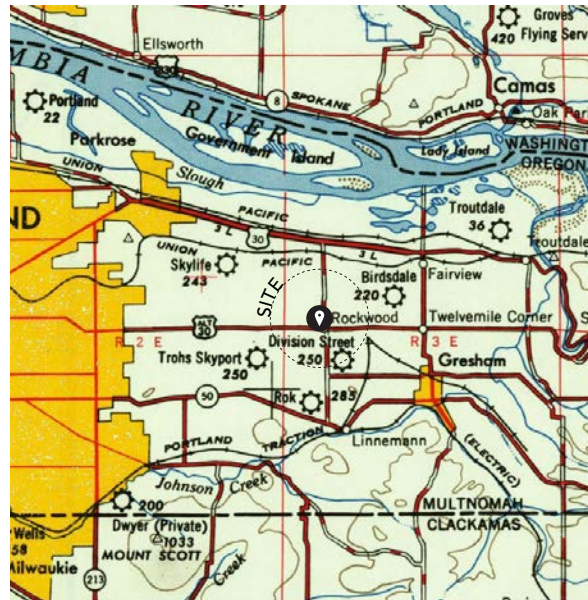
EXISTING CONDITIONS, COMMUNITY ASSETS AND GAPS ANALYSIS

Site & Neighborhood History

The Rockwood neighborhood is located on traditional village sites of the Multnomah, Kathlamet, Clackamas, Tualatin, Kalapuya, and Molalla bands of the Chinook, and many other Tribes who made their homes along the Columbia River. Multnomah is a band of Chinooks that lived in this area. With Euro-American settlement and expansion, this area became rural and agricultural lands on the fringes of the more developed areas of the cities of Portland and Gresham. Rapid suburbanization occurring in the 1940s to 1960s created large areas of unincorporated subdivisions that were part of neither city; Rockwood was one of the latest areas to be annexed into the City of Gresham in 1987 to 1989.

Since the 1970s, population has continued to grow in this area, partially driven by international immigration and by residents displaced from inner Portland neighborhoods due to gentrification and rising housing costs. Today, compared to both Eastern and Western Multnomah County, the population of Rockwood is younger and more racially and ethnically diverse.

In 1973, TriMet began planning the eastern extension of MAX, then called the Banfield Light Rail Project. Construction began in 1982, and the new 15-mile line connected downtown Portland and Gresham starting in 1986. TriMet developed this site at E 181st Ave in 1985 as a Park & Ride with the intent of supporting transit use by local communities. However, by 2015, utilization was lower at this site than many other of TriMet Park & Rides. After the 2020 pandemic, utilization dropped below 2% and has not increased since.



USGS Map, 1948



SE 182nd and Stark St, 1917



Baseline Road (now Stark St) and Rockwood Rd, 1920

Neighborhood Context & Assets

The E 181st Ave Park & Ride sits at the heart of the diverse Rockwood neighborhood, just one block away from the Downtown Rockwood center, an important local hub for food, housing, employment, and community gathering. Apart from Downtown Rockwood, this area of Gresham along E Burnside St is characterized by aging small commercial buildings and a mix of residential and institutional uses. However, the City and community partners are rapidly advancing goals for more community-serving development, including Block 188 just to the east of the site, which will include a community gym and workforce training center. The City of Gresham has also purchased contiguous sites to the east of the TriMet property, creating major opportunities for coordinated, community-supportive development with more flexibility across a larger site. Rockwood CDC has plans to deliver affordable housing and other community-supportive uses across a number of non-contiguous parcels located to the west of the property. TriMet's Park & Ride site is well-positioned to provide needed housing and potentially other services that address local needs while amplifying the success of other investments.

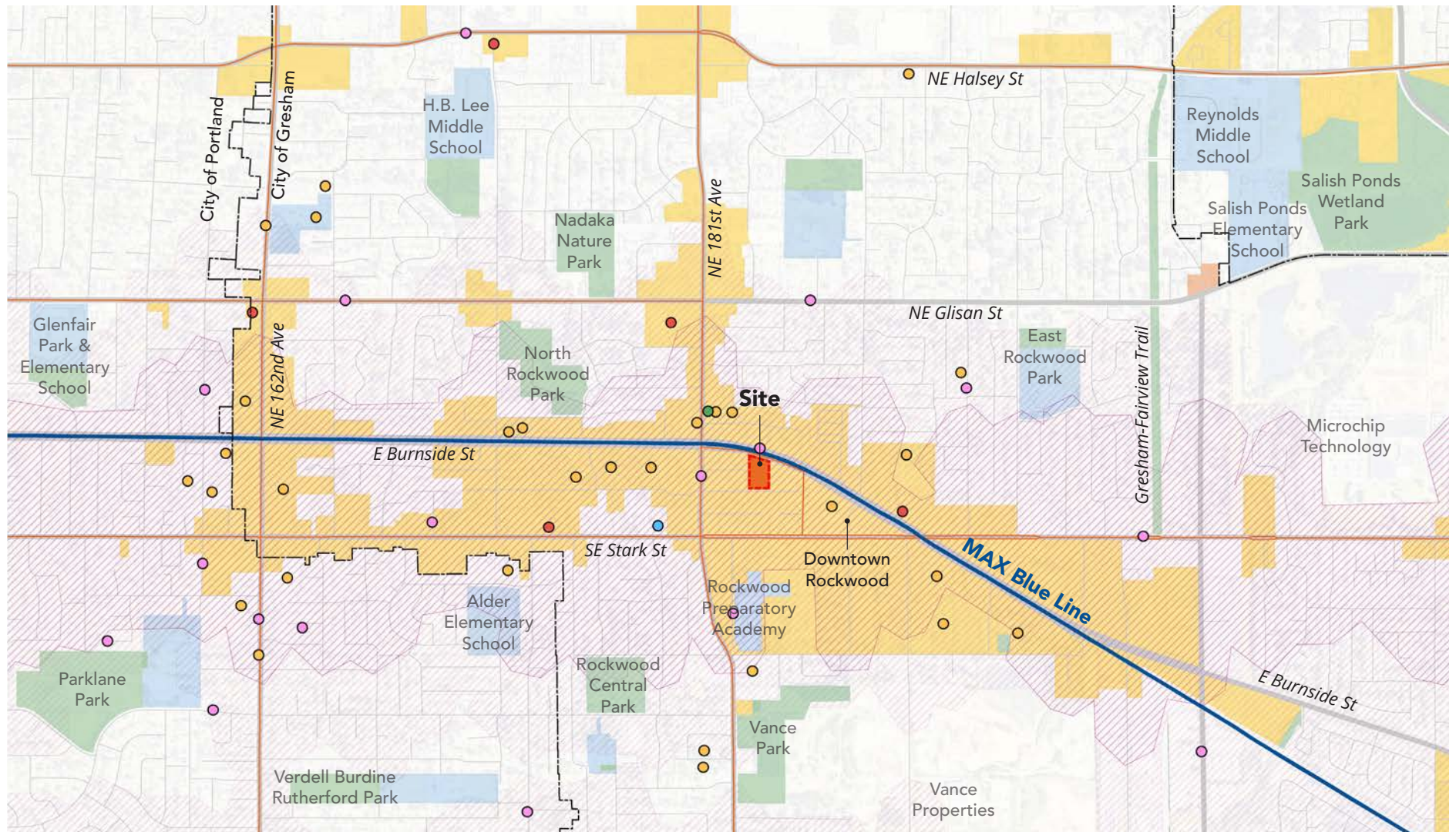
The site is within the Rockwood Urban Renewal District, which will continue through June 30, 2029, allowing the City of Gresham to spend approximately \$37 million on new projects, including transportation, housing, job creation, small business support, and parks and recreation. The City of Gresham has been working with Multnomah County on urban heat island mitigation pilot projects within the Rockwood neighborhood and TriMet's E 181st Ave Park & Ride was previously identified as a local opportunity for enhanced tree canopy and sustainability measures.



Neighborhood Context

LEGEND

- Parks & Open Spaces
- Commercial & Mixed Use
- Schools
- Rockwood Town Center
- Bike/Ped Injuries (ODOT, 2013-2022)
- "Barrier" Streets
- TriMet Site



LEGEND

- Healthcare Facilities (OHA)
- Library
- Grocery Stores
- Places of Worship
- Affordable Housing

- Commercial Zones
- Mixed-Use Zones
- Campus Institutional Zones
- Schools
- Parks & Open Spaces
- Community Gardens

- Rockwood Neighborhood
- MAX Lines
- Bus Lines
- 1/4 Mile Walkshed from Transit
- 1/2 Mile Walkshed from Transit
- TriMet Site

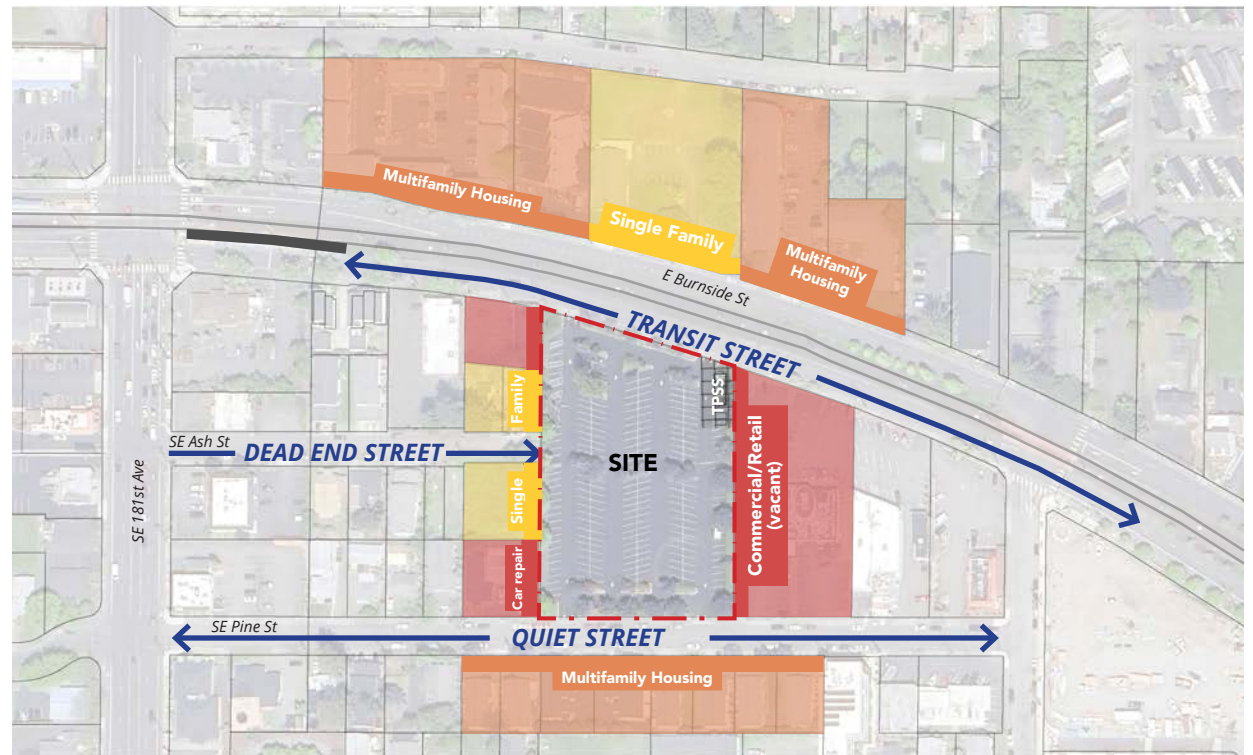
Neighborhood Context and Assets

Urban Design Analysis

Site Experience

The experience at the site today is an open parking lot adjacent to other open lots. Despite its proximity to the bustling new Downtown Rockwood development, community members have described this site just a few hundred feet away as feeling empty, underutilized, or uncared for. The E Burnside St edge lacks comfortable and continuous walking and biking connections.

The E Burnside St edge provides greater public visibility, while SE Pine St will benefit from City investments in a new signal at its intersection with SE 181st Ave. With the future signal and redevelopment of the TriMet site, SE Pine St can provide a quieter and more comfortable route to Downtown Rockwood. This edge is characterized by single-dwelling lots to the south and a few small commercial sites. The City of Gresham's TSP includes a future street plan indicating a need to connect SE Ash St to the surrounding grid and improve connectivity within the overall block.



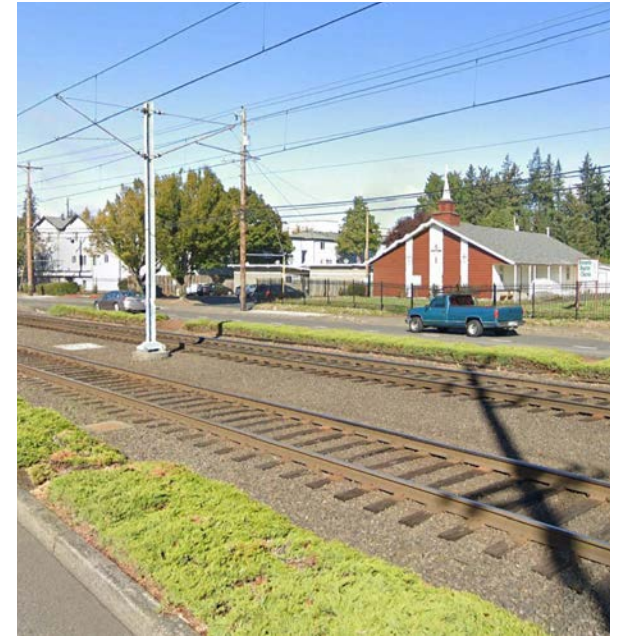
Site Analysis Summary



Site Context



SE Pine St



E Burnside St



SE Ash St



Site entrance from E Burnside St

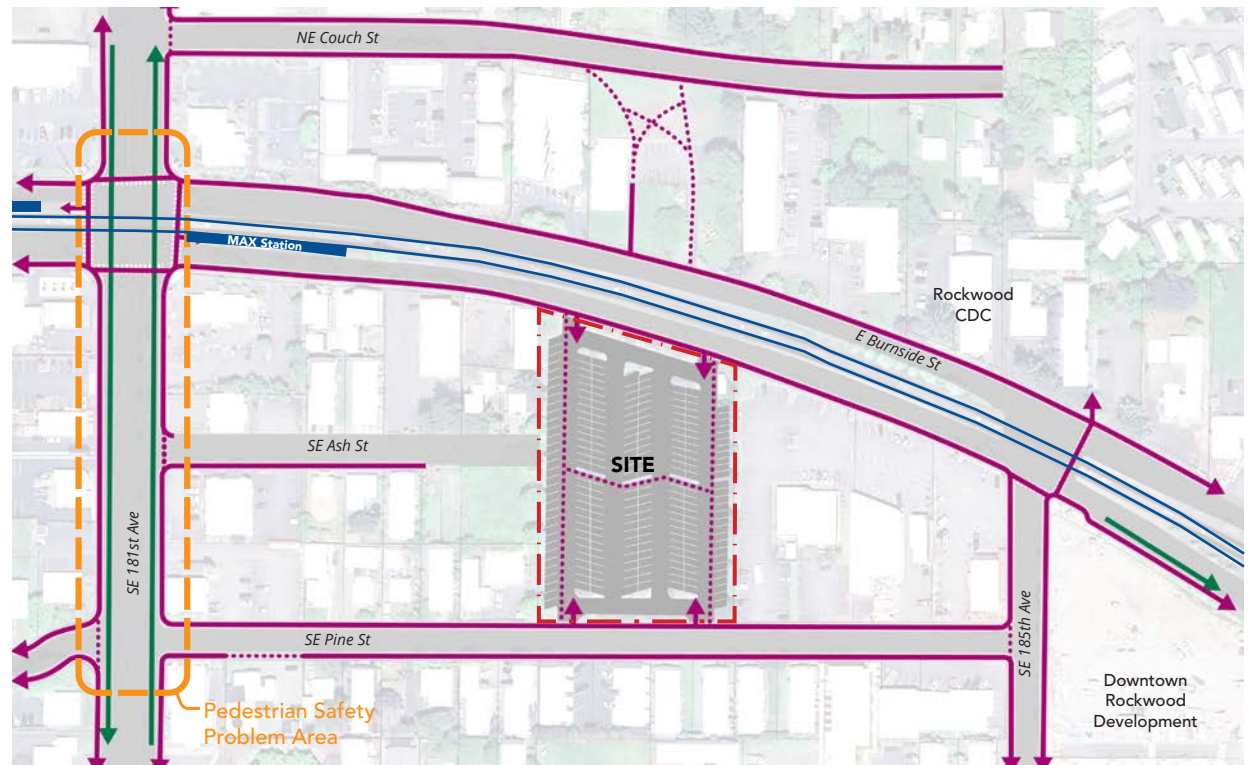


Rockwood Market Hall /Aviva Apartments

Site Access & Mobility

Existing sidewalks currently exist on the northern and southern edges of the site, but sidewalks are lacking on SE Ash St, and access to the site is fenced off. Bike lanes are missing along the site frontage on E Burnside St, but the City of Gresham is planning to make safety improvements to the intersection of SE Pine St and SE 181st Avenue, which will make SE Pine St a safer walking and biking corridor connecting to Downtown Rockwood. Future improvements to the site's frontage along E Burnside St should focus on enhancing access to the two nearby MAX stops.

Due to the MAX tracks in the center of E Burnside St, pedestrian crossings to the north are limited to the intersections to the east and west of the site.



Bike and Pedestrian Circulation

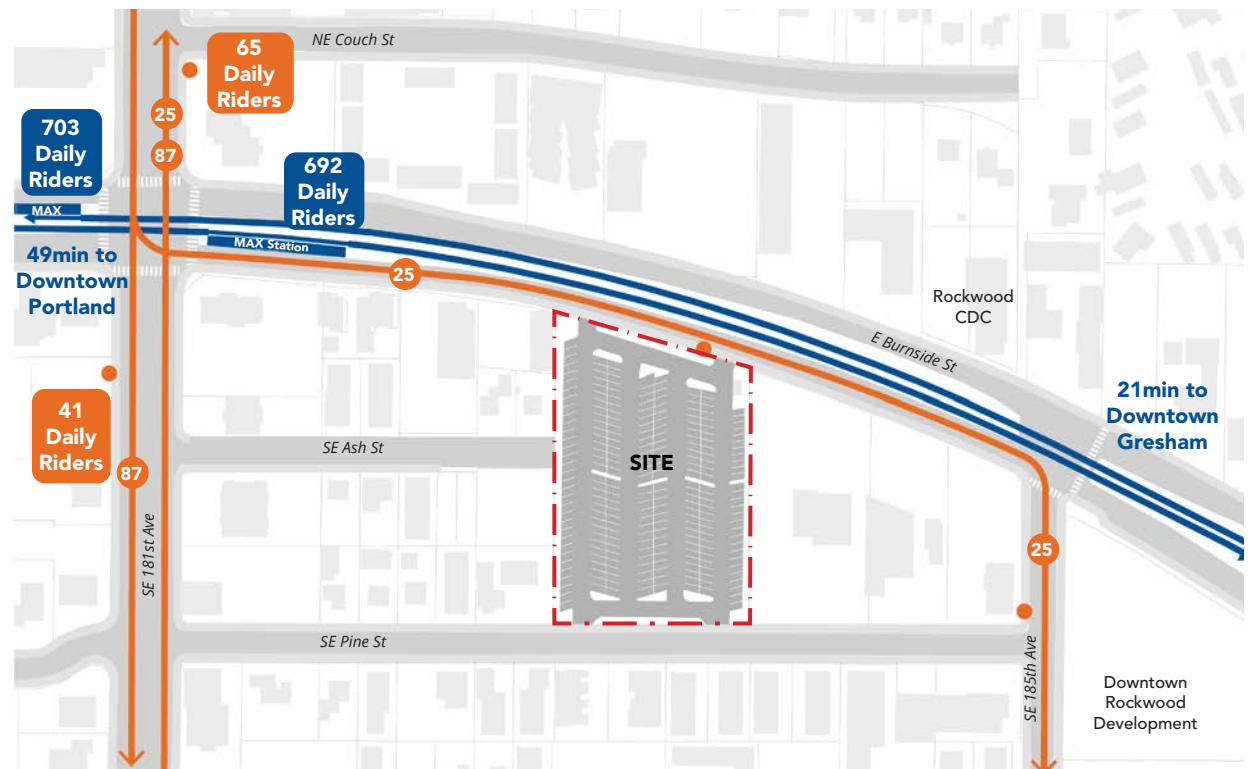
LEGEND

- Pedestrian Circulation
- ... Pedestrian "Desire Lines"
- Bike Lanes
- MAX Blue Line
- - - TriMet Site



Existing Bus Stop at E Burnside Frontage

The Park & Ride site sits between two MAX stops, but is not directly served by transit. An existing bus stop on E Burnside St will be removed as part of future service enhancements to Line 25. Future improvements to sidewalks will enhance transit access between the site and the two nearby MAX stations.



LEGEND

- Bus
- Bus Stop
- MAX Blue Line
- - - TriMet Site

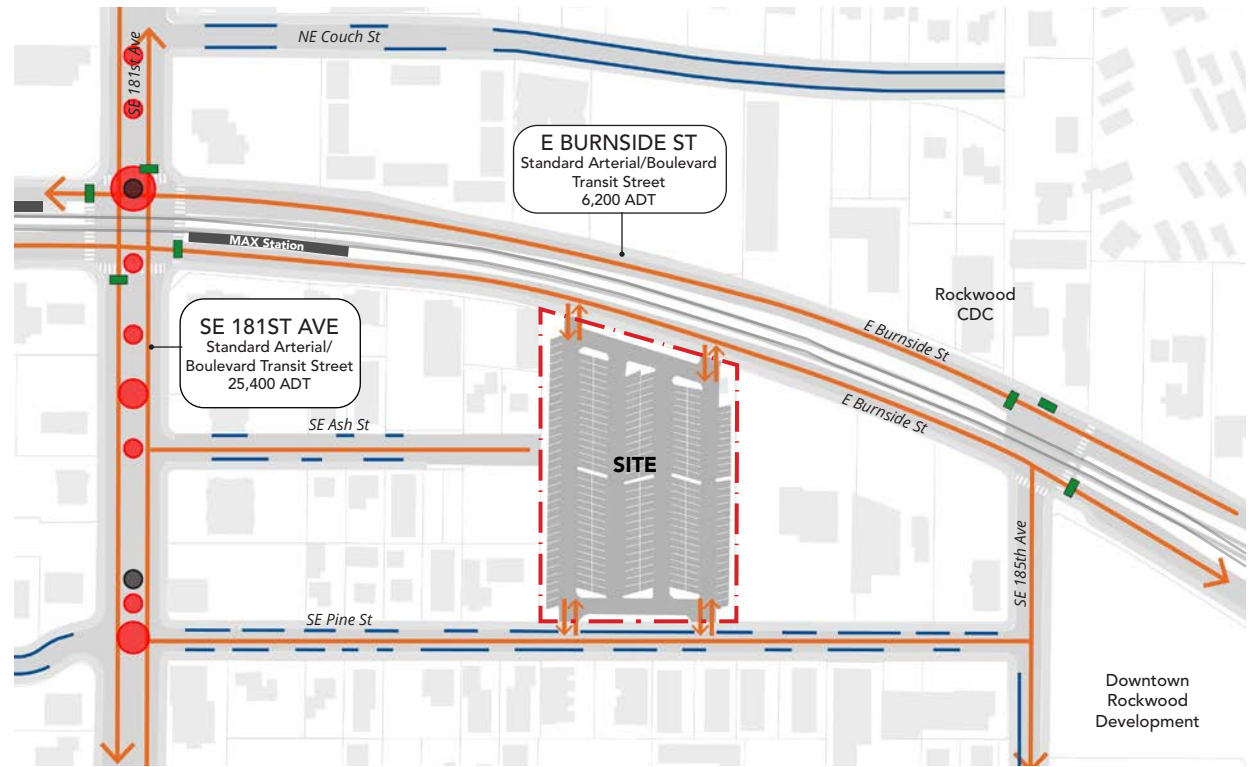
Transit Service & Ridership



Existing MAX stop at E Burnside/ SE 188th Ave

Vehicular access to the site is currently available from both E Burnside St and SE Pine St. SE 181st Ave carries significant regional traffic and is a high-crash corridor, but the site is buffered from this street and the safety issues it presents. E Burnside St carries more vehicular traffic than SE Pine St, but neither are as high traffic as SE 181st St. SE Ash St currently dead-ends into the western edge of the site. Future vehicular access will be provided from SE Pine St and SE Ash St. Any future access to E Burnside St will need to be right-in right-out only due to the MAX tracks. Since E Burnside St is one-way eastbound at this location, the Park & Ride is only accessible by those traveling eastbound, which limits the usability of this access point. However, TriMet currently accesses its Traction Power Substation from E Burnside St. This substation will be expanded and access will need to be retained and reconfigured with new development.

On-street parking is available on SE Ash St and SE Pine St.



Vehicular Circulation and Safety Issues



Northwest site access from E Burnside

Current Site Uses & Adjacencies

The Park & Ride lot has a total of approximately 247 vehicle parking spaces. Historically, the use of the Park & Ride has been quite low, averaging 9% to 17% through the mid-2010s, peaking at 17% in 2019 prior to the pandemic. During the pandemic, usage dropped considerably to approximately 2%. As of 2023, the Park & Ride was only 1% utilized by transit riders. TriMet does not anticipate park & ride functions to continue at this site, aside from occasional service vehicle parking.

TriMet’s existing Traction Power Substation (TPSS) will be expanded, removing 6 existing parking spaces. The existing TPSS is an important component of transit infrastructure. It consists of a small building and underground grid that will be modernized and expanded in its existing location. Future development will need to integrate the new TPSS site and accommodate service access needs.



Current Uses

- LEGEND
- Substation Expansion Footprint
 - Accessible Parking
 - TriMet Site

Total Parking Spaces	247
Substation Expansion	-6
Available Park & Ride Spaces	241



Northeast site access along substation

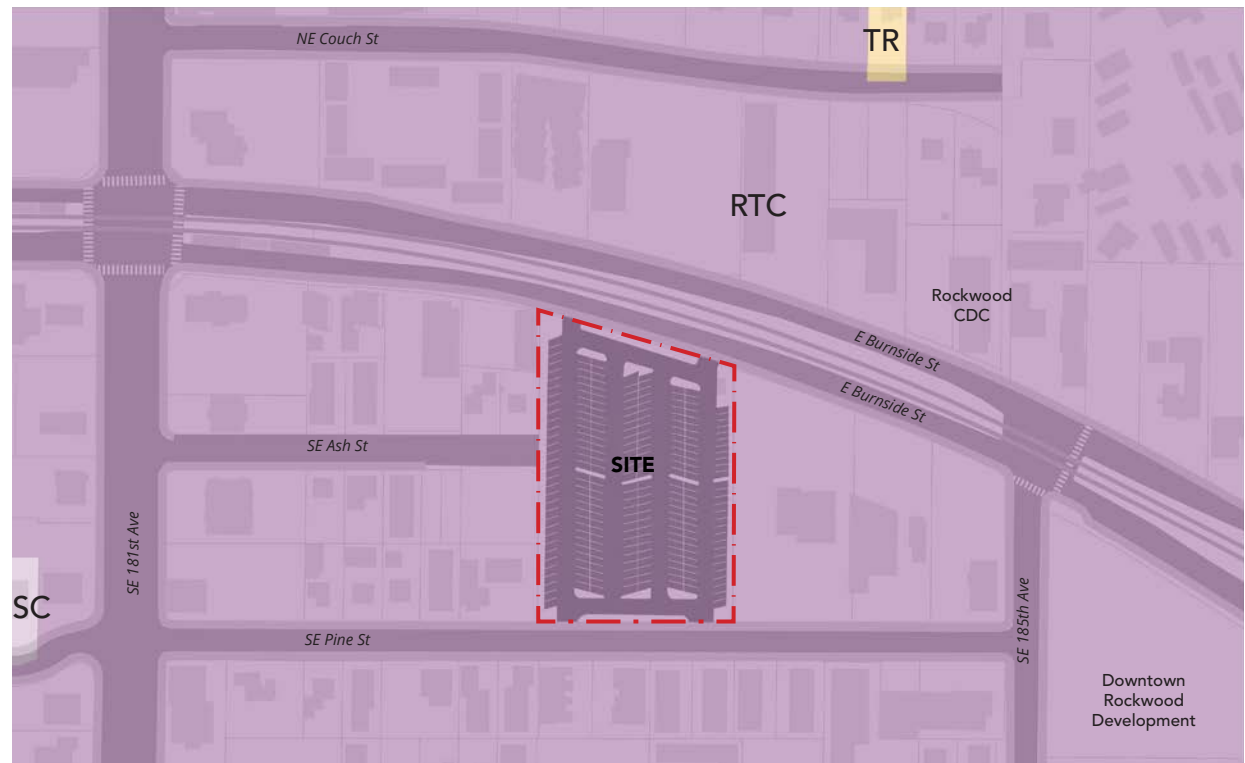
Zoning

The site is within the Rockwood Town Center Corridor District and specifically within the Rockwood Triangle Area. This is the center of Rockwood and is intended to be a cultural and social hub—a community of residences and smaller scale services in a walkable, pedestrian-oriented environment with integrated open spaces. The zone allows a wide range and mix of commercial and denser residential uses (single family, duplex, triplex, and quadplex residences are not allowed).

The zoning code mandates a minimum residential density of 20 units per acre, but no maximum residential density. For these two acres, the minimum required density would be 40 units. Building heights are capped at 6 stories for Commercial / Institutional uses. All other uses are limited to 4 stories in building height. As there is no maximum residential density, the number of residential units will be determined by a mix of factors including maximum building height, number of parking spaces that can be fit on the site in a cost-effective manner, and market demand for the units being delivered. Vehicular parking is capped at 2 spaces for residential uses.

Several Design Guidelines and Standards in the development code will inform the design solution including: creating a mid-block pedestrian connection between E Burnside and SE Pine St, setbacks along both these streets (10' minimum and 15' maximum) with 75% building frontage, and required upper floor articulation for buildings greater than 4 stories.

The limiting factor for development is likely to be driven by market dynamics rather than zoning code restrictions. For example, there is no maximum residential density and enough height on the site to allow for variety of strategies to develop the site. However, the required provision of future street connections to the surrounding grid reduces overall developable acreage.



LEGEND

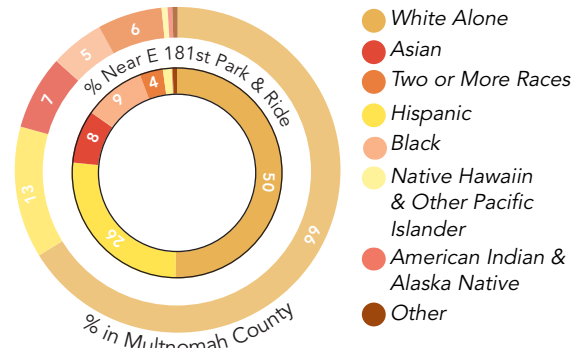
- Rockwood Town Center
- Transition Residential
- Station Center
- TriMet Site

Zoning

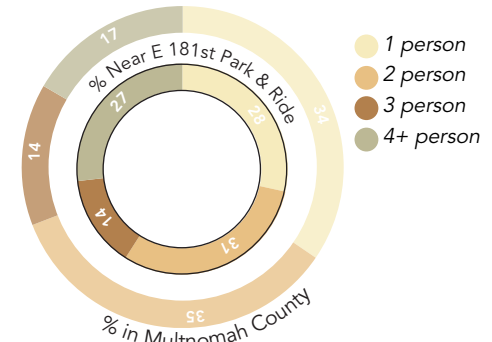
Market Analysis

Household characteristics are changing significantly in the E 181st Ave Park & Ride study area (roughly 2 mile radius from the site). Since 2018, the working age population (20 to 64 years old) grew to make up a larger share of residents. Households with 2 people and 4 or more people grew while households with 1 person or 3 people shrank as a share of total households. During the same time, the community became more diverse, and more people attained higher education. Compared to 5 years ago, the renter share of population and the share of cost burdened renters have decreased, although the cost burdening rate remains high at 58 percent, meaning nearly 6 out of 10 renter households in the study area are spending more than 30 percent of their income on housing costs. These data suggest the potential for growing demand for larger units where people can establish new families or grow their families. The charts at right compare demographics of the site study area to Multnomah County as a whole.

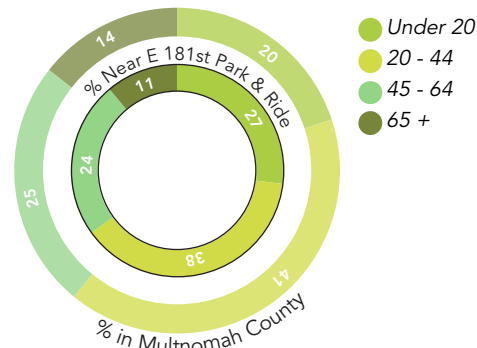
2023 Population by Race & Ethnicity:



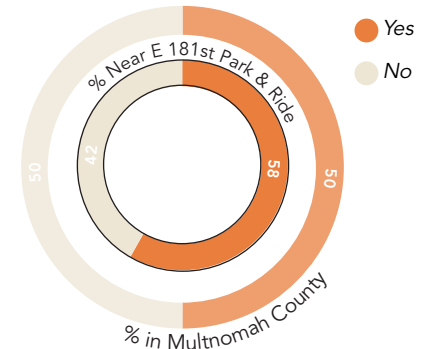
2023 Household Size:



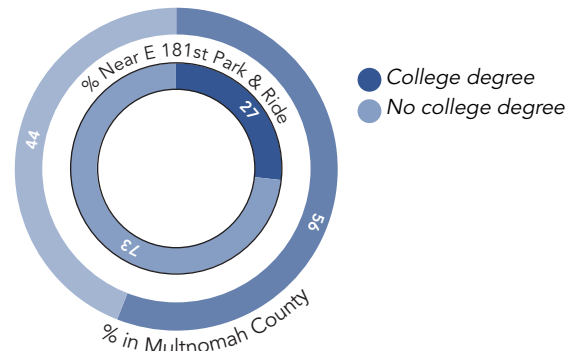
2023 Population by Age:



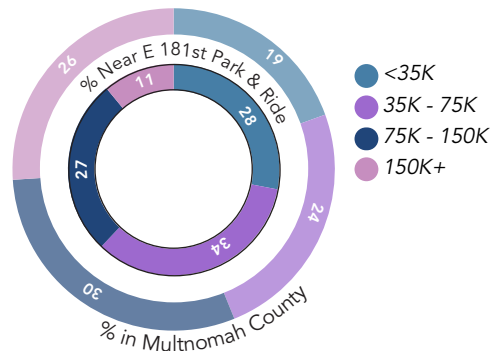
2023 Rent Burdened Households:



2023 Educational Achievement:



2023 Households by Median Family Income:



Charts comparing E 181st Park & Ride study area to Multnomah County

Ownership Housing

Typical housing prices in the area around the E181st Ave Park & Ride are about \$440,000 for a 1,550-square-foot, single-family unit; and about \$350,000 for a 1,150-square-foot townhouse unit. However, the asking prices for new construction are about 25 percent higher: \$550,000 for single-family home and \$420,000 for townhouse.

Rental Housing

Within the E 181st Ave Park & Ride area, the average size of market-rate units ranges from about 490 square feet for studios to 1,020 for three-bedroom apartments. The average rents range from \$1,020 for a studio unit to \$1,515 for a three-bedroom unit.

Retail

Average retail lease rates in the study area have been sensitive to economic cycles. The Great Recession had resulted in large negative impacts, which took several years to recover. The impact of the COVID-19 pandemic was, however, not permanent and the current average lease rate is nearly \$17 per square foot. Retail vacancy is very low at below 1 percent and is mostly attributable to smaller spaces (2,000 square feet to 6,000 square feet) in strip malls.

Implications of Real Estate Data

Reviewing the data about the residential and commercial real estate markets in the study area leads to following conclusions:

Steady rent growth and recent development activity suggest the demand for (market-rate) housing can continue. However, economic downturns could impact growth opportunities.

A tight retail market suggests there could be an opportunity for a new retail or mixed-use development. Small spaces on the ground floor

Average Sales Price and Unit Size Near E 181st Ave Park & Ride (Spring 2025)



\$440,000
1,550 sq.ft.



\$350,000
1,150 sq.ft.

Source: Redfin

Average Apartment Rents Near E 181st Ave Park & Ride (Spring 2025)

	Studio	One-Bedroom	Two-Bedroom	Three-Bedroom
Average Rent	\$ 1,020	\$1,305	\$1,215	\$1,515
Average Size	490 sq.ft.	610 sq.ft.	840 sq.ft.	1,020 sq.ft.

Source: CoStar

could be filled with retail uses or community-supported uses. Again, economic downturns could impact growth opportunities.

Although market data suggest there could be demand for new retail spaces, lease rates might not sufficiently cover construction costs. TriMet should weigh the tradeoffs of delivering retail space in a mixed-use development. Ground floor retail in a mixed-use building is more expensive to build than a horizontal mix of a standalone retail structure and an apartment building. Requiring ground floor retail in joint development proposals could limit interest in the site because market-rate developers might avoid such risk, and affordable developers might seek tax credit allocation advantages by offering supportive uses on the site rather than market-driven retail. If TriMet and its stakeholders believe a mixed-use development at this location can

promote transit use, help create a safe and vibrant space, and deliver the desired density and type of development, then ground floor retail could be a worthwhile consideration.

Desired Development Program

Based on the market study, past community engagement, site capacity, and TriMet's goals, the following uses are examples of desirable development program to incorporate in future TOD projects at this site.

Residential Development

- **Subsidized affordable housing.** New affordable housing developments can immediately relieve some households from housing affordability pressures. The E 181st Ave site is located in a Qualifying Census Tract (QCT), which is a key criterion for boosting the amount of LIHTC funding that is available.
- **Market-rate mixed-use.** Mixed-use developments are aligned with TriMet's goals. A tight retail market suggests there could be an opportunity to identify tenants for a mixed-use development, though achievable lease rates might not cover development costs of ground-floor space.
- **Senior housing (affordable).** Affordable housing targeted for older populations can yield more units because senior housing is typically built with fewer parking stalls.
- **Accessible housing.** The site is located in a mixed-use area that could be well-suited to age-friendly and accessible housing. Additional subsidy may be needed to support augmented accessibility features, as they can increase construction costs.

Non-Residential Development

- **Co-located childcare.** Housing and childcare in the same building along with open spaces would provide a convenient option for local families that lack sufficient childcare options. Because providing adequate childcare facilities in a project may be an undesirable risk for market-rate housing developers, co-located childcare is more likely within publicly-funded affordable housing projects. The development costs could be high due to the unique design needs of childcare facilities, and because ground floor commercial in a subsidized project could necessitate the use of prevailing wages for construction. Despite these challenges, providing childcare on site might make an affordable housing project more attractive for other competitive subsidy programs. For example, Multnomah County's Pre-School for All funding may be available to fund a portion of the development. TriMet can focus on cultivating partnerships with partners supportive of childcare facilities co-located with housing.
- **Healthcare facilities/offices.** Nearby Downtown Rockwood provides some medical services nearby in its Lumen Business building. TriMet can consider complementary uses that do not compete with existing development.
- **Small business/retail space.** A tight retail market suggests there could be demand for a new retail development, though lease rates do not currently support construction costs.
- **Community safety space/outreach/resource space** for TriMet and/or partners. Any non-residential use with a specific community purpose will require a strong partner that can bring funding/financing to support the use. Housing developments would not generate enough value to subsidize or fund the community use.



Site considerations for subsidized affordable housing

LEGEND

- Affordable housing
- Qualified Census Tracts (2025)
- TriMet Equity Areas (2021)
- TriMet Site

COMMUNITY VOICES

In recognition of the significant community engagement already completed or underway in the Rockwood neighborhood, the team began with a summary of what has been learned from other efforts. Past efforts revealed general community priorities for new development to achieve. While the E 181st Ave Park & Ride site may not be suitable for some of these specific uses, they served as a guide for TriMet's engagement focused on this site.

TriMet engaged the following community organizations and partners to discuss and confirm any specific priorities for development at the E 181st Ave site:

- Rockwood School's Out For Summer
- Mammograms and Mariachi
- Summer Health Festival
- Rockwood CDC
- National Night Out
- Hacienda CDC
- Gresham Redevelopment Commission and City of Gresham staff
- New Avenues for Youth
- Latino Network
- Rockwood Market Hall Public Market Event
- Rockwood Market Hall Back to School Event
- Preschool for All
- Rockwood Neighborhood Association

A full summary of engagement is included in the Technical Information.

Some partner organizations such as the Rockwood CDC, the City, and Gresham Redevelopment Commission shared concurrent or recent community priorities for this area. For example, GRDC engaged with local communities to understand investment priorities including affordable homeownership and culturally-responsive health and wellness services. TriMet incorporated these priorities in the plan and will seek funding and opportunities to support them through future site development.

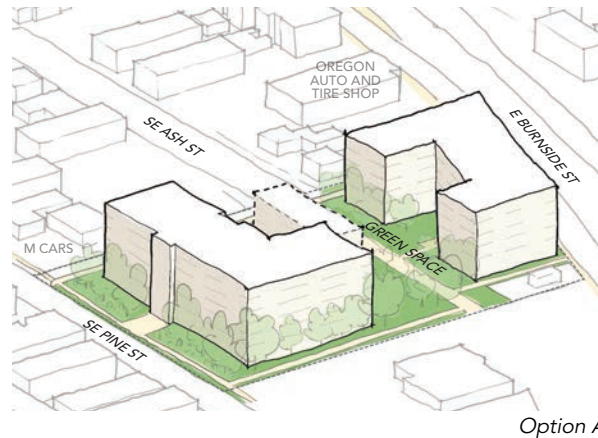
Three concept options were developed based on market analysis, input from community organizations and partners, and technical advisory group feedback. The team shared these three concept options with the broader public for feedback. This feedback was incorporated into a preferred development concept for the site.



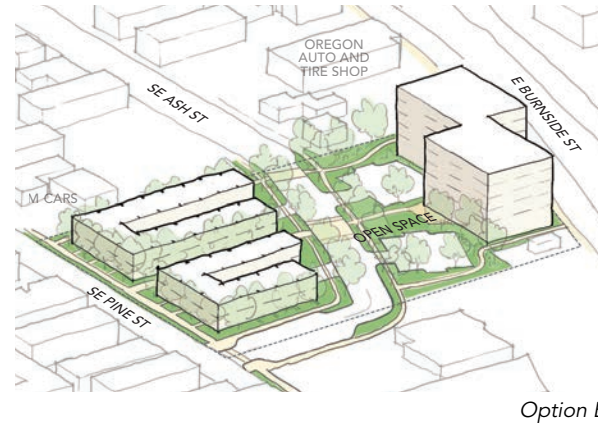
Open House in December 2024, Rockwood Market Hall

Key Themes

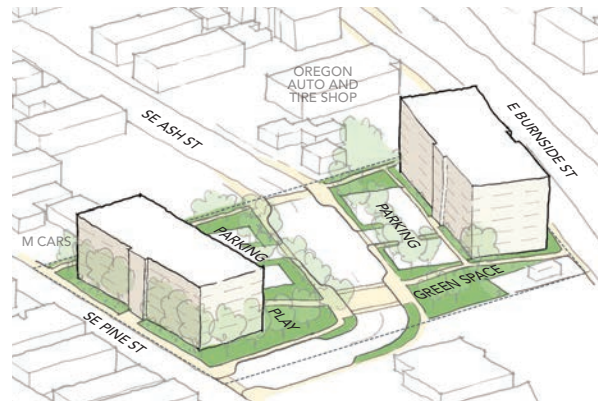
- The community is focused on improving safety, affordability, sustainability, and accessibility.
- The neighborhood is seen as dense but lacking the services needed to support this density. For example, access to groceries and community center functions are key themes.
- Affordable homeownership is desirable to help families stay in Rockwood.
- There is a perceived lack of community spaces in the neighborhood. One participant noted there may be existing community organization spaces that can be better utilized or shared with the broader community through partnerships.
- Addressing existing security and maintenance challenges is a priority.



Option A



Option B



Option C

"One thing I would change is for the south apartments to also be mixed use with retail on the lower floor. I think that would really make this a nice little area and foster a great community."

"Safety for Pedestrians"

"Indoor reservable community space for neighbors..."

"As a young professional I sought out living near a transit line to allow for easy commuting. Having housing options for people near transit just makes sense, particularly those wanting to put roots down in the community."

"Multi-generational housing"

Open House Feedback

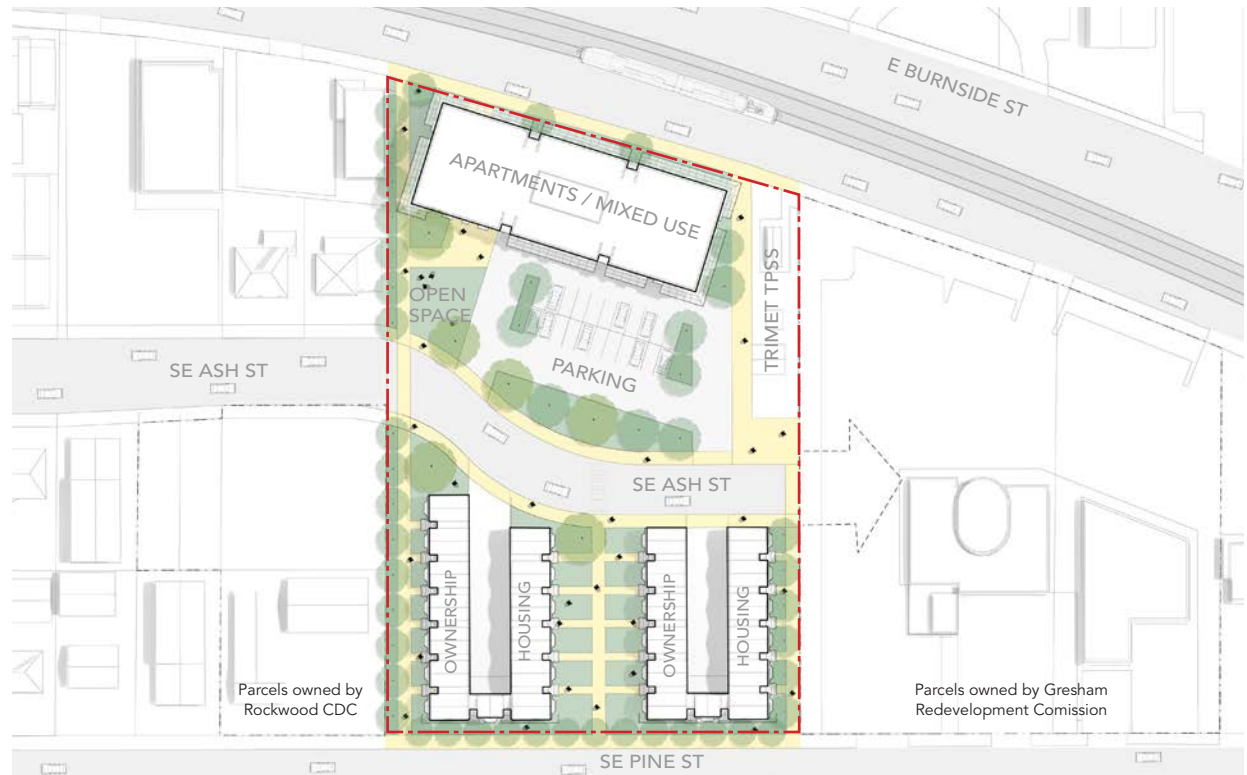
SITE MASTER PLAN & DEVELOPMENT FRAMEWORK

Site Development Vision

TriMet and community partners envision a robust housing development with a mix of unit types and the potential for vertical mixed-use development. Residential or mixed-use development includes a range of affordability levels, unit sizes, and types, promoting anti-displacement and wealth-building. The site is well-integrated and interconnected with neighboring redevelopments by public and private partner organizations.

A series of walkable open spaces and pathways interconnect the site with the surrounding neighborhood. Clear and accessible north-south and east-west connections are provided, including the provision of required public street connectivity, extending SE Ash St to the surrounding grid. The plan proposes an eastbound extension of SE Ash St, providing developable sites north and south of a public street. North-south multi-use pathways provide additional connectivity that welcome pedestrian and micromobility users.

Communal open spaces serve residents and create a pleasant environment with trees and shade. Some existing street trees could be maintained through development to allow for mature canopies and maintain ecosystem services. The development meets TriMet's objectives of advancing sustainability, accessibility, and age-friendly and intergenerational design.



Preferred Concept Site Plan Demonstration



Multigenerational open spaces



Safe & accessible pedestrian circulation



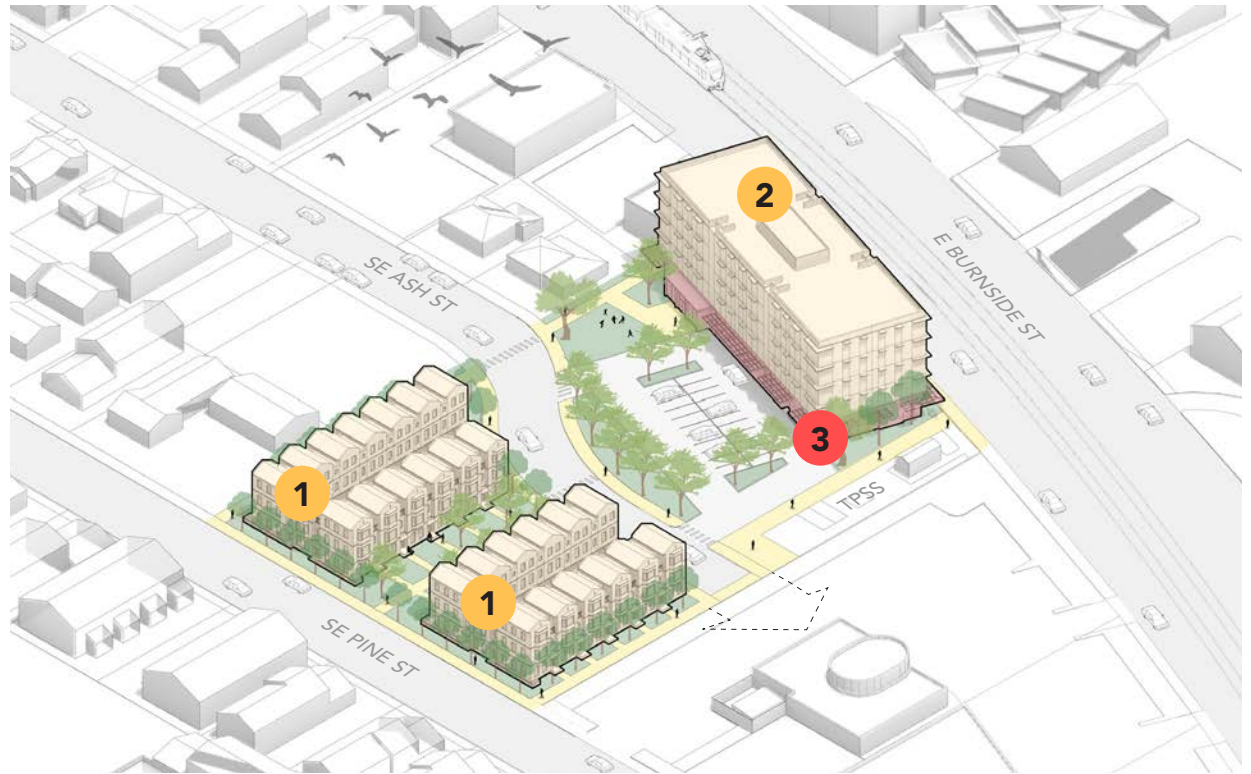
Preferred Concept Massing Demonstration

Development Program Goals

Development on the site should support diverse & working families to prosper in place. This includes a range of housing options, wealth-building through affordable home ownership, and other economic opportunities. Development should provide welcoming edges along E Burnside St and SE Pine St with public gathering opportunities. Commercial or other private non-residential uses can also contribute to daily social activity and informal community connections. The mix of uses on the site should support 24-hour and all-season activity that promotes safety and livability.

Desired residential uses include senior housing, accessible housing, family-sized housing units, live/work units, and affordable homeownership opportunities. Subsidized units should aim to serve a range of households incomes. If possible, some multifamily units should aim to serve households earning about 30% of the AMI. A minimum residential density range of 45 – 50 units per acre is desired, with capacity for greater density depending on parking need.

A small amount of commercial space, about 9,000 gsf, may be incorporated in the ground floor of a building adjacent to E Burnside St. This could accommodate childcare, small business/retail space, wellness, workforce training, or other community-serving use. The limited site area available for parking is utilized efficiently by vertical development and provides service access for TriMet's expanded substation.



Development Program Opportunities

- 1 Ownership Housing**
Shared Equity Model for affordability
- 2 Multifamily Housing or Mixed Use**
Affordable units
Accessible units
Family-sized units
Market-rate units
- 3 Community-Serving Uses**
Childcare, Small Business, Workforce Training, Wellness
Community Safety / Resource Space*
*Public community-serving use would need independent funding



Affordable Ownership Housing



Childcare



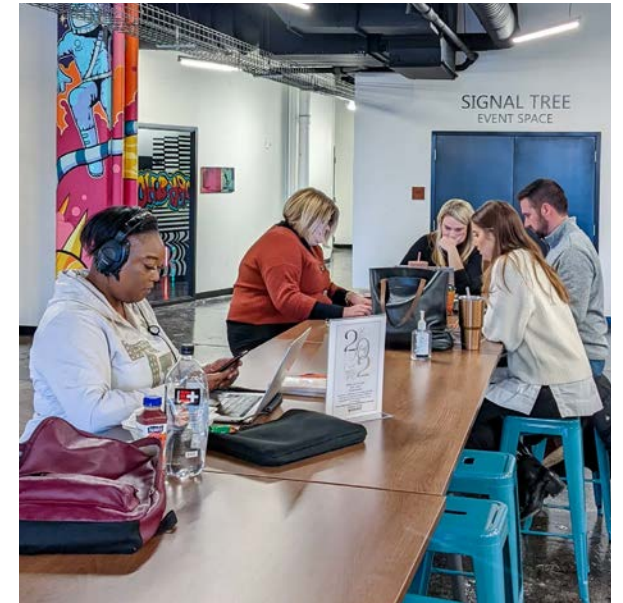
Multifamily Housing or Mixed Use



Small Business/Retail



Youth Activities



Community Resource Space

Public Realm Goals & Actions

Pedestrian Experience

- Provide direct, accessible, and pleasant north-south pedestrian/micromobility paths to create public connections through the block.
- Pathways between the townhouses should be green walkways with trees that provide a blended public-private environment where front stoops are integrated into the common open space. This area should provide a pleasant public north-south walking path, as well as create opportunities for social connections between neighbors.
- Ensure future pedestrian connectivity to and through the future redevelopment sites to the east owned by Gresham Redevelopment Commission.

Open Space

- Design townhouse open spaces with usable common spaces such as front stoops, benches and front doors with direct pathways to public pathways. Emphasize the space as an active green corridor creating an opportunity for family gatherings.
- Larger site open space should welcome all residents by including diverse active and passive uses for multiple generations.
- Align the east-west street connection to ensure it creates positive and usable open spaces on the site.



Circulation and Open Space

LEGEND

- Shared Open Space
- Primary Pedestrian / Micromobility Circulation

- a Community Open Space
Gardens, Green Space, Amphitheater, Plazas
- b Public Paths with Front Stoops
Green walkways with gardens and common spaces

Landscape Amenities

- Enhance site resiliency by retaining mature street trees where feasible, including stormwater, climate adaptive plantings and pollinator plantings.
- Include generous sidewalks and street trees along the new east-west street connection and provide tree canopy and landscape to shade and treat runoff from parking areas and streets.
- Provide play areas, particularly to support potential childcare, garden beds, and/or other amenities that support residents' daily lives within common open spaces.
- Prioritize people space and open spaces over surface parking lots.



Play Areas



Common Open Space



Public Paths with Front Stoops



Public Paths with Trees



Community Garden

Mobility Goals & Actions

Pedestrian/Transit Rider Support

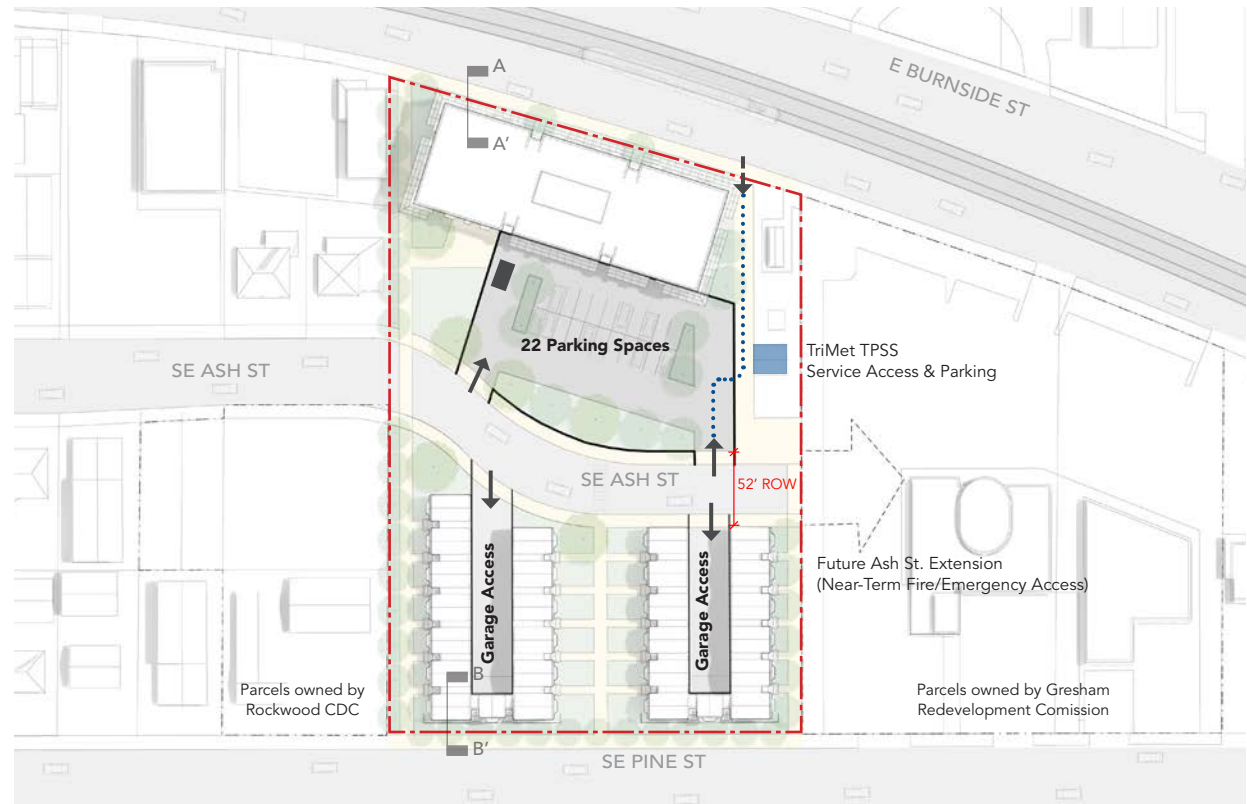
- Provide direct, accessible paths between SE Pine St and E Burnside St to facilitate access to transit on E Burnside St.

Bike/Micromobility Infrastructure

- Provide bike and micromobility parking for both ownership and rental housing sites.
- Ensure new SE Ash St extension encourages a lower traffic volume through the site alternative for micromobility users as well as pedestrians.

Vehicular Access/Service/Emergency

- Design SE Ash St alignment to use land efficiently and maximize developable area north and south of the street.
- Design SE Ash St to prioritize pedestrian safety and crossings by encouraging very slow speeds using traffic calming, including a curve in the street.
- Work with neighboring properties to accommodate interim fire and emergency access in the near and long term.
- Design access corridor next to TPSS with vehicular rated paving that safely accommodates occasional access by TriMet service vehicles. Combine vehicular access to the TPSS as efficiently as possible with parking access.



Circulation and Parking

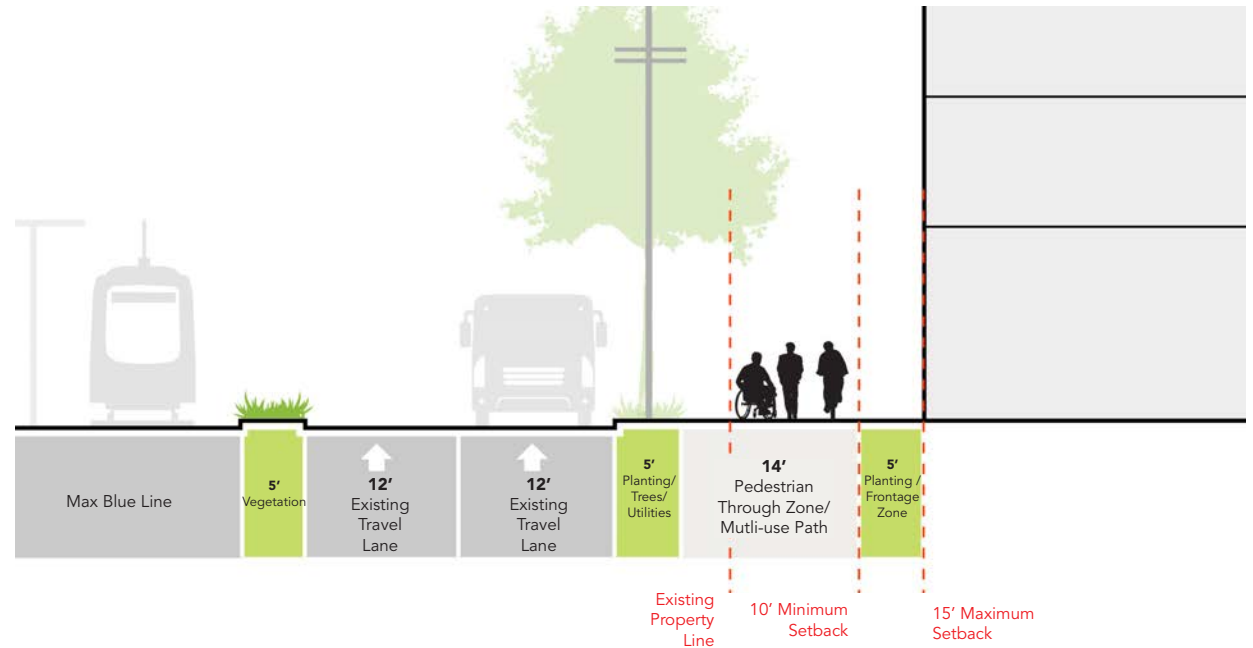
LEGEND

- Potential Pick-Up / Drop-Off Zone
- Parking
- Site Vehicular Access
- Service Access
- Service Parking

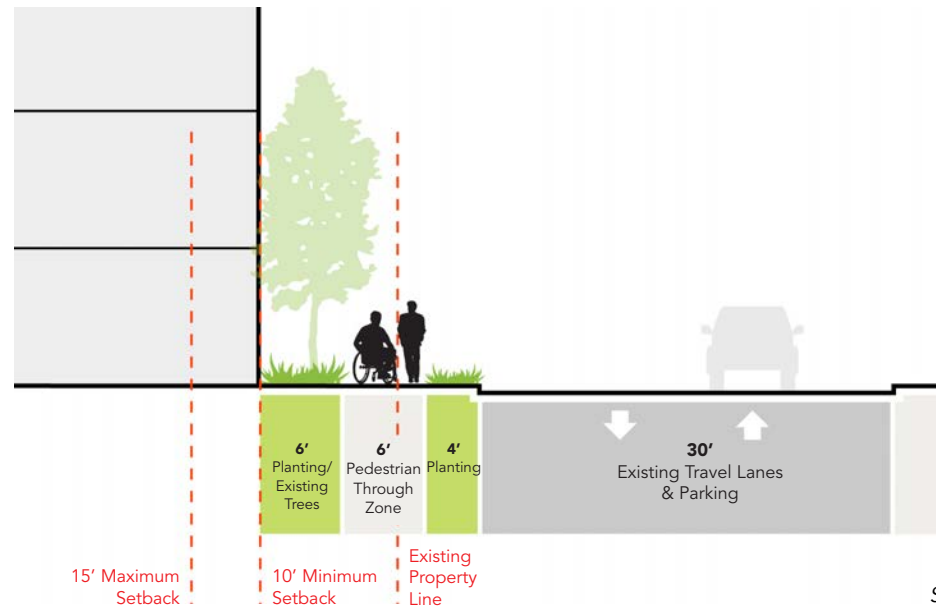
Street Frontages

Along SE Pine St and E Burnside St, development projects can support walkability and transit use by providing high-quality streetscapes. On E Burnside St, a Standard Arterial/Boulevard/Transit Street, the existing sidewalk is narrow. Based on the TSP guidance for Boulevards and Transit Streets, new development can meet the City's minimum requirements by providing 14' wide bicycle and pedestrian access corridor behind a 5' planting zone that includes existing trees and high-tension powerline poles. This can be achieved with an easement within the minimum setback or a dedication if needed. Within the maximum setback, additional landscape or frontage zone can be provided behind the sidewalk.

On SE Pine St, a Local Street, projects can meet the City's minimum sidewalk width of 6' with a planted buffer at the curb. This can be achieved through an easement while providing green setbacks to housing.



Section AA' - SE Burnside St Frontage



Section BB' - SE Pine St Frontage

TDM Strategies

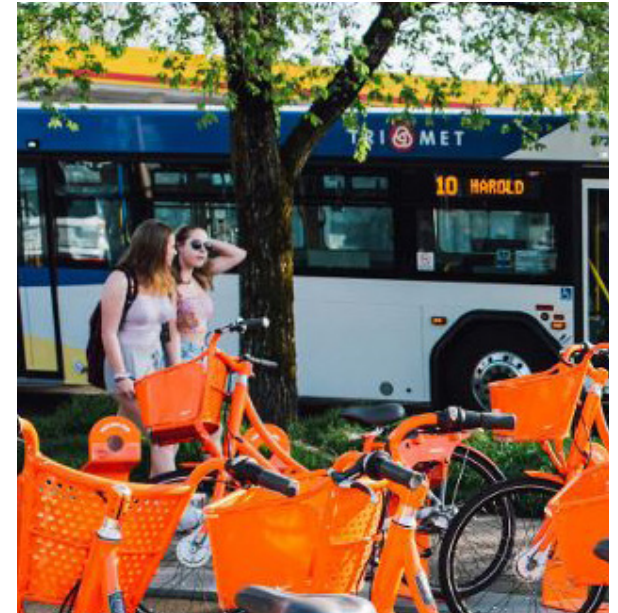
Redevelopment within the Rockwood area is establishing a strong connection to a variety of travel modes adjacent to transit. As a single site within the larger surrounding community, Transportation Demand Management (TDM) strategies should seek to leverage to context of the surrounding community. Some traditional TDM measures such as subsidized transit passes are recommended, as well as others that have a strong correlation to site planning.

Residential uses should incentivize transit and other travel modes while disincentivizing personal automobile ownership and automobile storage on-site:

- Provide subsidized transit passes for residents who rent, or bundling transit access with lease agreements. Provide transit tracker within lobby of TOD on E Burnside St.
- Provide generous, secure on-site bicycle storage, including dedicated space for bicycle repair. Making it easy for residents to own a bicycle will increase this mode share.
- Unbundling parking. Charge for personal automobile storage separately from rent. This enables residents to see the cost of parking and gives the owner the ability to adjust parking costs without increasing housing costs. It also improves equity, as the majority of households who do not own cars are in the bottom fifth of households in terms of income, and homeowners own 50% more cars than renters. Where parking is bundled in with other goods, these households disproportionately subsidize parking for those with more resources.
- Appoint a Transportation Coordinator to be a liaison with residents, employees, and other on-site users regarding transportation options and parking.
- Distribute an annual survey for residents and on-site users and amend TDM measures accordingly, to be sure that needs are met and that TDM measures are consistent with current practice.
- Provide carpool matching services for residents and employees. Consider a limited parking allocation for verified carpools.

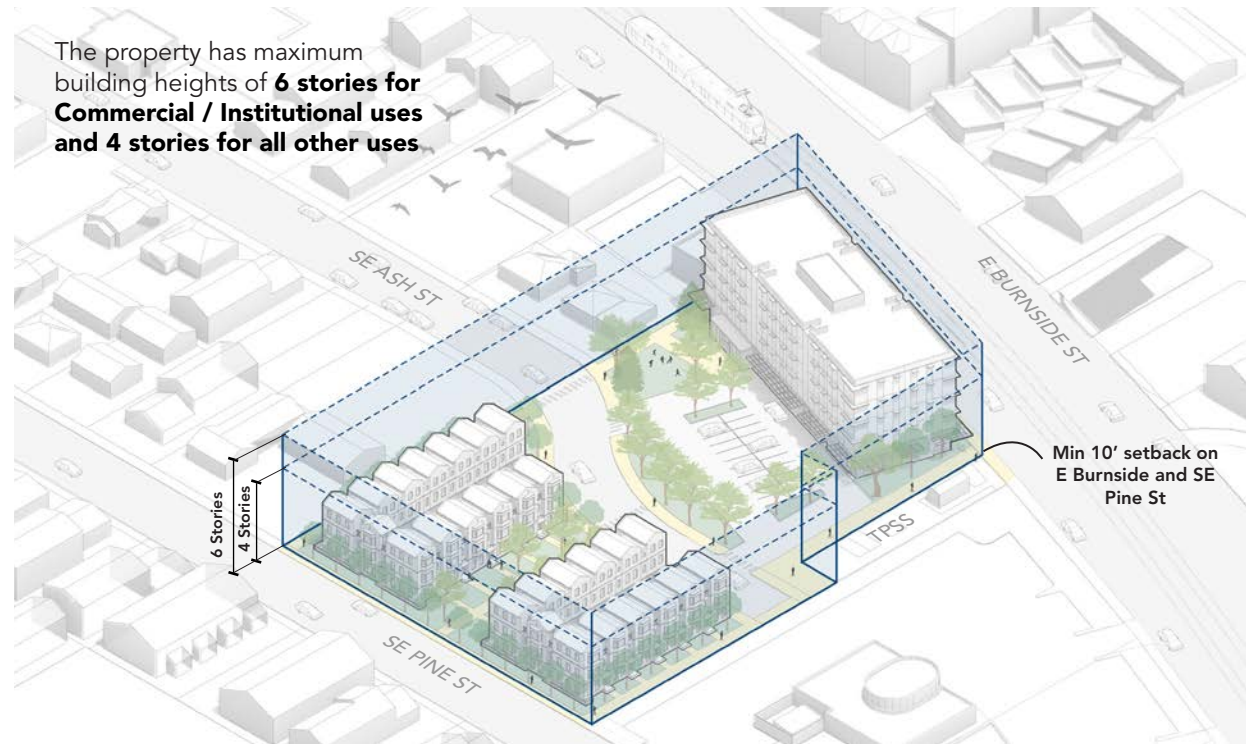
Providing fewer spaces for private automobile storage and unbundling parking for residents are important parking-related TDM measures, but there are other on-site functions that can help make a TDM plan successful. Fewer residents will own cars if the site functions make living without a personal vehicle easy. These can include:

- Provide convenient access to ride sharing services, including safe and accessible areas to wait. A portion of the street frontage on SE Ash Street as it passes through the site could be considered for this function to preserve on-site area.
- Thoughtful accommodation of loading and service vehicles, including TriMet operations vehicles, to minimize obstructions to on-site circulation, including pedestrian routes.
- Provide low parking ratios to limit on-site parking, even with unbundled parking.
- Avoid reserved parking for individual users or land use types. This must be managed carefully with unbundled parking since some residents would pay to have parking availability.



Supporting Feasible Development

This plan recognizes the importance of financial feasibility for developer partners to participate in realizing the vision for TOD at the E 181st Avenue site. The preferred concept illustrates a realistic development intensity given current market and subsidy challenges. However, to further advance density and affordability objectives, TriMet can proactively support feasibility by pursuing funding and partnerships to reduce development cost and fill financing gaps for values-aligned projects.



Additional Capacity of Building Sites

Parcels/Project Opportunities

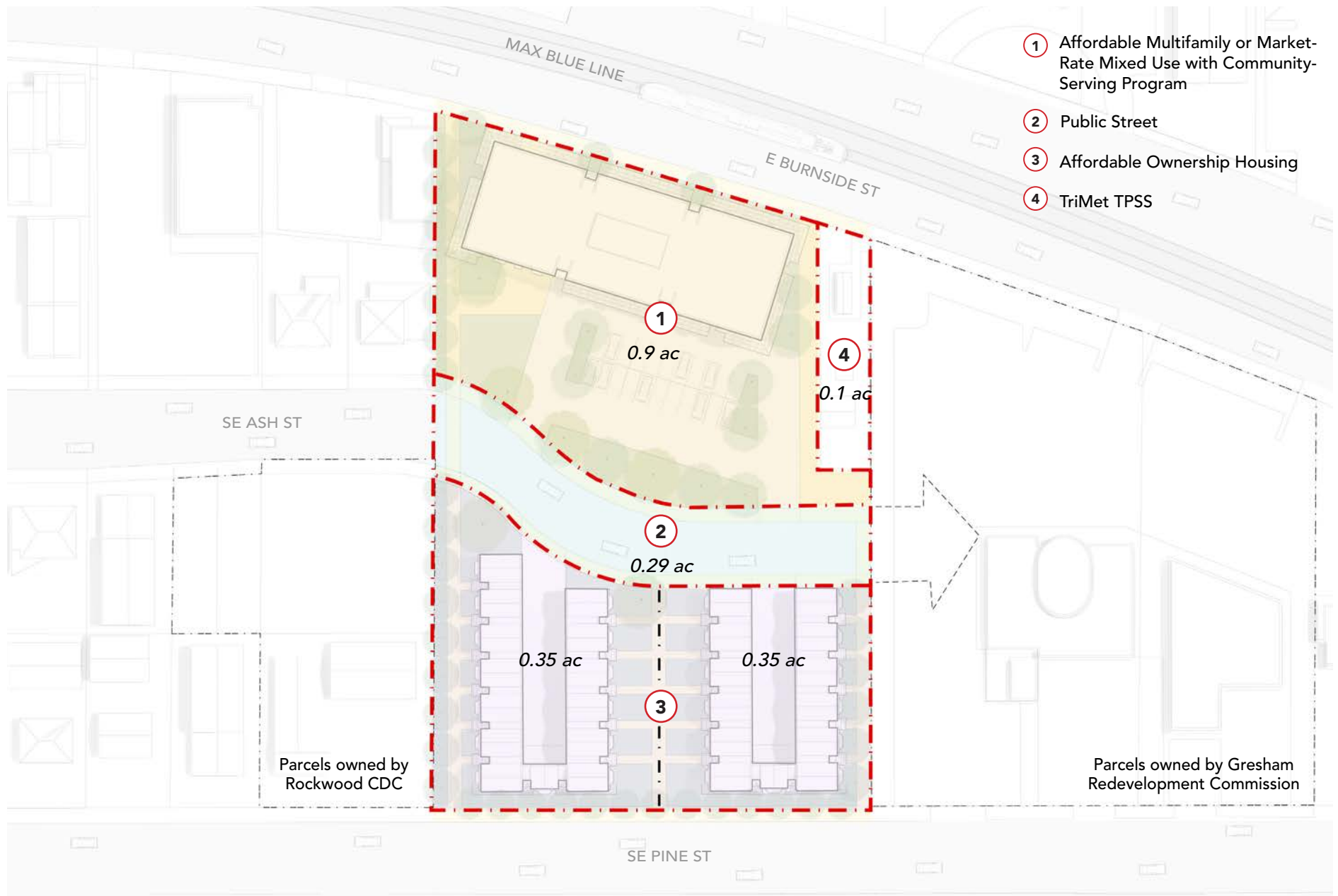
The 2-acre site includes two primary development areas with independent access. Potential projects include townhouse-style affordable homeownership development at the south and a housing or mixed-use site at the north.

Development Summary

Parcel	Size (ac)	Desired Development Program(s)	Capacity / Notes
1	0.9	Affordable Multifamily, Market-Rate Mixed Use with Community Serving Program	Up to 64 units, 4-6 stories, potential 9,000 gsf ground floor non-residential use
2	0.29	Public Street	Assumes 52' ROW
3	0.7	Affordable Ownership Housing	21-37 units, up to two separate projects Tuck-under parking assumed depending on unit width
4	0.1	TriMet Traction Power Substation	Service access must be provided to substation as part of future development
Site Total	2		85-101 units 42 - 50 units per acre

Development Feasibility Summary

Development Program	Potential Funding/Subsidy Sources	Potential Partner Examples
Affordable Rental Housing	LIHTC, tax-exempt bonds, philanthropy, developer fees	Oregon Housing & Community Services, Gresham Redevelopment Commission, Metro
Affordable Ownership Housing	LIFT, OAHTC tax credit program for limited equity co-ops, Community Land Trust (CLT) entity	Proud Ground, Cultivate Initiatives, Habitat for Humanity, OHCS
Market-Rate Housing	Debt, equity	Private developer
Community Serving Use	Bond, TIF	Local workforce training/community organizations, City of Gresham
Affordable Commercial	TIF, Metro ULI Program	Gresham Redevelopment Commission
Market Rate Commercial	Debt, equity	Private developer
Childcare	Bonds, Preschool For All	Multnomah County, Childcare Providers



Parcels / Project Opportunities Diagram

Financial Feasibility

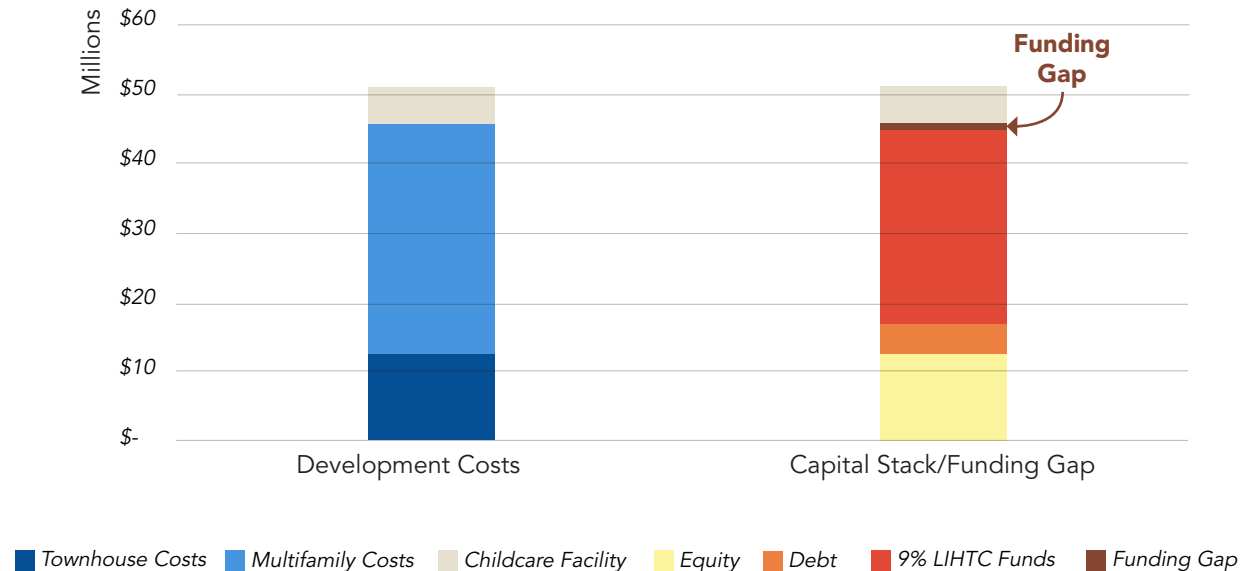
A financial feasibility analysis of the preferred site development concept assumed a 5-story multifamily building with affordable rental units as well as affordable townhomes. The analysis assumed the following program:

- 32 affordable townhouses (at 80 percent of the AMI)
- 64 affordable apartments, which could be senior housing: 32 units affordable at 60 percent of the AMI and 32 units affordable at 30 percent of the AMI; averaging to affordability at 45 percent of the AMI
- A childcare facility on the ground floor of the apartments

The feasibility analysis results show **the site development concept, excluding an on-site childcare facility, would require a subsidy of about \$1 million, if built under recent market conditions.** This funding gap is smaller than it would be with a project receiving four percent LIHTC funds supporting units affordable at 60 percent of the AMI. This is because the feasibility analysis for the site development concept assumes the use of nine-percent LIHTC funding. Moreover, the site's location in a QCT means the incremental value of the nine-percent LIHTC funding is valuable.

The childcare facility portion of the development could add net income and value to the project (by paying rent to the project after covering its operating costs), but the project would likely require some funding to support its development cost. A 9,000-square-foot facility might add up to \$5 million in development costs. Other community-serving uses could have different cost implications. Funding sources to offset the development cost of a childcare facility are not considered here.

Feasibility Analysis of Site Development Concept for East 181st Ave. Park & Ride



Source: ECONorthwest

The financial feasibility analysis also considered a series of demonstrative scenarios and compared them to arrive at the following findings:

- Developing with higher intensity than what is captured in the site development concept is the least feasible option. This is because podium-style apartments are more expensive to develop, and the market demand is not strong enough to support the development costs.
- A market-rate-only version of the site development concept is also not feasible. The market demand is not strong enough to support the development costs.
- Affordable housing (restricted to 60 percent of the AMI) can be feasible with additional funding. Assuming the project is awarded four-percent LIHTC funding and associated tax-

exempt bonds, the project would require about \$3 million of additional funding to be financially viable. The community-serving portion of the development would require additional funding and could trigger the prevailing wage requirements.

- Affordable townhouses (i.e., a CLT) aimed for households earning about 80 percent of the AMI could be financially viable, if development costs do not escalate quickly. Market-rate townhouses, which would not deliver high density, are financially viable, though a small change to development cost could make them infeasible.

For the full feasibility analysis, see the Technical Information.

Implications for Development Partnerships

The financial findings suggest the following development considerations for TriMet as it determines the next best step for the study site.

- To promote affordable homeownership, explore community land trust models. TriMet can partner with existing CLT entities, like Proud Ground and Habitat for Humanity, or form its own entity, learning from the best practices of other CLTs nationally. TriMet could also explore the legal requirements for selling its land to a CLT so that it can delineate possible roles related to land ownership and CLT operations.
- Encourage affordable townhouse development partner(s) to look for additional funding opportunities so that the townhouses could be either larger—perhaps with bedroom counts rarely available in income-restricted housing—or affordable at lower income levels. OHCS offers funding through its LIFT Homeownership program. OHCS also offers tax credit to lenders in a limited equity co-op—a form of shared equity models—through its OAHTC program. TriMet can also gauge the City of Gresham’s interest in funding affordable homeownership opportunities.
- Prioritize finding a developer for mixed-use, mixed-income, affordable housing, as the mixed-use portion of the site is both more likely to be financially feasible and most aligned with TriMet and community goals for the site. This project type is more likely to be feasible by targeting the nine-percent LIHTC funding. Depending on the requirements of other gap financing sources in the Portland metropolitan area, a different unit mix and target demographic might be preferable.
- In addition to any funding gaps related to the residential portion of the development, anticipate the need for additional funding for a community-serving portion of the mixed-use building. The development costs of ground floor spaces and ongoing operational funding requirements will depend on the specific community-serving use. Multi-purpose community gathering areas would cost less to develop and childcare facilities would cost more, for example. If aiming for a childcare facility in the mixed-use building, TriMet can cultivate partnerships by engaging in early conversations with childcare providers, developers, and architecture and construction consultants who have experience with co-location projects.

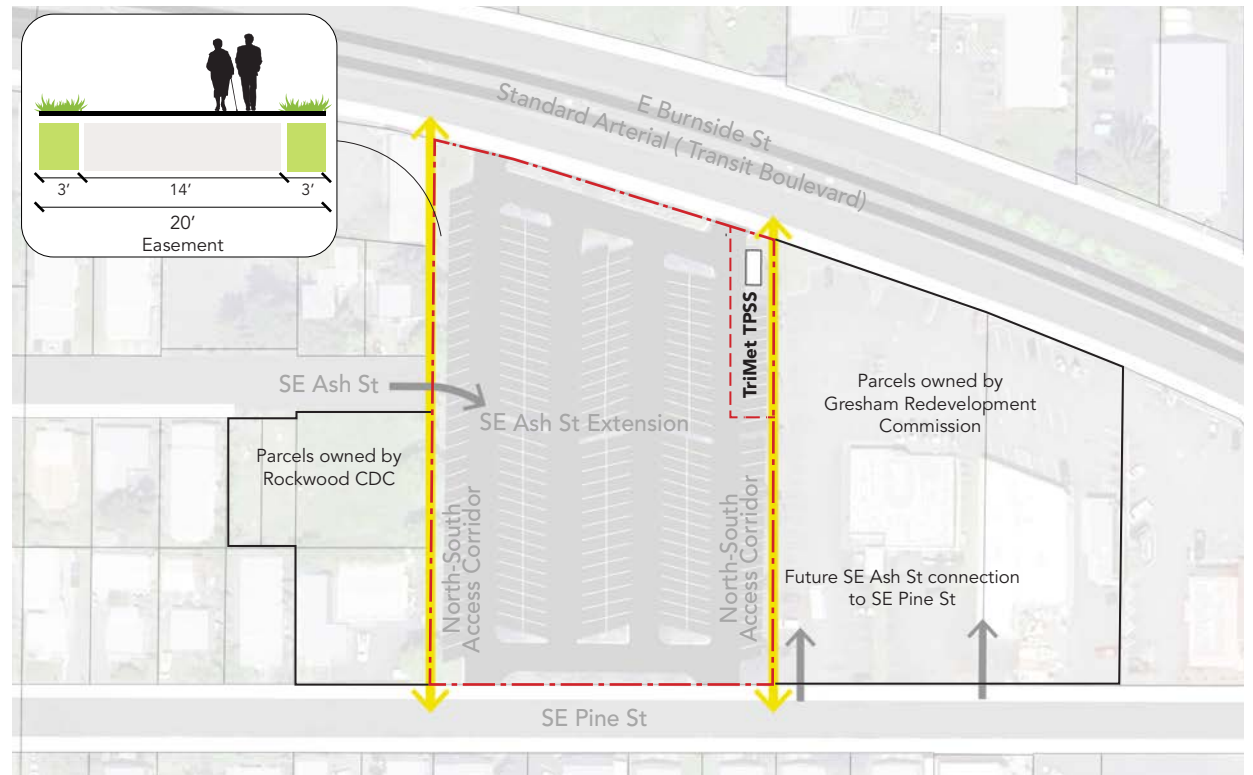


Development Process Requirements

Land Use Requirements

The site is within the Rockwood Town Center Corridor District and the Rockwood Triangle Area within the Rockwood Design District. New Rockwood developments are subject to design review as defined in Section 7.0500 for the determination of consistency with the Criteria, Guidelines and/or Standards contained in this Code. Projects subject to design review are either reviewed by the Design Commission or reviewed by the Manager. Either the Design Commission or the Manager shall make findings and decisions concerning conformance with the Design Standards or Guidelines based on which review process is selected. Refer to Article 11 Procedures for review process details.

There are two options for the Design Review process. Applicants have the choice of a Discretionary Review Process or a Clear and Objective Process. The discretionary process is intended to permit innovative and creative development proposals that might not comply with all the Design Guidelines but meet the intent and principles of the zoning code. The Design Commission may waive a Guideline or Guidelines to achieve the flexibility necessary to support a particularly creative proposal. Alternatively, the Clear and Objective Process requires the design to meet all relevant Design Standards. If the standards cannot be met, then the project would be reviewed through the Discretionary Process. Receiving approval through the Design Review process is a pre-requisite for approval of a building permit.



Development Requirements

The Corridor District Design Standards include townhouse orientation standards that stipulate all townhouses must face public streets. This conflicts with the Rockwood Design District Standards & Guidelines, which allow for townhomes to face interior site areas. TriMet prefers that townhouses face a pleasant and walkable interior site open space and be community and people-focused rather than auto and street-focused, as this provides both greater density and creates a more walkable site and neighborhood experience. The City has indicated that if townhouses are developed as a

condominium with shared land ownership, the townhouses can share an address on a public street and individual units can face interior open spaces. At the time of development, TriMet and developer partner(s) will seek confirmation and adjustments as needed to allow townhomes to orient to an internal green space while meeting City requirements.

Transportation Requirements

- Extension of a 52' ROW through the site will be required with future development per the City's Future Street Plan. The preferred concept proposes an eastbound extension of SE Ash St connecting to the neighboring GRDC properties. This allows for future connections to the north and/or south through those sites. The Future Streets Plan alignments are conceptual and do not establish a precise alignment. A precise alignment is typically established through the Site Development Review process with the Urban Design and Planning Department. Gresham Development Code section 9.0712 includes a provision for revisions to future street plans. Revisions to adopted future street plans are usually processed in conjunction with a development application. However, amendments are possible as stand-alone land use applications, which is recommended in this case to provide earlier certainty for site design. The amended future street plan could be processed in conjunction with a Design Exception (DE) for the extension of SE Ash St, as described below.
- Where street connections are not provided, north-south pedestrian paths on the east and west edges of the site will be required within a 20' easement including a 14' paved multi-use path with 3' buffer on either side (Gresham Development Code Section A5.508, Public Paths). TriMet will continue coordination with the City on specific design of access.
- The City's Public Works Standards require a minimum 180' horizontal curve radius from centerline for local streets with a speed limit of 25 mph. SE Ash St falls within this category. However, a tighter horizontal curve radius is desired to more efficiently preserve site area for development and parking. The standards state that traffic-calmed local roads that are designed to self-enforce lower speeds may use a centerline radius as low as 50 feet with

- the Engineer's approval. Such roads shall be limited to low-density residential developments with a maximum of 50 dwelling units and 500 ADT. Similar to the future street plan, this could be modified through the Design Exception (DE) process. The goal would be to illustrate how the proposed design provides for low speeds, safe operation, and serves local access above mobility and street throughput, thereby meeting the intended functions of the roadway.
- Transportation Demand Management plans are not required as part of land use entitlement but can be a very useful tool in managing parking supply and impacts to adjacent and off-site public infrastructure, and could be required of the developer by TriMet.



Conceptual Section- SE Ash St Extension

TriMet Operational Requirements

TriMet will expand the existing substation on the northeast corner of the site. This will include access and two parking spaces for service vehicles. Service-only access can continue to be provided from E Burnside St on an access corridor with vehicular-rated paving. For efficiency, primary vehicular access to the substation can be provided as part of vehicular access to the northern development site.

Park & Ride functions are unlikely to be required with redevelopment of the site.

Next Steps

With the site's central location and direct adjacency to other community-focused development initiatives, TriMet believes that the E 181st Ave Park & Ride provides significant opportunities for a variety of uses that can be developed in phases, working closely with community and development partners.

TriMet's TOD Group will carry forward specific action items from this plan to ensure that future transit-oriented development at this site meets the agency's goals and aligns with near and long-term community objectives. The following page includes a list of key action items that will support the aspirations outlined in this planning study.

While this planning study establishes a vision, the execution of the vision will be flexible and adjusted as needed as TriMet works to deliver development that meets the goals identified by the community. This will include observing changes in the development market and taking advantage of opportunities that may arise. With a solutions-focused and pragmatic approach, TriMet's TOD Program will continue to engage with local communities as it pursues ambitious and positive transit-oriented development outcomes that provide benefits to the Rockwood neighborhood and the broader region.

	Action Items	Coordination/Potential Partners
TriMet Internal	Confirm internal readiness for development, including construction impacts and operational considerations	TriMet Operations TriMet Service Planning TriMet Board FTA
	Determine preferred strategies for partnerships, including potential community partners, interim use partnerships, and developers	
	Devise a work plan for advertising future site opportunities	
	Identify best way to solicit developer proposals for each element of the site and produce marketing materials, including RFPs, RFQs, and broker-listing materials, etc.	
	Identify best development marketing process and produce solicitation materials (e.g. RFQ, RFP, broker listing materials, etc.)	
	Advance due diligence materials as feasible (e.g. environmental assessment/soils testing, geotech, survey, appraisal, title report, etc).	Grant providers such as Business Oregon
Site & Development Readiness	Conduct Early Assistance meeting with City of Gresham to confirm expectations and process for future development projects. In particular, explore potential variances from Corridor District townhouse standards and Public Works Standards horizontal curve requirements.	City of Gresham
	Confirm near and long-term emergency access plan with neighboring sites	GRDC, Rockwood CDC
	Submit amendment to Future Street Plan to confirm plan for SE Ash St extension and other site circulation requirements.	City of Gresham
Interim Use Partnerships	Continue to work with City of Gresham and other partners to improve safety and security on and around the site.	City of Gresham, Rockwood CDC
	Explore partnerships for temporary activation/programming of areas planned for future open space: for example, soccer, skateboarding, pickleball, food carts, etc.	City of Gresham, local community organizations
Development Partnerships	Coordinate with potential partners for affordable homeownership development to determine capacity/interest in possible partnerships	Proud Ground, Cultivate Initiatives, GRDC, Habitat for Humanity
	Work with GRDC on coordinated development between TriMet and GRDC owned parcels; potentially explore opportunities for partnered RFP/Qs as appropriate	GRDC
	Coordinate with potential partners for community-serving uses such as childcare, small business spaces, and workforce training	Preschool for All, Oregon Tradeswomen, MHCC, Rockwood CDC, OHCS
	Seek funding to support amenities within future buildings and site development such as mobility hubs, safety/resource spaces, and open space improvements	Metro
Community Engagement	Continue communicating clearly and transparently with the community at each step of the process toward development	Community organization and public agency partners
	Engage with neighborhood communities and potential community partners on temporary or interim activation or programming	
	Create opportunities for meaningful community engagement in programming/design for individual projects	

