West Portland Town Center:

Scenario Planning Process and Development Environment

Table of Contents

Preface: Purpose of this document

The community-driven planning process to create a West Portland Town Center began with community advocacy in the 1990s, leading to the original designation of a Regional Town Center in West Portland by Metro as a part of the 2040 Vision. This designation was ratified by the City of Portland through adoption into its Comprehensive Plan. With the planning for the SW Corridor Light Rail project by TriMet, Metro, and other regional partners, the opportunity arose to perform the planning process to create a plan district facilitating the build-out of a physical Town Center through changes to the zoning code, and related regulatory and other mechanisms.

This document is intended to document this community-driven process, including how feedback received from community members was considered as a part of feedback loops into the scenario-based planning process, and the outcomes that are expected as a result.

1. Executive Summary

First, we must acknowledge the extraordinary situation that we find ourselves in collectively, during this time of COVID-19 and health issues. The economy has plunged into a collapse not previously seen by anybody currently of working age; our transit systems are running a skeleton schedule and are as un-crowded as anybody alive has ever seen; and businesses facing the need to comply with social distancing guidelines even as they begin to consider re-opening are pushing for a drastic re-allocation of street right of way to allow space for scattered outdoor seating, and even outdoor retail.

However, it's important to understand that the WPTC Plan is a 20+ year long-range planning document. It's very likely that medical technology will provide a solution for the health risks associated with COVID-19 within the next two years. There are longer-term, underlying crises that will still be with us in twenty years, however, unless we also work to solve them with the same urgency. These include the underlying economic strife from the 2008 collapse, which has not fully been remedied and thus continues to express itself through housing unaffordability, wage stagnation for the middle and lower classes; the underlying social divisions in America between the working class people, minorities, and immigrants is a bigger and more frightening problem over the long term than the (hopefully) shorter-term threats associated with

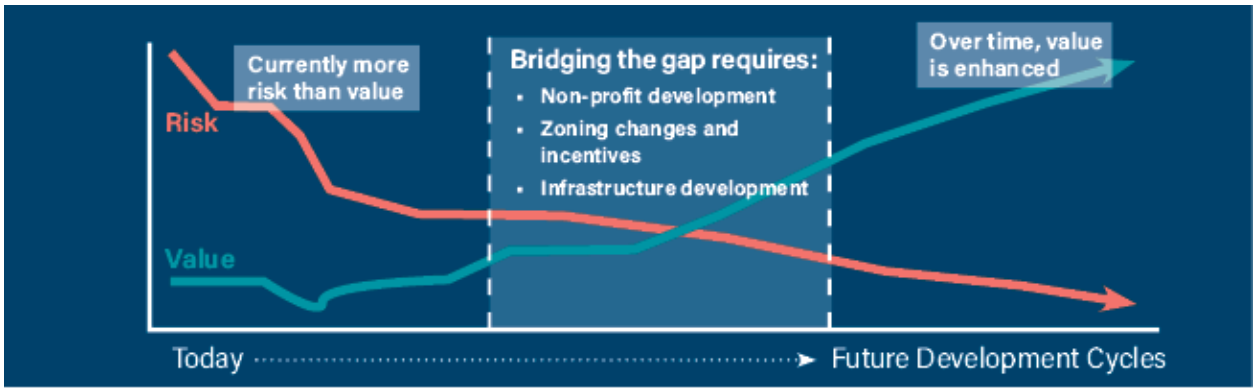
COVID-19; and climate change, which brings with it an associated set of threats that not only includes elevated risk for pandemic, but also sea level rise, elevated wildfire risk, drought, and a whole host of other issues large and small, from the potential loss of sufficient cooling days to allow certain species of fruit tree to bear fruit, to massive displacement of populations from areas most heavily impacted by sea level rise, wildfire, and unrest.

In this context, this project has remained focused on enabling a community-driven aspiration for a walkable Town Center to be codified into a plan that facilitates equitable development and cultural preservation, as an alternative to the gentrification and displacement that has occurred as other town centers have grown and received high capacity transit in the past.

Key findings from the project include:

- While Portland has grown consistently since the 1990's, the West Portland Town center study area has not experienced the same kind of growth. Indeed, the area experienced a dramatic drop in population in the early 2000's, and now is just starting to see the population return to its peak from the 1990's, lead by a racially diverse inmigration of East African and Arab Muslim immigrants establishing roots around Portland's two oldest and largest mosques
- The current automobile orientation of the WPTC area prevents it from experiencing the sort of pedestrian-focused economic growth that other, more-walkable Portland neighborhoods are seeing. Two high crash corridors threaten the safety of residents and serve to divide the area physically and socially.
- The Crossroads of Barbur Blvd, Taylor's Ferry, and Capitol Hwy, atop I-5, represents a major barrier to movements of pedestrians and bicycles , and as such will effectively prevent the build-out of a walkable, transit-oriented town center until it is fixed through an integrated solution that weaves together complete, connected, safe, and attractive bicycle and pedestrian infrastructure.

Recommendations for project implementation



Key Recommendations for project implementation include:

- **Right-size Development Capacity:** Development capacity needs to be increased to allow for more people to live within walking distance of the Town Center, within a diverse range of product types to allow for people with a range of incomes and backgrounds. This is necessary to ensure that there is sufficient demand to support the variety of destinations, commercial services, and public amenities desired by the community. It will also allow the West Portland Town Center to accommodate sufficient growth to bring it up to par with its peer town centers, in terms of intensity of development and the total number of people and jobs within walking distance. This town center is the biggest opportunity for SW Portland to receive its fair share of city-wide growth.
- **Pave the way for equitable growth.** The pace of new housing and employment-related development in West Portland for the foreseeable future is primarily dependent on the pace of new and improved pedestrian-oriented infrastructure; sidewalks and open space. While new zoning is critical to allow for greater density, it alone, will not send a strong enough market signal. At some future tipping point the market will be strong enough to consistently contribute to infrastructure improvements alongside the public investments. Until then, publicly provided infrastructure is the growth management plan for this area.
- **FAR Bonuses:** The results of pro forma analyses indicate that development feasibility within each building type increases with allowable FAR, as a greater FAR allows the land purchase price to be amortized over a larger building that brings in higher income to the developer / owner. FAR bonuses for buildings that meet other policy goals thus may prove to be effective at incentivizing new development that delivers the public benefits envisioned by the community's equitable development goals.

- **Encourage not-for-profit development in the near term:** For nearly all combinations of uses, buildings, and base zones, the return on investment is a positive number, but one that is not sufficiently high for profit-dependent development to pencil. This indicates that developments by non-profit organizations have a viable future in this area.
- **Encourage residential for-sale development:** For-sale development allows homeowners to build direct economic equity unlike the rental development model. Multifamily construction envisioned for West Portland could include fee-simple townhomes, condominiums, or a cooperative ownership structure. Public sector policy development is required for more widespread uptake of condominiums and cooperative ownership forms of housing.
- **Preserve existing market-rate affordable housing:** Over the near term, work to preserve naturally-occurring low-cost market-rate housing near the mosques; this is the densest and most affordable housing in the area, providing housing for a well-established east African immigrant community.
- **Quickly transform the area to create a more walkable context:** Over the near and medium term, use tactical urbanism strategies to re-purpose space in the public right-of-way for use to provide safe, comfortable pedestrian and bicycle infrastructure, including many of the strategies identified in the South West In Motion (SWIM) project.
- **Create walkable urban form:** Over the longer term, build out more-intense land use patterns with a greater mix of uses within a smaller area, including higher-FAR buildings that are fronted to the sidewalk and arranged to create a series of outdoor, pedestrian-focused “rooms” that use place-making strategies to encourage exploration and spending time walking around in the public realm.
- **Allow Multi-Dwelling Buildings in Single Family areas:** Expand the boundaries of the Town Center to include much of the areas currently zoned as single-dwelling residential to the north and to the south, within a 20 minute walking distance of the commercial and civic nodes on both sides of I-5. This will create more diverse housing choices, and can begin to reverse the historic patterns of racial exclusion and segregation in SW Portland of single dwelling neighborhoods being disproportionately white and wealthier.

This document outlines the current market conditions, community visioning process, future goals for development, and overall development strategies.

2. West Portland Town Center: A brief history

Land acknowledgement & history prior to statehood

"The Portland Metro area rests on traditional village sites of the Multnomah, Wasco, Cowlitz, Kathlamet, Clackamas, Bands of Chinook, Tualatin, Kalapuya, Molalla, and many other tribes who made their homes along the Columbia River creating communities and summer encampments to harvest and use the plentiful natural resources of the area" (Portland Indian Leaders Roundtable, 2018).

Early development history

SW Taylors Ferry Road is shown as a wagon road on maps dating back to the Military Road System in 1852. It is likely that many of these early roads were based on Native American trails to and through the Willamette and Tualatin Valleys. SW Capitol Highway and the "Crossroads" intersection of SW Taylors Ferry and SW Capitol Highway appears on 1892 maps; October 22, 1916 celebrated the "opening of SW Capitol Highway" when it became paved from Portland to Salem, and there is an historic mile marker (P 7) on the site of the Capitol Hill library.

Land speculators began carving up SW Portland into lots beginning around 1890, with the West Portland Park development being platted in 1889. Thomas Alexander Wood formed the Portland City Real Estate Association and purchased 538 acres that he named West Portland. He then purchased another 480 acres that became the first addition to West Portland Park[1]. As an inducement to buyers, he stated that when he sold 600 lots he would bring a railroad out to West Portland to provide easy access to downtown Portland. He filed the articles of incorporation for the railroad on April 4, 1889. Wood's plan was to log the trees on the land, sell the wood in Portland, and sell the cleared lots for development. The lack of many remaining 1890s houses in West Portland Park indicates that the real estate development side of the business may largely have been a bust; only two homes remain from the 1890s. Both are from 1892, and both are in what is now the Ashcreek neighborhood, within two blocks of Woods Park on the north side of SW Taylors Ferry Rd.

On New Year's Day, 1908, the Oregon Electric Railway began service between Portland and Salem, with a stop at Capitol Hill in West Portland. By 1912, service was brought to Eugene, with branch lines to Forest Grove, McMinnville, and Corvallis. Electrified passenger service

[1] http://multnomahhistorical.com/city-and-west-portland-park-railway/

continued until 1933, when the combination of the Great Depression and the rise of the automobile led to its permanent cancellation.

SW Barbur Blvd was part of the original "Pacific Highway" constructed back in 1932 (first half, to Terwilliger) and 1934 (second half, to Tigard). I-5 opened in 1961 as the new Pacific Highway route parallel to Barbur. The segment between Exit 294 (SW 64/Barbur) and Salem was constructed in 1955, long before the Portland segment was completed. On its opening day in December 1, 1961, I-5 became the longest continuous Interstate Highway in Oregon going from Portland to Eugene, with its substandard entrance and exit ramps on/off local roads like SW Taylors Ferry Road in order to fit the budget available to accomplish this feat.

With each of these transportation improvements came commercial and residential infill. West Portland Town Center thrived in the 1930s with a grocery store (now Barbur World Foods), elementary school (West Portland School, now an office building) and auto-oriented businesses, followed by a new elementary school (Markham) in 1951 followed by Jackson High School in 1966.

Since the late 1980s, West Portland has been becoming a more diverse community. The Rizwan mosque was built in 1988, and the Masjed As-Saber mosque was built in 1996; the Islamic School followed several years later in an existing commercial building.

Though at its first inception, West Portland was a transit-oriented development built around steam and then electrified passenger rail service to downtown Portland, it really was with the arrival of the automobile and construction of Pacific Highway that the area saw its largest development boom. The transportation history of the "Crossroads" of Barbur, Capitol Highway, Taylor’s Ferry Road, and I-5 has to date involved public investments in transportation infrastructure that lacked complementary pedestrian and bicycle infrastructure. This is due to public decisions made in the historical past as well as in more recent times. It is well documented that tools such as racial covenants were used in the past to disallow persons of any race other than the white race from owning property.

Community surveys in recent years, including reports from the Community Alliance of Tenants (CAT), Haki Community Organization, and Unite Oregon in the WPTC area, have repeatedly mentioned a strong community desire to focus on traffic safety issues, remedy the lack of pedestrian and bicycle infrastructure, and provide better transit service and facilities.

As was stated in the Barbur Concept Plan, the land use and transportation history of the West Portland Town Center are intertwined, and need to be resolved concurrently.

Arc from mid-1990s TC designation to today

The conceptual framework of the West Portland Town Center is a result of over 25 years of local and regional efforts to foster a community-oriented hub serving commercial and residential needs. Although the designation to develop a town center in West Portland was started alongside what is now recognized as more established, landmark Portland-area town centers (Hollywood, St. Johns, Hillsdale), the vision to propel its development was largely unrealized until more recently in 2018. Community organization and engagement has been an integral component to the revival of this project. The following section describes a brief town center project history and the process through to present day.

West Portland establishes an area for a town center

In 1994, Metro designated areas throughout the Metropolitan Region as town center candidates. The town center at West Portland was selected by Metro as a result of input from a group of residents who wanted to see improvements in the area. As a result, Metro's town center designation was established with the following area boundaries: Southwest Pasadena Street and Southwest Barbur Boulevard to the south, Southwest Baird Street and Southwest Alice Street to the north, Interstate 5 and Southwest 49th Avenue to the west, and Southwest 40th Avenue and Southwest 35th Avenue to the east[2].

West Portland designated as a focal point for growth

In 1995, the Metro Council adopted the 2040 Growth Concept, a 50-year plan for growth in the Portland metropolitan area. Town centers were included as one of the ten urban design components identified as focal points for growth. Metro's 2040 Growth Concept designated five key areas for town center development which included: Hollywood, St. Johns, Lents, West Portland and Hillsdale.[1]

Community involvement is established as a key component to moving forward

In 1996, a study developed to guide the implementation process of the Town Center, recommended to continue involving the community in the planning process, in addition to the public and private sectors. However, for decades, the vision and utility for community involvement around the West Portland Town Center remained unrealized, until the proposal for the SW Corridor Light Rail Project created the impetus for its further refinement and implementation.[2]

---

[2] https://drive.google.com/open?id=1HeIBXp952zSw0XoBL2xnWFxmKAm_udHU&authuser=angie@cascadia-partners.com&usp=drive_fs

Present Day Efforts

In 2018, as an outcome of the SW Corridor Light Rail Project, the *SW Corridor Equitable Housing Strategy* was adopted by Portland and Tigard City council. One of several follow-up efforts includes the creation of a *West Portland Town Center Plan*. The project parallels ongoing work on the SW Corridor Light Rail Project, and Metro's SW Corridor Equitable Development Strategy.

In 2019, the Bureau of Planning and Sustainability (BPS) started to work in partnership with planners and the broader West Portland community to identify the social context, needs and opportunities in the area[3]. As part of the Public Involvement Program, BPS worked with the Cascadia Partners consulting team to connect with West Portland community members on their preferences and priorities for future development, and to develop a baseline of existing conditions in the area.[4]

The engagement process included two overlapping phases to focus on issues of both "people and place".

[3] https://beta.portland.gov/bps/wpdx-town-center/about-west-portland-town-center-plan

The first phase focused on “people” and tailored engagement to low-income communities, immigrant and refugee communities, and communities of color through grant funded partnerships with community-based organizations (CBOs), Unite Oregon, Community Alliance of Tenants (CAT), and the Fair Housing Council of Oregon. City Staff met one-on-one and in small groups with community leaders to solicit guidance. CBOs canvassed apartment buildings and businesses to raise awareness about the project. CBOs and the City also co-hosted a project kickoff event and a community walking together to solicit feedback on the existing community context and desire improvements and needs in the area. The feedback from this first phase informed the draft vision and goals for the town center.

In the second phase of the BPS Public Involvement Program, the project team hosted a workshop in which participants developed their own land use and transportation scenarios in a group setting, making use of maps and future development and infrastructure stickers. Workshop results were digitized and analyzed for patterns using Google Maps and ArcGIS software. These results were distilled into three scenario themes based on common patterns shared across small group break-out tables. Using these scenario themes, Cascadia Partners developed three conceptual scenarios using the scenario planning software Urban Footprint[4].

[4] https://www.portland.gov/sites/default/files/2020-03/wptc_event_openhouse_0320_web_metricstable_0.pdf

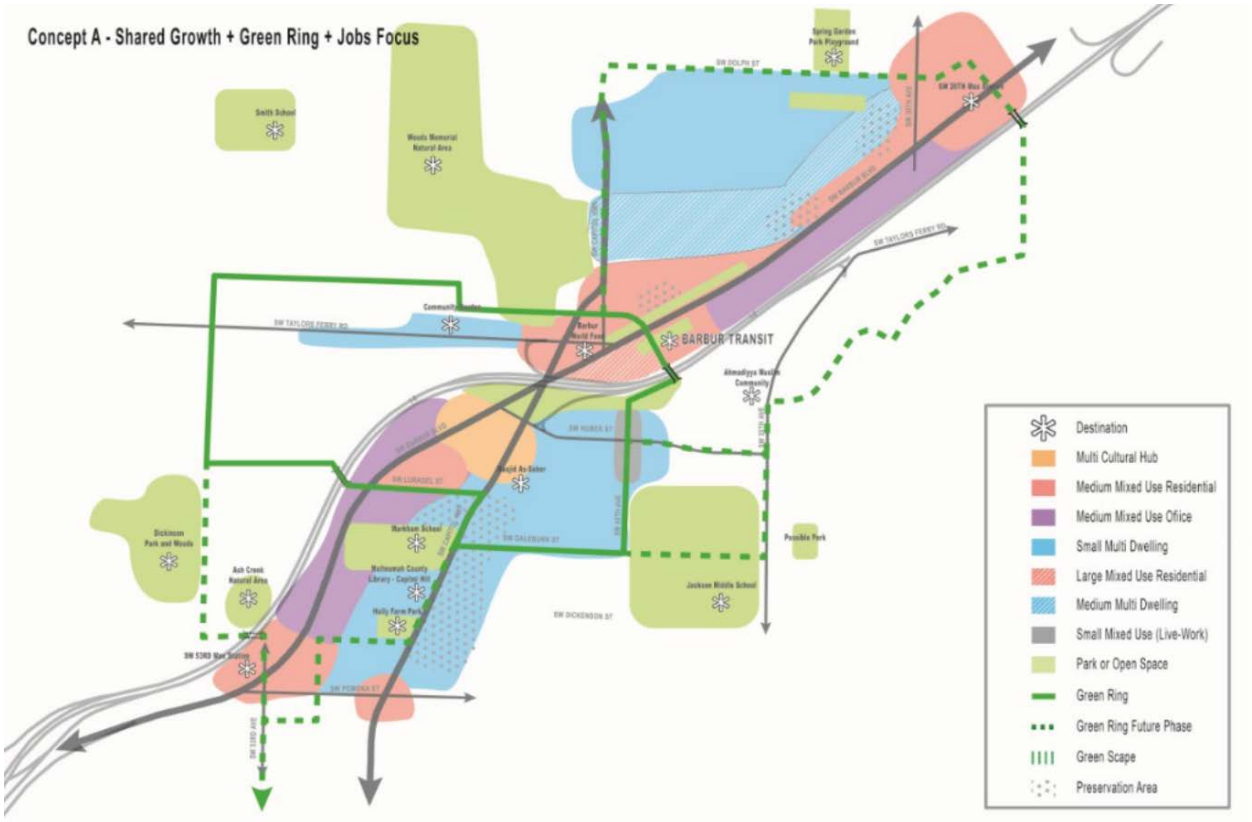
Concepts By the Numbers This information reflects technical analysis of the West Portland Town Center study area. ☆ Good ★★ Better ★★★ Best	GROWTH CONCEPT A Shared Growth + Green Ring + Jobs Focus	GROWTH CONCEPT B Shared Growth + Green Streetscapes	GROWTH CONCEPT C Corridors-focused Growth	Today
Estimated number of new households over the next 20 years Actual development depends on demand and new infrastructure.	4,600	4,600	3,400	1,837 Existing households
New affordable housing required New buildings with more than 19 units must make 10–20% of them affordable to low-income households. Additional affordable housing could come from nonprofit developers with public funding.	560–1,120	550–1,100	440–890	–
Existing low-cost apartments discouraged from redevelopment	833	833	833	0
New low-wage jobs* Retail and service jobs	1,335	1,056	1,699	–
New middle-wage jobs* Some office, healthcare and light manufacturing	1,727	731	3,435	–
New high-wage jobs* Office jobs requiring a professional degree, such as legal, finance, or real estate	1,624	650	3,324	–
* Job categories reflect existing regional development patterns. West Portland Town Center equitable economic development efforts could produce different results.				
Potential pedestrian facilities (in miles) Supports community health and long-term town center growth	Main streets 1.8 Local streets 5.6	Main streets 1.8 Local streets 1.7	Main streets 0.7 Local streets 0	–
Vehicle pollution per person Annual amount of pollutants emitted by person's vehicles	-32% less than today 0.013 per person	-33% less than today 0.013 per person	-21% less than today 0.016 per person	0.02 per person
Climate change impact per person Annual amount of CO_2 emitted from personal vehicles and buildings	-23% less than today 3.7 metric tons	-30% less than today 3.3 metric tons	-4% less than today 4.6 metric tons	4.7 metric tons
Automobile trips Percent of trips taken by automobile	-8% less than today	-10% less than today	-4% less than today	85%
Transit trips Percent of trips taken by transit	20% more than today	19% more than today	20% more than today	4%
Walk or bike trips Percent of trips taken by walking or biking	57% more than today	71% more than today	24% more than today	11%

The three conceptual scenarios were reviewed with the community beginning with an in-person community workshop held in November 2020, and for two weeks, following, via an online survey. Survey responses showed a majority community preference for Scenario A, which distributed residential growth into smaller-scale apartments spread more widely throughout the Town Center area, while largely focusing employment growth intensity along the Barbur corridor in addition to scattered ground-floor retail mixed in with multifamily buildings along Capitol Highway and in other distributed locations.

Community members identified Scenario A as their preferred option and provided additional comments on specific adjustments they would like to see applied to Scenario A to best meet their needs, interests, and concerns. The project team applied these comments received from the community workshop series to create a final draft preferred scenario. This draft preferred scenario was then reviewed by City of Portland bureaus, as well as other agency partners, to test it's conceptual durability against infrastructure issues and other barriers to its development.

	GROWTH CONCEPT A: SHARED GROWTH + GREEN RING + JOBS FOCUS	GROWTH CONCEPT B: SHARED GROWTH + GREEN STREETSCAPES	GROWTH CONCEPT C: CORRIDORS-FOCUSED GROWTH	NONE	TOTAL RESPONDENTS
Creates opportunities for community and multicultural spaces	84.00% 63	22.67% 17	9.33% 7	0.00% 0	75
Provides access to existing natural areas	78.38% 58	22.97% 17	6.76% 5	2.70% 2	74
Creates public spaces to support people and businesses	74.32% 55	22.97% 17	9.46% 7	2.70% 2	74
Mixes natural elements into new development	77.33% 58	21.33% 16	8.00% 6	1.33% 1	75
Increases new housing choices for all household types and incomes	79.73% 59	22.97% 17	12.16% 9	1.35% 1	74
Supports stability of homes and culturally specific places for the most vulnerable households	79.17% 57	20.83% 15	12.50% 9	1.39% 1	72
Helps create a transportation network to meet a variety of needs	80.82% 59	23.29% 17	13.70% 10	1.37% 1	73
Creates retail main streets and commercial areas	74.32% 55	14.86% 11	27.03% 20	1.35% 1	74
Provides opportunities for minority businesses	79.73% 59	14.86% 11	20.27% 15	4.05% 3	74
Other goals? (Please specify in the comment field below)	77.78% 28	8.33% 3	11.11% 4	8.33% 3	36

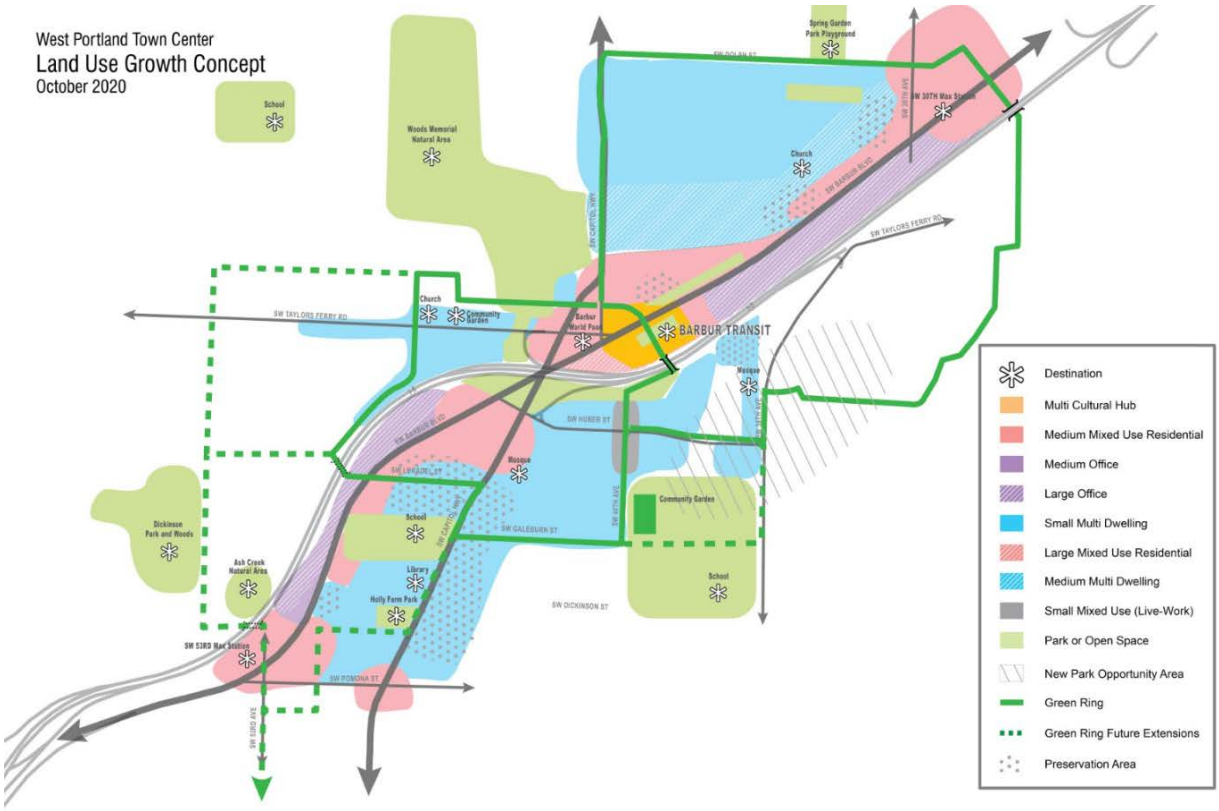
Survey respondents overwhelmingly preferred Growth Concept A.



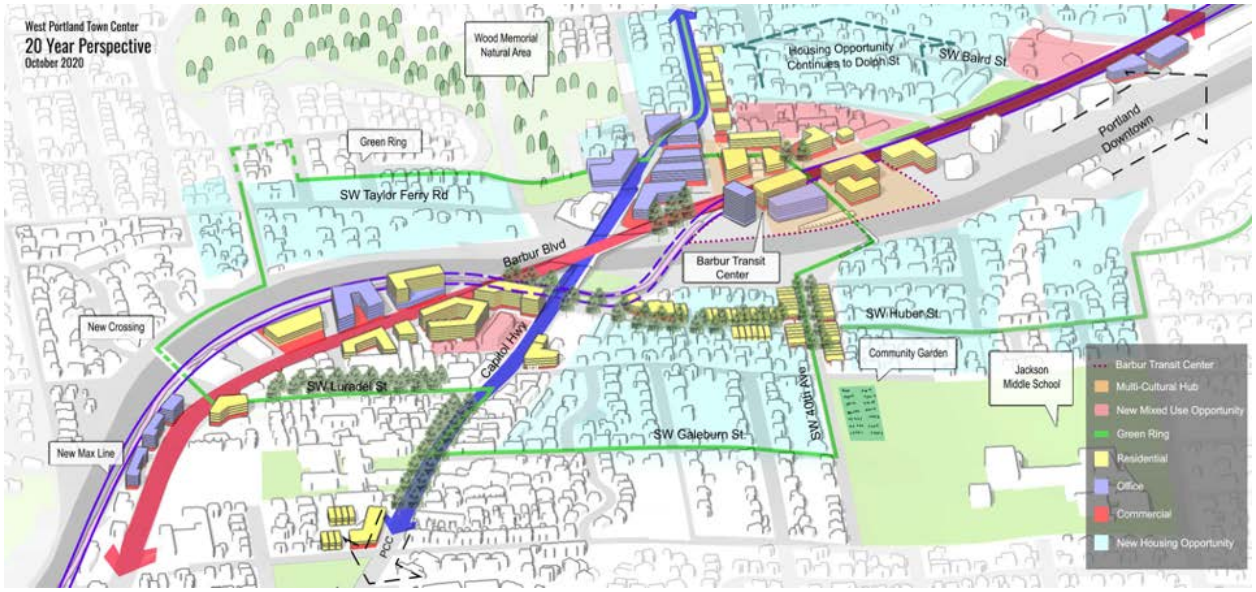
The Plan's current status

The draft preferred growth concept marries input received during the community workshop series with aspirational growth targets (5,000 households) and development potential (underutilized parcels) within the Town Center area as measured by UrbanFootprint, a land use scenario model. The preferred growth concept was then included in the Discussion Draft WPTC Plan and vetted through an in person workshop on March 4 2020 and an online open house and survey. . For more details about this process, see the Community Visioning Process section of this document.

Discussion Draft Growth Concept



Illustrated model of 20 year build out of proposed growth concept



3. What Is A Town Center?

Conceptual Framework

A Town Center is a critical supporting component that helps to make up a functional polycentric region such as the Portland metropolitan area.

> "The town center is larger and more varied than the village center. It typically includes a large number of office and employment uses, along with nighttime facilities such as cinemas, theaters, museums, and hotels. Its retail component is close to the scale of what the retail industry calls a "community center," anchored by several major stores that are accompanied by specialty shops and restaurants. Second-floor office and residential uses add to the intensity and walkability of the area, and cinemas and restaurants maintain its night life. A transit village or transit-oriented development is a variation on the town center, similar in scale and uses but including a major transit station. The key to each is its range of uses, its walkability, and the inclusion of housing.
>
> "The quantity of jobs in the town center is second only to that of urban centers. Like suburban activity centers or Edge Cities, the town center becomes a subregional employment focus with the potential for strong transit connections. But, unlike activity centers, the office buildings are not surrounded by parking lots. Parking is located to the rear, and much of it is shared with nighttime and weekend uses. The addition of significant housing also serves to transform these areas into more complex neighborhoods as well as destinations. This mix of uses and intensities makes the town center a key station in any regional transit system."
>
> "Next is the Town Center, the most frequent focus of the suburban areas. Each Town Center would become the commercial center for a two-and-a-half-mile market area throughout the region. All these centers were to be mixed use and walkable."
>
> Calthorpe, The Regional City, 2001

The vision for the West Portland Town Center has been building iteratively for decades, and is thus at this point in time now firmly grounded in the policy direction from Metro's 2040 Growth Concept, and from Portland's Comprehensive Plan. The planning process allowed communities to interpret these policies and articulate a vision for "Strong Communities and People" and "Great Places with Equitable Access".

Town Center Provides the Critical Mass to Support a Full Range of Services

Metro 2040 Growth Concept

A town center usually includes office and commercial uses, along with nighttime facilities, such as cinemas, theaters, museums and hotels. Retail components are at a community center scale, anchored by several major stores and accompanied by specialty shops and restaurants. In terms of employment, the quantity of jobs in town centers is comparable to those in urban centers. Town centers usually function as sub regional employment hubs with potential to convert them into key transit stations with strong regional connections. When housing is included, neighborhoods can be consolidated and become living destinations.[5]

The 2040 Growth Concept establishes Town Centers as an urban design component crucial for growth. The plan defines Town Centers as providers of services to tens of thousands within a two- to three-mile radius. One- to three-story buildings for employment and housing are characteristic. Town centers have a strong sense of community identity and are well served by transit.[6]

Town centers in the Metro area vary greatly in character and specialties. For instance, Happy Valley and Damascus are designated to accommodate retail and service needs, whereas Cedars Mill has envisioned office centers for its town center. Portland town centers outside of the downtown core often have plans for mixed-use development supportive of high capacity transit. In all cases, the goal is to reduce the use of automobiles.

[5] https://beta.portland.gov/bps/wpdx-town-center/about-west-portland-town-center-plan
[6] https://www.oregonmetro.gov/2040-growth-concept

Comprehensive Plan policies

2035 Comprehensive Plan

Narrative Summary of Comprehensive Plan Direction:

Portland's Comprehensive Plan provides direction that Town Centers are meant to provide a full range of commercial and community services, high-density housing, mid-rise commercial and mid-rise mixed-use buildings (typically up to five to seven stories in height), are served by high-capacity transit connections, have a substantial employment component, and provide housing opportunities for enough population to support a full-service business district; and defines this as providing sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.

The City of Portland's 2025 Comprehensive Plan defines Town Centers as: "large centers that serve a broad area of the city and have an important role in accommodating growth. They provide a full range of commercial and community services, high-density housing, mid-rise commercial and mid-rise mixed-use buildings (typically up to five to seven stories in height), are served by high-capacity transit connections, and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district." (p. G-3)

Town Centers are located throughout Portland to serve broad parts of the city. They are typically anchored by employment centers or institutions, feature a wide range of commercial and community services, and have a wide range of housing options. Development in Town Centers is intended to be up to mid-rise in scale, with larger scale buildings primarily located close to high-capacity transit stations. Mid-rise development is typically as high as five to seven stories." (p. GP3-13)

- **GOAL 9.C: Great places**. Portland's transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.
- Policy 3.12: **Role of centers**. Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.
- Policy 3.14: **Housing in centers**. Provide housing capacity for enough population to support a broad range of commercial services, focusing higher-density housing within a half-mile of the center core.

- Policy 3.15: **Investments in centers**. Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.
- Policy 3.16: **Government services**. Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.
- Policy 3.17: **Arts and culture**. Ensure that land use plans and infrastructure investments allow for and incorporate arts, culture, and performance arts as central components of centers.
- Policy 3.18: **Accessibility**. Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices such as wheelchairs, safe and attractive for people of all ages and abilities.
- Policy 3.19: **Center connections**. Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by pedestrian trails and sidewalks, bicycle sharing, bicycle routes, frequent and convenient transit, and electric vehicle charging stations. Prepare and adopt future street plans for centers that currently have poor street connectivity, especially where large commercial parcels are planned to receive significant additional housing density.
- Policy 3.20: **Green infrastructure in centers**. Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.
- Policy 3.31: **Role of Town Centers.** Enhance Town Centers as successful places that serve the needs of surrounding neighborhoods as well as a wider area, and contain higher concentrations of employment, institutions, commercial and community services, and a wide range of housing options.
- Policy 3.32: **Housing**. Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.
- Policy 3.33: **Transportation**. Improve Town Centers as multimodal transportation hubs that optimize access from the broad area of the city they serve and are linked to the region's high-capacity transit system.
- Policy 3.34: **Public places**. Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.

Metro Urban Growth Management Functional Plan

Narrative Summary of Metro Urban Growth Management Functional Plan Direction:
Metro's Urban Growth Management Functional Plan provides direction that Town Centers should be implemented using a context-sensitive planning process that modifies the zoning code and other regulations to: support an average of 40 residents and workers per acre within the area designated as a Center; achieve non-SOV mode share targets; and provide for the mix of uses and amenities required to become a vibrant, walkable community.

3.07.620 Actions and Investments in Centers, Corridors, Station Communities and Main Streets:

(c) An assessment of a Center, Corridor, Station Community or Main Street, or portion thereof, shall analyze the following:

(1) Physical and market conditions in the area;

(2) Physical and regulatory barriers to mixed-use, pedestrian-friendly and transit-supportive development in the area;

(3) The city or county development code that applies to the area to determine how the code might be revised to encourage mixed-use, pedestrian-friendly and transit-supportive development;

(4) Existing and potential incentives to encourage mixed-use pedestrian- friendly and transit-supportive development in the area; and

(d) A plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street shall consider the assessment completed under subsection (c) and include at least the following elements:

(1) Actions to eliminate, overcome or reduce regulatory and other barriers to mixed-use, pedestrian-friendly and transit-supportive development;

(2) Revisions to its comprehensive plan and land use regulations, if necessary, to allow:

(A) In Regional Centers, Town Centers, Station Communities and Main Streets, the mix and intensity of uses specified in section 3.07.640;

(3) Public investments and incentives to support mixed-use pedestrian- friendly and transit-supportive development; and

(4) A plan to achieve the non-SOV mode share targets, adopted by the city or county pursuant to subsections 3.08.230(a) and (b) of the RTFP, that includes:

(A) The transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;

(B) A transportation system or demand management plan consistent with section 3.08.160 of the RTFP; and

(C) A parking management program for the Center, Corridor, Station Community or Main Street, or portion thereof, consistent with section 3.08.410 of the RTFP.

3.07.640 Activity Levels for Centers, Corridors, Station Communities and Main Streets

(a) A Centers, Corridors, Station Communities and Main Streets need a critical number of residents and workers to be vibrant and successful. The following average number of residents and workers per acre is recommended for each:

(5) Town Centers - 40 persons

(b) Centers, Corridors, Station Communities and Main Streets need a mix of uses to be vibrant and walkable. The following mix of uses is recommended for each:

(1) The amenities identified in the most current version of the State of the Centers: Investing in Our Communities, such as grocery stores and restaurants;

(2) Institutional uses, including schools, colleges, universities, hospitals, medical offices and facilities;

(3) Civic uses, including government offices open to and serving the general public, libraries, city halls and public spaces.

Metro 2040 Plan

Narrative Summary of Metro's 2040 Plan Direction:

Metro's 2040 Plan provides direction that Town Centers should serve populations of tens of thousands of people, and should provide local shopping, services, employment and cultural and recreational opportunities to serve the needs of a growing population while reducing auto travel.

Town Centers

Smaller than regional centers and serving populations of tens of thousands of people, town centers are the third type of center with compact development and transit service. Town centers provide local shopping, employment and cultural and recreational opportunities within a local market area. They are designed to provide local retail and services, at a minimum and vary greatly in character. Some will become traditional town centers, such as Lake Oswego, and Forest Grove, while others will change from an auto-oriented development into a more complete community, such as Hillsdale. Many also have regional specialties, such as office centers envisioned for the Cedar Mill town center. Several new town centers are designated, such as in Happy Valley and Damascus, to accommodate the retail and service needs of a growing population while reducing auto travel.

Growth Assumptions for Town Centers

As the previous section showed, city and regional policies provide some guidance for the densities and mix of uses a Town Center should contain. In order to get a better sense for what achievable growth might look like for West Portland Town Center, it is instructive to look at what other Town Centers in the region have achieved.

Since first entering the regional planning lexicon, each of the region's Town Centers has been at a different stage of growth toward the aspiration goals set by the Metro 2040 plan. By almost any measure of a town center's purpose in the region, the West Portland Town Center performs poorly. New zoning and infrastructure will support growth in population and employment to bring West Portland up the regional expectations of a town center.

To establish a target for a reasonable level of population growth in West Portland over the next 20 years, the Bureau of Planning and Sustainability selected three peer town centers with similar characteristics to West Portland. Interstate Killingsworth, Lents, and Hollywood are all located outside of the downtown core, have similar acreage, are served by high capacity transit, and also serve the needs of a handful of adjacent neighborhoods.

The table below shows how much less existing, zoned, and overall density of multi-family housing West Portland has compared to its peers. These comparables helped the BPS project team establish a housing growth target of 5,000 housing units over the next 20 years. This target was then used to design the three growth concepts to achieve a similar amount of housing development. Growth concepts alternatives varied by the density and locations of multi-family. As noted above, the community engagement process resulted in a strong preference for more broadly distributed multi-family housing throughout the town center, not just along the major corridors.

An employment growth target was not developed. However, because quality jobs are a Community Goal, growth concepts alternatives included varying levels of employment zoning. The alternatives varied by the amount and location of mixed-use development versus office and light industrial. The community engagement process helped identify a preference for a balance of housing and jobs with the development of offices and light industrial that provide better quality jobs than the typical retail jobs that accompany mixed-use development.

Town Centers w/ 1/2 mile buffer								
	Housing				Density (HH/Acres)			
	Existing	% multi-family	Zoned capacity	% multi-family	Acres	Existing density	Capacity density	Total density
West Portland	5,076	26%	2,844	85%	1,082	4.7	2.6	7.3
Lents	8,098	22%	8,843	91%	1,342	6.0	6.6	12.6
Hollywood	7,406	32%	5,226	92%	848	8.7	6.2	14.9
Interstate Killingswort	11,753	39%	15,296	96%	1,054	11.2	14.5	25.7

The City of Portland's 2035 Comprehensive Plan states that Town Centers should contain "sufficient zoning capacity within a half-mile walking distance...to accommodate 7,000 households."

After World War Two, a general rule of the suburban retail industry was to place Town Center-scale shopping centers within a 3-miles service area consisting of roughly 50,000 households. Retail industry argued that this is the right order of magnitude to support the businesses located in this type of shopping centers. Although the West Portland Town Center is envisioned to be a pedestrian-oriented area, the suburban retail model still provides helpful guidance. If this general rule was used, an additional 5,000 households in the West Portland Town Center would be necessary to reach 50,000 households within a 3-mile service area. Currently, the area contains about 45,000 households.

Critical to the success of the West Portland Town Center is the need for a market strategy to build a target market of a sufficient size to attract business investment in the form of walkable, mixed use buildings. This document identifies the fundamental elements of that market strategy:

- The need to build a larger critical mass of aggregate demand within walking distance of the center
- The need to improve the local pedestrian network to encourage and support the choice to walk
- The critical need to fix the dangerous Crossroads intersection of Barbur Boulevard, Capital Highway, and Taylor's Ferry Road; no market strategy will be successful without first seeing this barrier be transformed into a central component of a place-making strategy
- The need for public leadership to make the big changes necessary to transform the WPTC into a walkable area, and throughout the lifespan of the center to ensure that development and community are sufficiently encouraged and supported.

Required Market Pre-Conditions

In order to meet the community's goals and needs, the City must provide the conditions to achieve equitable transportation access and inclusive business and housing opportunities in the West Portland Town Center area. An understanding of real estate market trends is key to plan for equitable growth and anticipate market speculation in the area. According to the West Portland Town Center Market Study, the existing market conditions of the area are the following.

- Multifamily rents in the WPTC area were at a historic high of about $1.40 per square foot per month in 2018. However, the WPTC area has the lowest multifamily rents overall of all of the comparison submarkets.
- Increased rents in recent years, along with the slight decreases in vacancy rates, could indicate stronger demand for residential in the area.
- Office rents in the WPTC submarket have steadily increased, but from a low initial level.
- Since 2013, vacancy rates for offices in the WPTC submarket have fluctuated between 9 and 10 percent, reflecting both light demand for office space in the area and the existing lower cost Class B and Class C office space in the area.
- Retail rents in the WPTC submarket have steadily decreased from a low base.
- Current multifamily, office, and retail rents do not support speculative new construction by real estate developers, given high local construction hard costs of over $200 per square foot.

Market potential in the WPTC area

Prior to the COVID-19 quarantine-related economic collapse, Portland had recovered from the 2008-2009 recession in all market segments. Demand for multifamily housing exploded in the region as the number of households looking for housing exceeded the supply of housing built since the peak of the previous cycle. New and increased employment opportunities contributed to growth in the office sector. Industrial uses experienced steady growth in rents and a decline in vacancy rates. In recent years, the WPTC area had seen residential rents increase at similar rates as the City of Portland and the region as a whole.

Residential

According to a market study carried out by EcoNorthwest, the WPTC has seen residential rents increase at similar rates as the City of Portland and the region as a whole. Current achievable rental rates in the area are:

- Studio unit in a new multifamily residential development: $2.88 per sq ft per month
- One-bedroom unit in a new multifamily residential development: $2.40 per sq ft per month

- Two-bedroom unit in a new multifamily residential development: $2.08 per sq ft per month

The study reveals that increased rents in recent years along with the slight decreases in vacancy rates could indicate stronger demand for residential in the area.

Market conditions for retail development are different than residential conditions. Due to zoning constraints, retail in the WPTC area is small and mostly comprises of medium-to-large scale retail properties. The EcoNorthwest study found that retail rents in the WPTC area have steadily decreased from $22.68 NNN in 2013 to $19.58 NNN in 2018. While retail rents have decreased in the submarket in recent years, vacancy rates have also decreased and stabilized to 4.60 percent in 2018 – down from 6.30 percent in 2013.

Market indicators, including rising rents and sales prices and stable or falling vacancy rates, reflect an increasingly attractive market for multifamily development in the WPTC. New multifamily construction currently makes more sense as condos for sale rather than apartments for rent, due to high construction hard costs that are not quite yet justified by ambient lower rents in the area but that can be paid for by home buyers. The difference is that home buyers do not need to justify home prices using investment-decision metrics such as return on investment; they just need to be able to produce the down payment and show sufficient income to cover the mortgage, tax, and insurance payments. New construction of rental properties, on the other hand, does not occur until the pro forma analysis shows a sufficient return on investment from rents to cover the costs of development, including construction hard costs. That being said, very few new condominium projects are constructed anywhere in the Portland region each year, due to concerns over construction defect liability and other issues.

It's therefore plausible that "Missing Middle" housing types that can be constructed for a lower cost using the residential building code rather than the commercial building code, including townhomes and duplexes, will be more likely to succeed than more-expensive multifamily commercial types that require fire sprinklers and alarm systems, sound separation between units, thicker wall insulation, commercial-grade elevators, and other elements that add to the price tag for commercial building construction. It should be noted that existing zoning in the area already allows for this type of development.

Patience is needed for the community-driven desire for equitable development given the current market is not yet ready to support commercial construction of high-density multifamily that would come with Inclusionary Housing affordability (over 20 units) and be more likely to receive an exemption to provide infrastructure improvements. .

In the near term townhomes may represent a particular niche for feasibility when they are developed as true fee-simple townhomes, with one home per tax lot, as they represent a product type that can be sold fee-simple but that can also attain fairly high levels of development intensity (over 30 du/acre is possible when lot size minimums are not controlled) and thus can play a very important role in supporting walkable centers. It should be noted that affordability regulations may not apply to these developments if they do not fall within the City's Inclusionary Housing Program requirements.

For-sale development will likely continue to be more feasible for new profit-dependent development than for-rent, however. New rental developments in the area will most likely be brought to market by non-profit organizations over the near-term future.

Office

Prior to the COVID-19 quarantine-related economic collapse, office rents had surpassed the pre-recession levels of 2008. Office rents continued to remain lower in the WPTC than comparable market areas, however, and reflect light demand for office space. Vacancy rates in the WPTC indicate that current demand for office space in the area is limited. This may have been largely due to the changing preferences of younger workers, who prefer to work in a walkable area that is easily accessible by high-quality transit and by bicycle, and that offers plentiful amenities, especially including restaurants within walking distance that cater to the lunch crowd. Continued uncertainty around the future of the office market remains, as the number of people working from home skyrocketed during the COVID-19 quarantine period, and may achieve a new normal that includes less demand for in-person office space.

The one office development type that may be feasible going forward may be that represented by owner-users, that is, a company building a new office building for its own use, as opposed to speculative development of office space for lease by a developer. In particular, it's possible that medical clinics and offices could be feasible, but for one observed condition: medical clinics in our region tend to be surrounded by plentiful parking, a condition that is incompatible with the community aspirations for a walkable town center. Buildings providing medical back office space may however provide a model of transit-oriented employment such as Providence's Employment Center next to the Hollywood Transit Center.

Commercial

Due to zoning constraints, the total amount of retail in the WPTC area is small compared to similar submarkets, and mostly comprises medium-to-large scale retail properties. While retail

rents have decreased in the submarket in recent years, vacancy rates have also decreased and stabilized to 4.60 percent in 2018 – down from 6.30 percent in 2013. The lack of a walkable context is likely holding back the local retail market, which seeks pedestrian-focused areas such as those found in most other Portland neighborhoods, including Multnomah Village just to the north of the WPTC area.

Predictive Rents in the WPTC area

ECONorthwest developed a rent prediction model that translates rental rates for existing housing types into rent estimates for new multifamily residential, retail, and office development. Predictive rents for the different development types are based on rents from existing development in other transit-oriented Town Centers in the Portland metro region, controlling for building characteristics, amenities, and distance to light rail using a hedonic model; they are meant to show what rent growth might be achievable if the WPTC area is upgraded to become a pedestrian-friendly district served by light rail.

Summary of Predictive Rents for Different Development Types Per Square Foot, Nominal Dollars

	Low	High	Median	Modeled Unit Size
Multi-family residential[1]				
Studio	$2.82	$2.96	$2.88	400 SF
1-bedroom	$2.23	$2.51	$2.40	600 SF
2-bedroom	$1.99	$2.17	$2.08	900 SF
Office[2]	$15.52	$27.18	$17.58	
Retail	$15.53	$25.42	$18.31	

Source: ECONorthwest rent prediction model, COStar

Comparable Sales for Condominiums in SW Portland

Sales data was pulled from the Regional Multiple Listing Service (RMLS) for new condominium sales for the past two years from the area of SW Portland within two miles of the WPTC area; the radius could not be tighter due to the low volume of new-construction condominiums brought to market in recent years in the area. Indeed, additional sales were added from within the Sellwood neighborhood (one of the areas also studied by EconNW) in order to add to the total number of property transactions studied. The comparable sales (comps) indicated that the average price per square foot for new construction condominium units of less than 1,000 square feet in total size was $461; with an average size of 846 square feet for such units, this translated into an average price per unit of $390,667.

Cascadia Partners used these rental rate predictions and condominium sales comps as inputs to the pro forma modeling performed as a part of the WPTC plan development process, including for building types used for scenario planning, and for site analysis of development feasibility at the Barbur Transit Center site.

Community Visioning Process

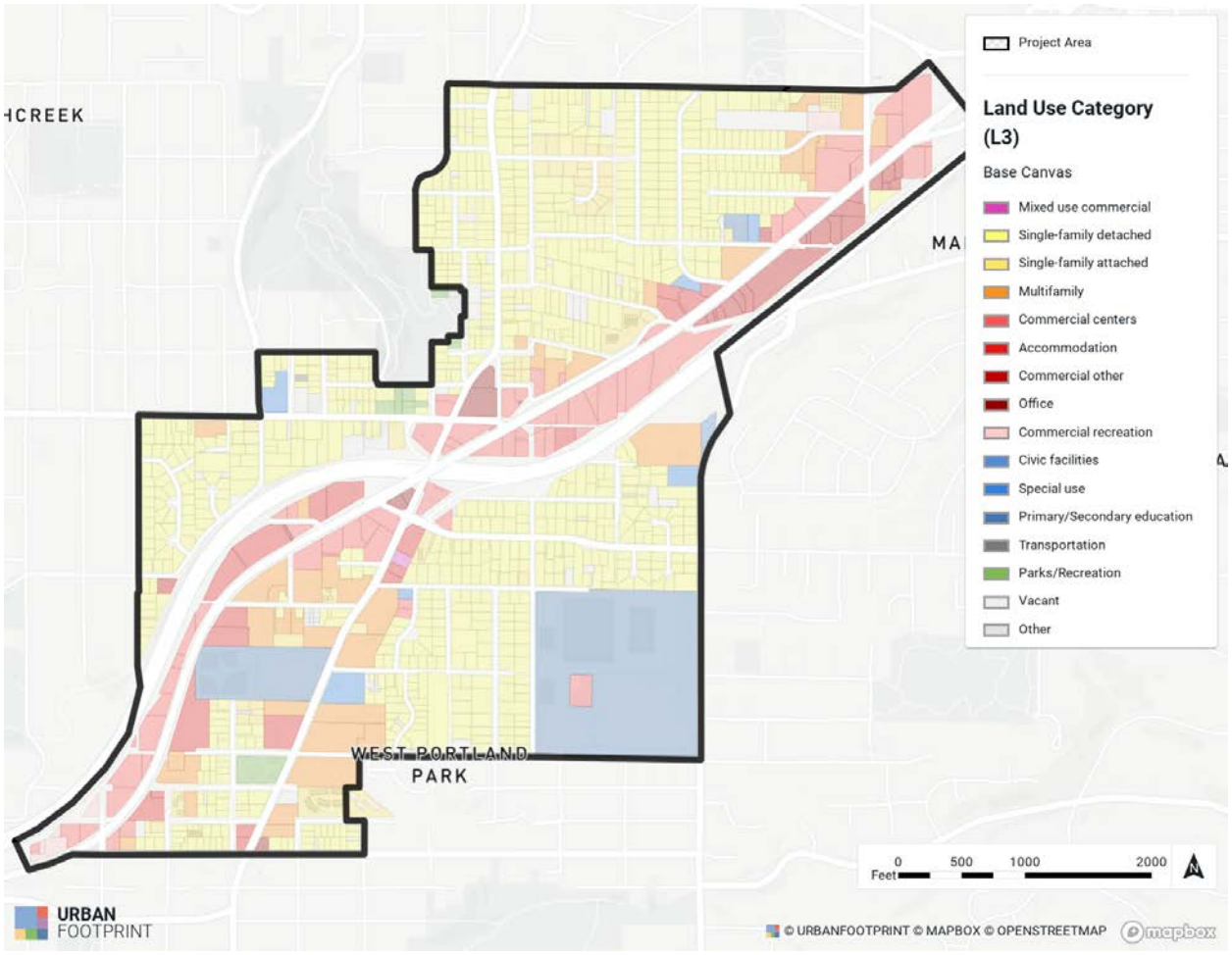
The Scenarios Process

Public policies and investments in the West Portland Town Center will play a large role in shaping how it grows in the coming decades and whether it meets the aspirations set for Town Centers in the Metro 2040 Plan and the City of Portland's Comprehensive Plan. In order to gauge the impact of various policy and investment decisions alongside the community's vision for the WPTC, a scenarios process was designed using UrbanFootprint.

UrbanFootprint is a land use sketch planning tool that allows users to analyze the impact of land use and transportation investments on a wide range of performance metrics. These metrics include greenhouse gas emissions, vehicle miles traveled, walk and bike trips, and more.

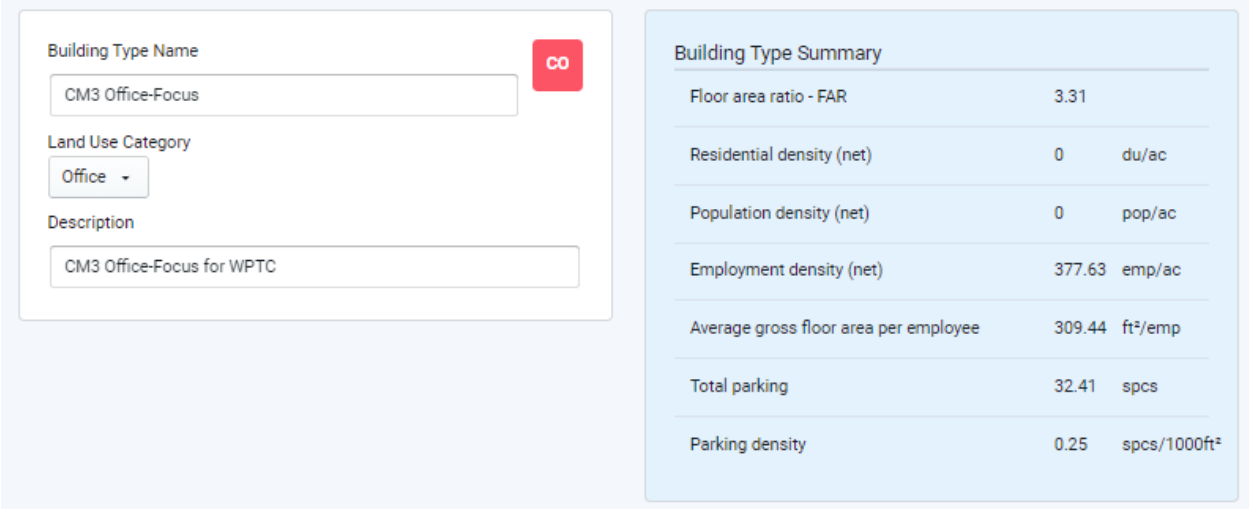
Study Area

The study area for the process was the City-defined Town Center Boundary. Information related to existing conditions within this area was provided by UrbanFootprint's Base Canvas. The Base Canvas consists of Multnomah County Assessor data preloaded with over 70 data attributes, including population, residential and employment characteristics, parcel area, building area, land use type, and intersection density.



Building Types

Cascadia Partners developed pro formas for prototype buildings that could be built under each existing or proposed WPTC-area zoning code category (CE, CM2, CM3, CR, RM1, RM2, R2.5, R5/R7), for the purpose of auditing the impact of code regulations, and to prepare for replicating each as buildings within the UrbanFootprint scenario planning platform to support the scenario development and analysis process.



Example of Building Type Parameters - UrbanFootprint

Inputs to the pro formas came from the EconNW market study for prices and rents, and from a verbal survey of actors in the local development industry for construction hard and soft costs. Land costs were calibrated based on local area comparable sales. Target returns for profit-dependent development are based on industry standards for minimum returns for a viable project receiving conventional financing.

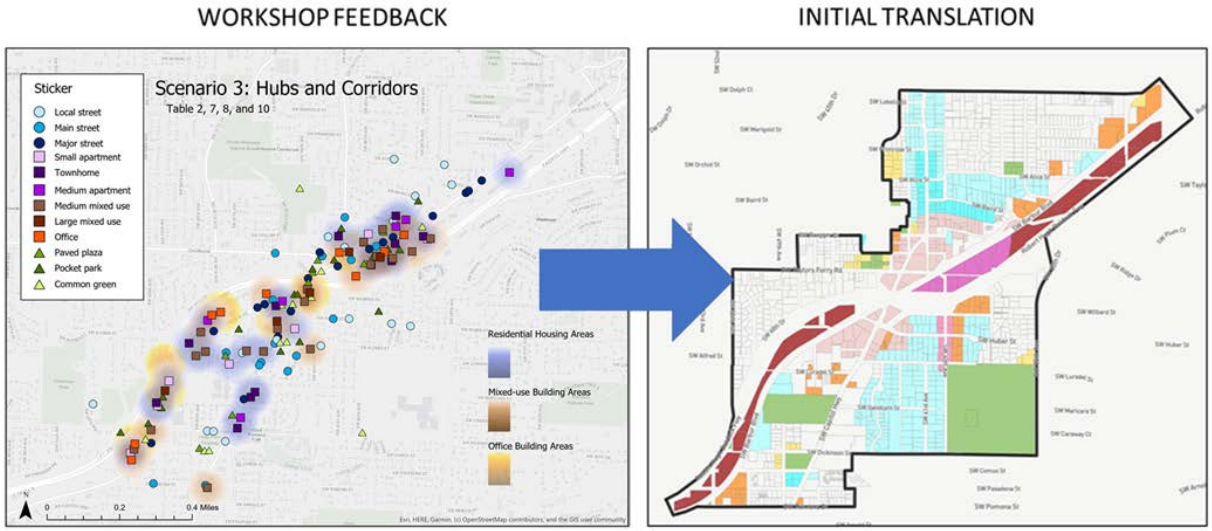
Scenario Refinement Process

While household affordability metrics within various zones were estimated using the Envision Tomorrow Pro Forma as described above, spatial analysis of land use scenarios for West Portland Town Center were created using UrbanFootprint. Scenario analysis was based on workshop maps developed by participants during public workshop #1. Workshop maps were distilled into three scenario themes based on common patterns shared across groups of participants. Using these scenario themes, the CP undertook a three step refinement process to develop scenarios.

Initial Translation

The first step in the scenario refinement process was to perform a direct translation of groupings of workshop map responses into UrbanFootprint. Using digitized results from workshop #1, land use stickers placed by participants were painted onto West Portland Town Center parcels using zone-based “building types”. Each building type was developed to reflect expected development outcomes within specific zones based on the pro-forma modeling described in the previous section. Building types specify densities, floor areas, as well as assumptions about households, household sizes, population, and employment density. By

painting building types onto parcels, UrbanFootprint is able to quantify new dwelling units, households, employees, and associated performance indicators.



Initial translation of feedback received to UrbanFootprint

Multi-Agency Review

Once translated, the original scenarios were reviewed by a Technical Advisory Committee (TAC) composed of multiple agencies to determine alignment with citywide comprehensive plan goals, assess compatibility with potential transit improvements, and explore the relationship to infrastructure capacity on the ground and with currently-planned improvements. Based on this review, the scenarios were further refined and renamed as scenarios A, B, and C.

Market Constraints

The final step in the refinement process was applying market constraints to each scenario. Market constraints were applied because participants in each workshop had little knowledge of existing uses or redevelopment potential of lands onto which they placed game pieces. This resulted in scenarios that represented land use change that was unlikely to occur within the 20 year study horizon. Using aerial imagery and assessor's data, painted parcels unlikely to develop were reverted to their initial use until the control total of 5,000 incremental new dwelling units was reached. Development potential was estimated based on parcel vacancy and underutilization.

Performance Indicators

UrbanFootprint is capable of producing over 50 performance indicators across a range of topics including energy and water use, fiscal revenue, travel behavior, and greenhouse gas emissions. Basic indicators include estimates of overall housing capacity, population density, and

employment added to the study area by sector. More nuanced metrics, such as VMT and criteria pollutant emissions, are calculated using ancillary "modules" that are described in greater detail below.

Transportation Analysis

The Transportation module incorporates a comprehensive sketch model that interacts with regional travel network data to produce estimates of vehicle miles traveled for land use and transportation scenarios. In turn, VMT estimates are used to calculate transportation-related costs, greenhouse gas (GHG) emissions, and pollutant emissions. UrbanFootprint's core travel engine is adapted from the Mixed-Use Trip Generation (MXD) model developed by Fehr & Peers for the U.S. Environmental Protection Agency (EPA). Greenhouse gas emissions are reduced by building with a data-driven approach to lowering vehicle miles traveled. More information about the UrbanFootprint Transportation Module can be found here.

Emissions Analysis

The Greenhouse Gas (GHG) Emissions module estimates annual carbon emissions associated with energy use (including electricity and natural gas), water use, and transportation. The module is loaded with baseline emission rates for a list of modeled sources, including GHGand the following pollutant emissions: NOx, PM10,PM2.5,SOx, CO, and VOCs. UrbanFootprint users can replace the default rates with localized data, if available, for a more accurate assessment. The GHGEmissions module is designed to help planners and stakeholders easily compare and contrast how various scenarios will impact GHGemissions in their communities. More information about the UrbanFootprint Emissions Module can be found here.

Pro Forma Modeling

Pro forma modeling was performed using a beta version of the open source Envision Tomorrow ROI ModelFor this particular analysis, rent and sales prices were an input from the market study, as opposed to an output to indicate affordability. The output measured was the level of development feasibility, as indicated by a Return On Investment (ROI) measure.

The results show that profit-dependent development of rental housing is profitable but does not provide sufficient returns to achieve the 12% target Return On Investment sought by investors in the WPTC area, and is not expected to pencil this development cycle given the future market conditions outlined in the EconNW market study and the hard costs currently seen in the Portland area. The town center plan is crafted with multiple development cycles in mind so future cycles may result in greater feasibility for profit-dependent development models.

Non-profit development of rental housing, however, does look to be achievable under current and future market conditions, as the expected returns would be sufficient to cover costs plus non-profit overhead expenses. Profit-dependent development of for-sale housing, such as cooperative housing or condominiums, also looks to be feasible given area sale prices. Non-profit development of for-sale housing also would be feasible.

Speculative, profit-dependent development of new retail space does not pencil for the foreseeable future, given high construction costs relative to forecasted market rents. What this means is that construction of new retail development will only occur when cross-subsidized by other project elements, such as for-sale housing, or when performed by an owner-builder, such as the relatively recent development of Walgreens in the area. Then, the profit is not sought from the development itself, but is obtained through other means, such as the operations of the resulting business.

Similarly, speculative, profit-dependent development of new office space does not pencil for the foreseeable future, given high construction costs relative to forecasted market rents. New office development will likely only occur when performed by an owner-builder, such as a corporation seeking to build a new headquarters. Then, the profit is not sought from the development itself, but is obtained through other means, such as the operations of the resulting business, with debt service on the construction of the new building paid in lieu of rent as a company expense.

Table: summary of ROI by type

Zone/Type	Use	Rental		Owner	
		ROI	ROI Target	Project Rate of Return	Return Target
CE	Office	7.09%	12%	n/a	n/a
CE	Retail	3.58%	12%	n/a	n/a
CM2	Retail	2.51%	12%	n/a	n/a
CM2	Residential - Rental	8.77%	12%	n/a	n/a
CM2	Residential - Owner	n/a	n/a	34.60%	18%
CM3	Office	9.23%	12%	n/a	n/a
CM3	Retail	3.86%	12%	n/a	n/a
CM3	Residential - Rental	8.11%	12%	n/a	n/a
CM3	Residential - Owner	n/a	n/a	30.66%	18%
RM1	Retail	2.50%	12%	n/a	n/a
RM1	Residential - Rental	7.63%	12%	n/a	n/a
RM1	Residential - Owner	n/a	n/a	26.71%	18%
RM2	Retail	3.37%	12%	n/a	n/a

RM2	**Residential - Rental**	**7.72%**	**12%**	**n/a**	**n/a**
RM2	**Residential - Owner**	**n/a**	**n/a**	**28.36%**	**18%**
Average	**Office**	**8.16%**	**12%**	**n/a**	**n/a**
Average	**Retail**	**3.16%**	**12%**	**n/a**	**n/a**
Average	**Residential - Rental**	**8.06%**	**12%**	**n/a**	**n/a**
Average	**Residential - Owner**	**n/a**	**n/a**	**30.08%**	**18%**
Median	**Office**	**8.16%**	**12%**	**n/a**	**n/a**
Median	**Retail**	**3.37%**	**12%**	**n/a**	**n/a**
Median	**Residential - Rental**	**7.92%**	**12%**	**n/a**	**n/a**
Median	**Residential - Owner**	**n/a**	**n/a**	**29.51%**	**18%**

Public Involvement Process

In order to help answer the question of how West Portland Town Center should grow and change in the future, a scenarios process was designed to gather feedback on a range of future development outcomes. In collaboration with CAT, UniteOregon, and City staff, input was solicited from underrepresented groups and the general public to inform conceptual design scenarios of the study area. The goal of this process was to gain a better understanding of the community's vision and priorities, particularly around affordable housing, public/open space, commercial/retail space, pedestrian and bike improvements, streetscape design, access and connectivity, ethnic/cultural spaces/services, and other elements that impact health and racial equity outcomes. Throughout the process, consultants and city staff were transparent about financial and market realities of potential scenario options to manage expectations of community members and gain more meaningful feedback.

Walking Tour

On Saturday, June 15, 2019, a diverse group of community members gathered to walk on a pre-defined tour route that began at Markham Elementary, crossed I-5 at Capitol Hwy, wrapped behind Barbur World Foods, crossed the Barbur Transit Center site to reach the pedestrian bridge over I-5, then returned to its origin.

Feedback from participating community members included:

Multi-story housing with commercial below		
Commercial services		
• *Halal store*	• *Daycare*	• *Game stop*
• *Family friendly business*	• *Food carts*	• *Mercado-style market (with ethnic shops, food stores, and restaurants, Swahili cultural store and venue spaces)*
Community space		
• *Plaza (with splash pad)*	• *Boys n' Girls club*	• *Community center (with venue gathering spaces)*
Transit parking		
• *Move to Tigard or 53rd as much as possible*	• *Build above transit parking*	
Community services		
• *Restrooms*	• *Bike repair station*	• *Recycling center*
• *Police call box*		
Mobility		
• *Bikeshare, electric scooters, bike valet*	• *Modality hub*	
Access from Barbur		
• *Add flashing light*	• *Make crossing shorter*	
Access from pedestrian bridge		
• *Lighting on overpass*	• *Kids art*	• *Signage – gateway to the neighborhood*

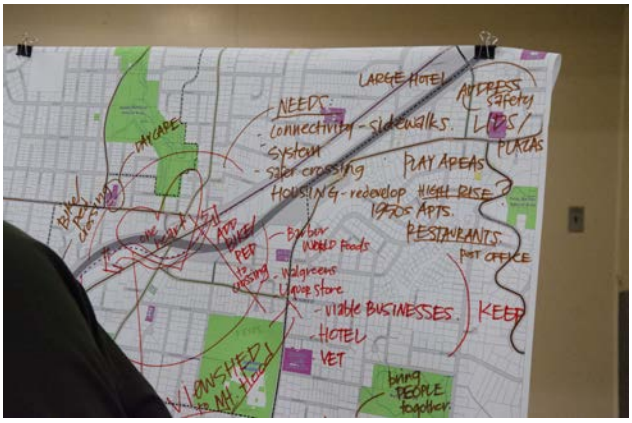
Public workshop 1[7]

In November 2019, the project team hosted the West Portland Town Center (WPTC) design workshop. The purpose was to obtain community input that informed three scenarios for the study area.

The workshop facilitated small group table discussions around the following key questions:

- *What types of residential and mixed use development would benefit existing and future residents and visitors in the study area? What development intensities are appropriate for the area? What development intensities will support the full range of amenities and destinations desired by the community?*
- *What types of street improvements will create a safe, connected, and accessible area for residents and visitors?*
- *What types of open space would build a healthy and connected community?*
- *How can future development better serve low-income residents and families, communities of color, and immigrant and refugee communities?*

In small groups, using maps and future development and infrastructure stickers, participants in the WPTC design workshop developed their own land use and transportation scenarios in a group setting. Participants at each table group chose from a menu of land use, open space, and transportation options, placing stickers, sticky notes, and comments on study area maps to articulate the group's vision for the future of the area.



[7] https://www.google.com/url?q=https://drive.google.com/open?id%3D1G2OL0GAS9O8VXIJ9eNoje1WTfYSbLJs3%26authuser%3Dangie@cascadia-partners.com%26usp%3Ddrive_fs&sa=D&ust=1610664817783000&usg=AOvVaw1aHdYSbeOQ3KCRTq0nZm_7

Initial workshop scenarios and refinement process[8]

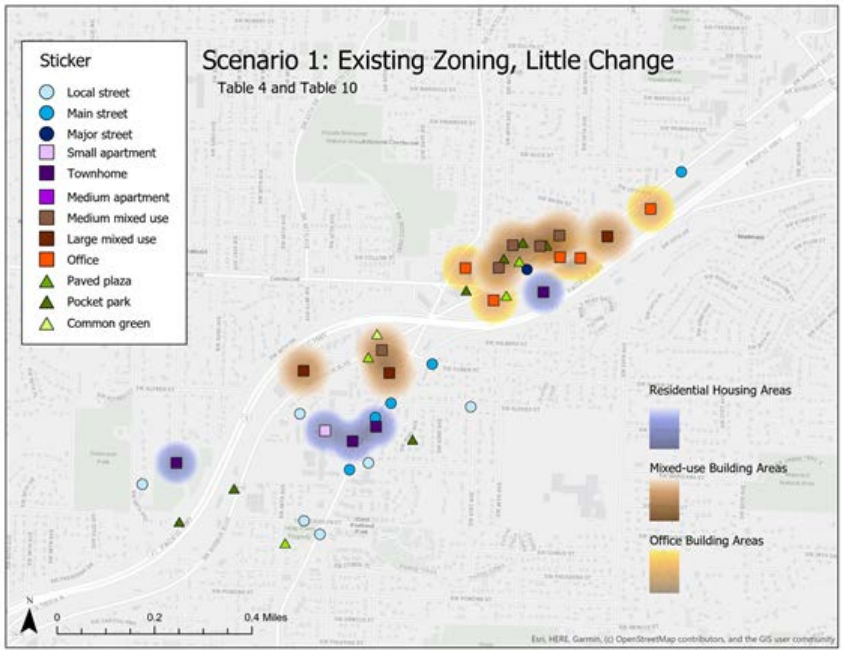
These results were distilled into three scenario themes based on common patterns shared across table discussion groups. This process involved geo-coding all of the comments received from all of the tables, as points within a Geographic Information System (GIS).

Meeting participants were asked to place stickers on the project area map to help identify areas where more growth could be concentrated. The outcome of this sticker activity was used to create a heat map to display concentrations of growth by sticker type. Qualitative feedback was folded into the heat map assessment to help develop the three scenario alternatives that were modeled in the scenario planning software UrbanFootprint (www.urbanfootprint.com).

Below are the initial heat maps, digitizing the feedback on expected growth, created during the sticker activity. Each heat map shows the distribution of concentrations of response by type of building, facility, or amenity.

Scenario 1: Existing Zoning, Little Change

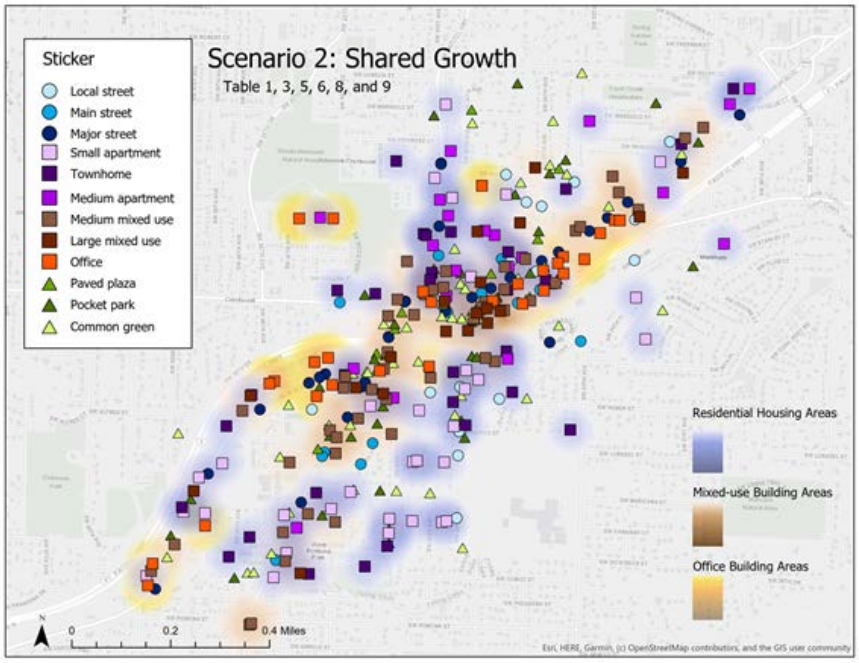
The figure below shows existing residential, mixed use and office buildings concentration areas according to community input.



8 https://drive.google.com/open?id=12Eepn6Egw9FBjg9nWd7Uc3B_ujTDd9r7&authuser=angie@cascadia-partners.com&usp=drive_fs

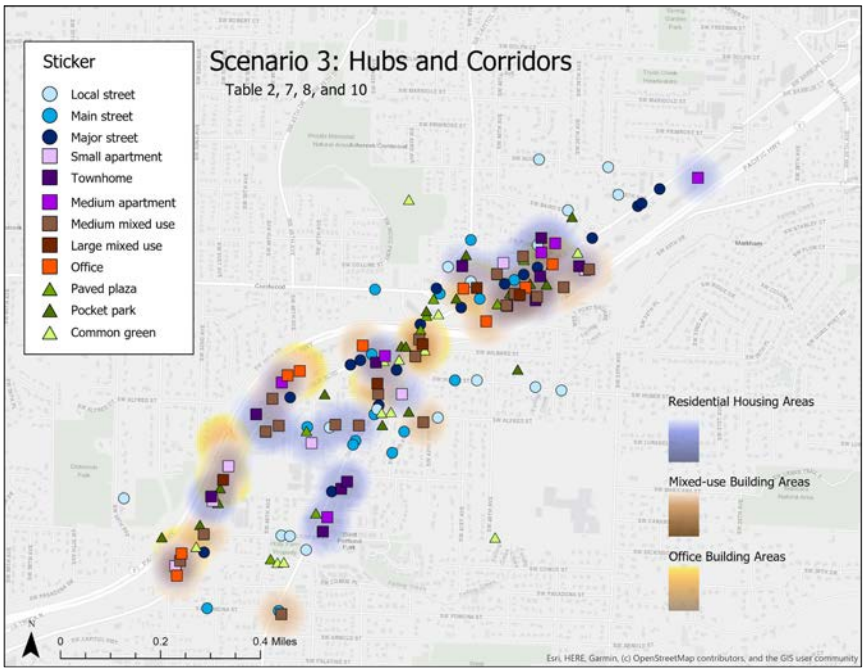
Scenario 2: Shared Growth

The figure below shows concentrations of growth according to community input.



Scenario 3: Hubs and Corridors

The figure below shows potential hubs and corridors according to community input.



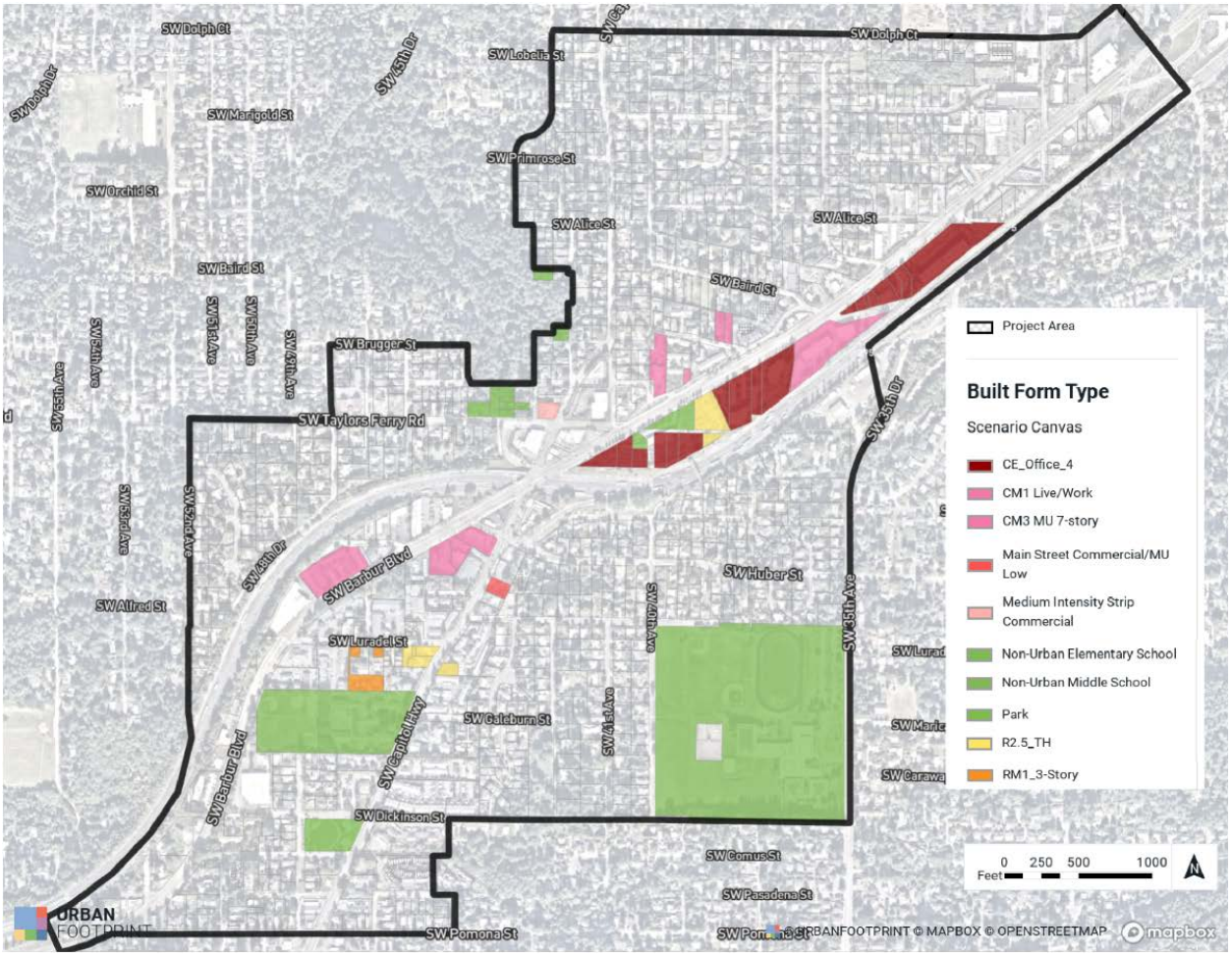
Feedback received from each table at the workshop is summarized in the accounting below by these three scenario concepts:

Workshop Results by Table Group	**Scenario 1** (Existing Zoning / Little Change)	**Scenario 2 (Shared growth)**	**Scenario 3 (Hubs and Corridors)**
Table 1		X	
Table 2			X
Table 3		X	
Table 4	X		
Table 5		X	
Table 6		X	
Table 7			X
Table 8		X	X
Table 9 (aka 11)		X	
Table 10	X		X
Total	**2**	**6**	**4**
	17%	50%	33%

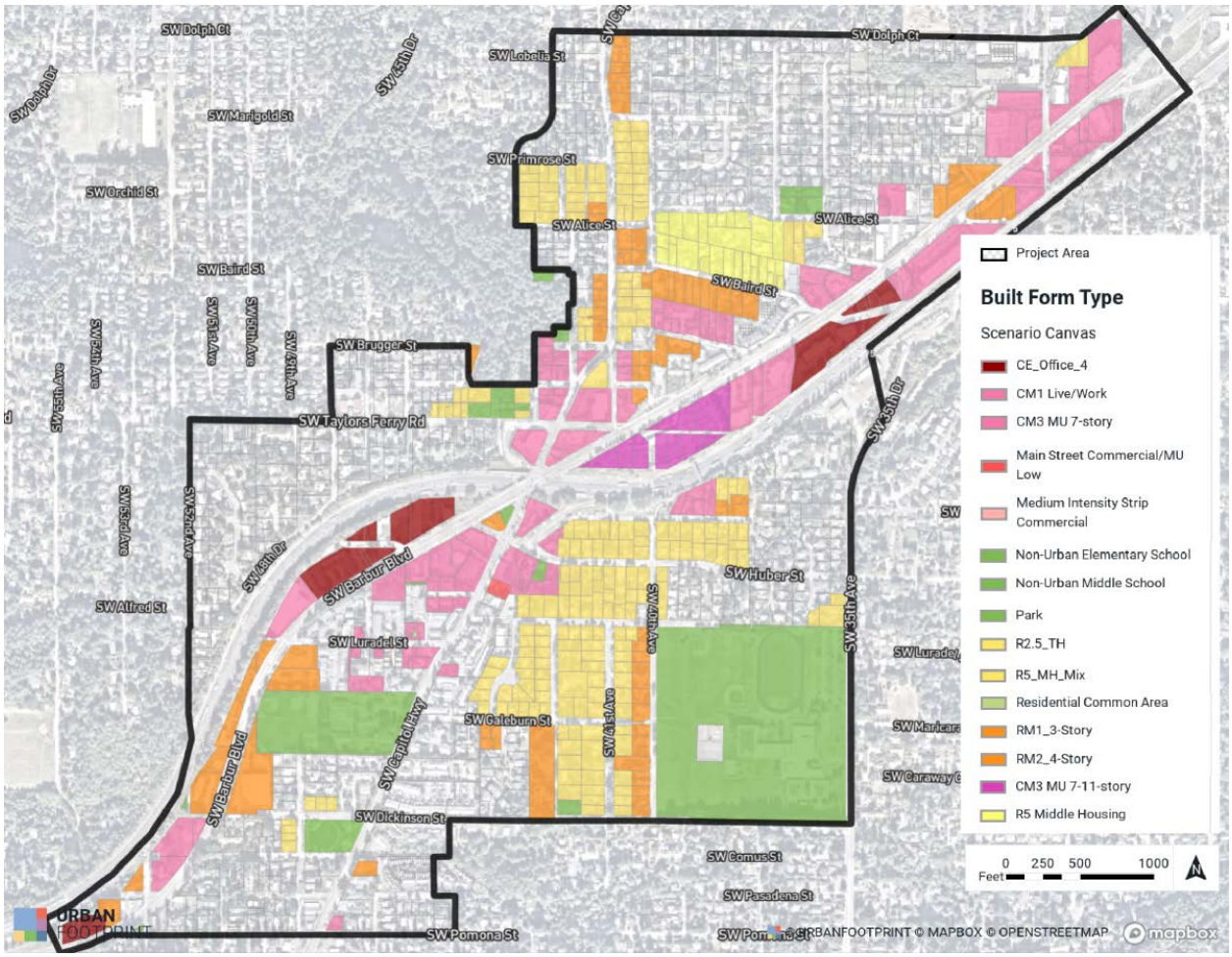
Also in the November 2019 timeframe, an additional focus group on the options for future growth and change in the area was hosted by HAKI Community Organization for 20 Swahili speaking community members. The intent of the meeting was to provide more time for these community members to better understand and respond to the design workshop questions as well as discuss goals for the town center. The resulting preferred scenario, is reflected in the table above as Table 9, resulted in another “Shared Growth” scenario.

These scenario themes were used to develop three growth concepts for further public input. Each growth concept was entered into the UrbanFootprint scenario planning software, which then provided housing and job growth assumptions for each concept. . The scenarios below articulate the land use pattern at the parcel level as well as a brief narrative of what could be expected in that particular scenario:

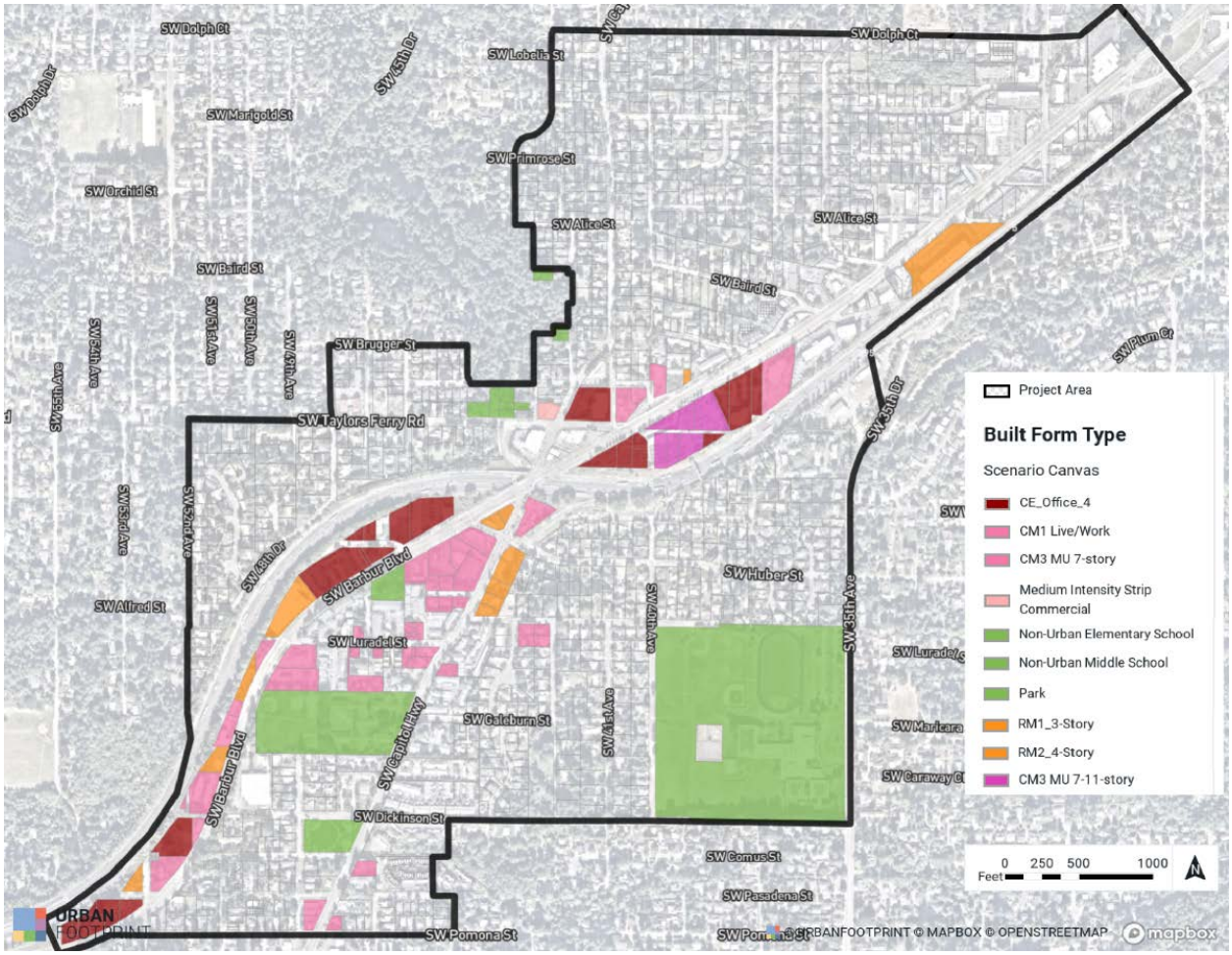
Scenario 1, “Existing Zoning / Little Change”, effectively acted as a ‘business as usual’ scenario that articulated how the West Portland TC study area might look if future growth occurred within the confines of existing zoning, with much development similar to what has occurred in the recent past.



Scenario 2, “Shared growth” stitched together the visions of multiple tables for upzoning within existing neighborhoods further from the study area’s main arterial streets, including focusing some multifamily and retail growth on a new pedestrian spine heading south from the pedestrian bridge across I-5 at the Barbur Transit Center, continuing south along SW 40th to Jackson Middle School, as well as in other areas within a short walk of frequent transit service within WPTC.



Scenario 3, “Hubs and Corridors” focused growth along Capitol Highway and Barbur Blvd, leaving existing neighborhood zoning largely untouched.



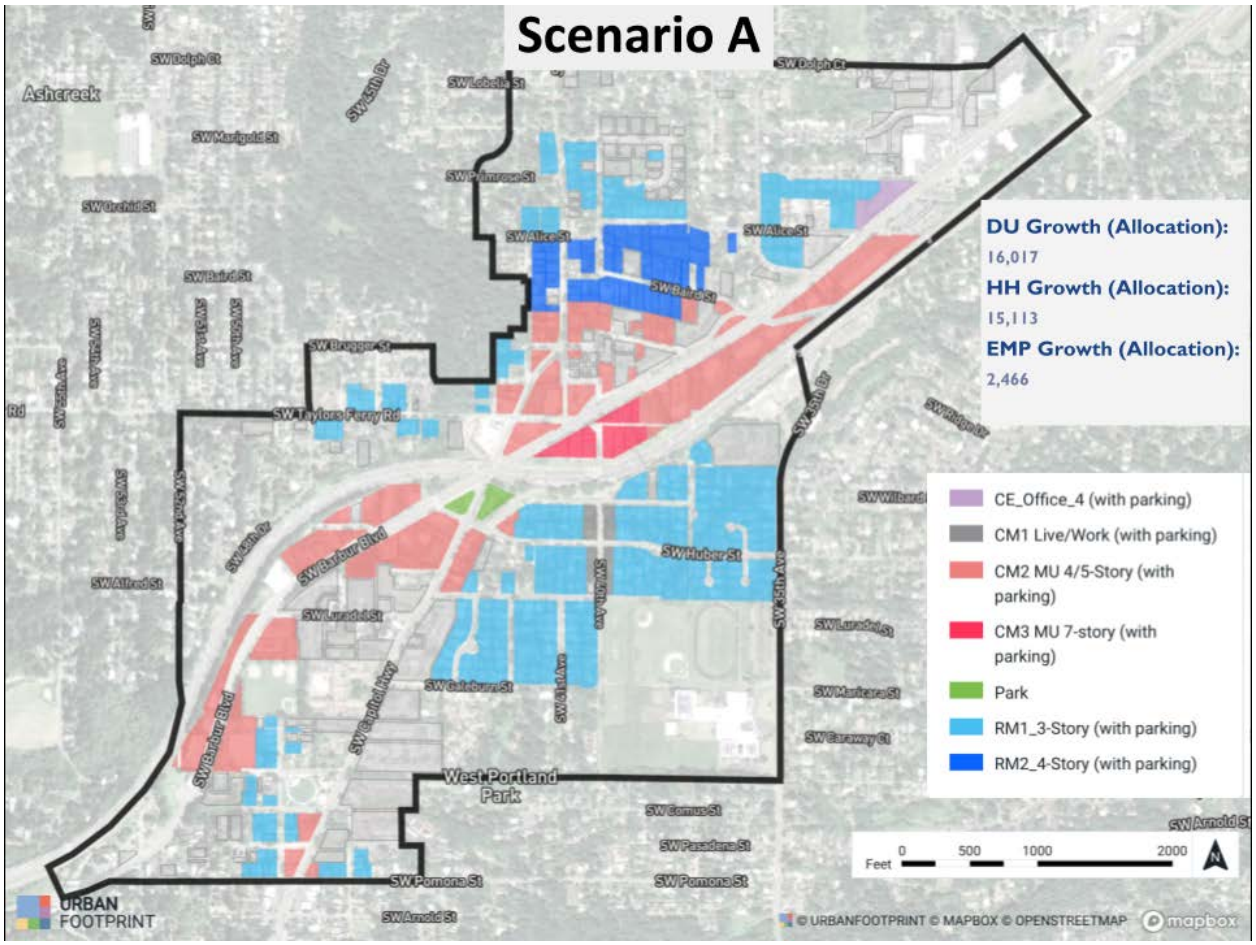
The original scenarios were reviewed by a Technical Advisory Committee (TAC) composed of multiple agencies to determine alignment with citywide comprehensive plan goals, assess compatibility with potential transit improvements, and explore the relationship to infrastructure capacity on the ground and with currently-planned improvements. During this working group review, it was determined that the original “no change” Scenario 1 would not deliver the full package of community-articulated goals for the town center. This and the fact that it was also supported by the smallest number of workshop participants removed it from further consideration. To avoid confusion, numbered scenarios were replaced with lettered scenarios.

After this multi-bureau refinement process, the resulting concepts A, B, and C sought to differentiate between:

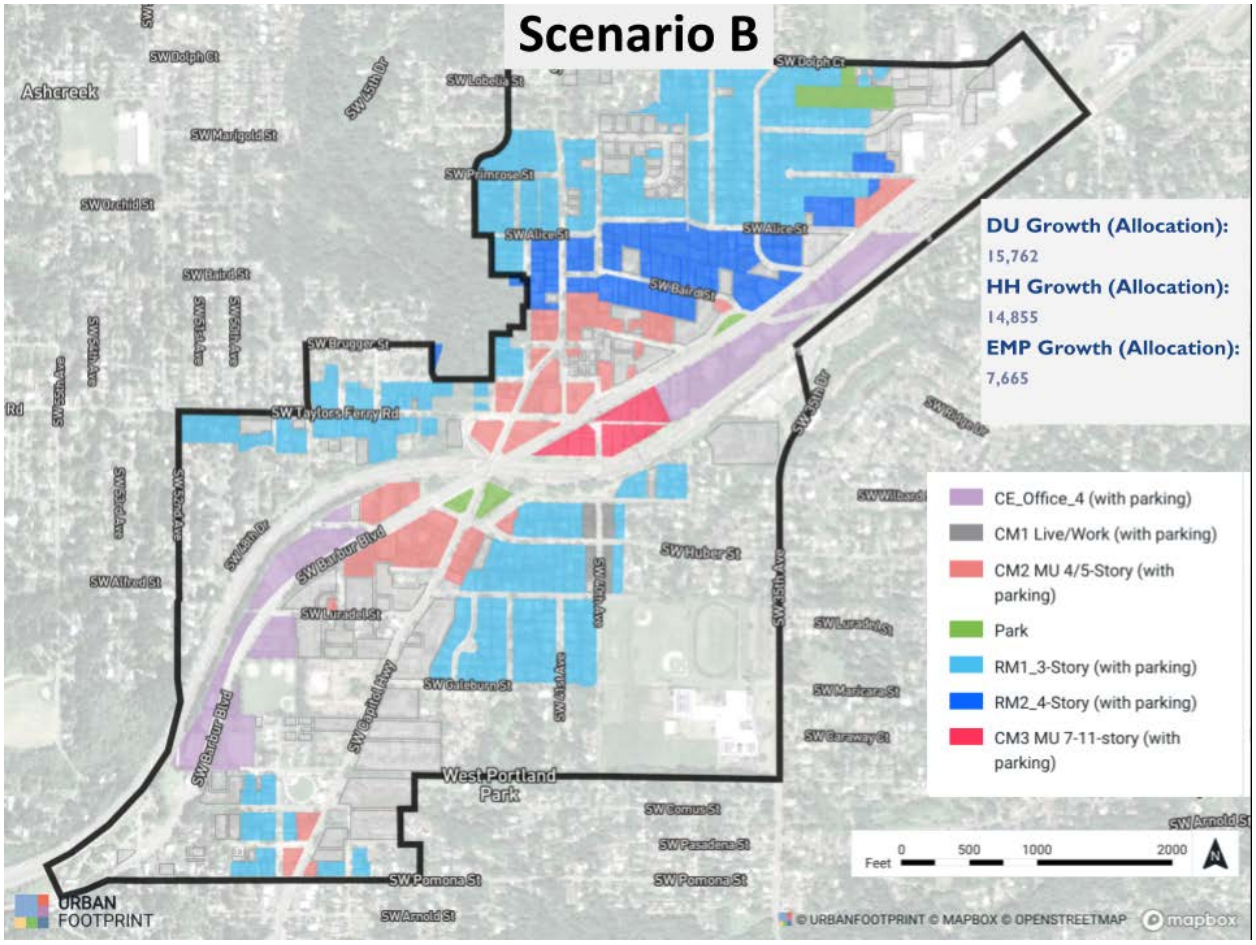
- Concept A: Shared Growth + Green Ring + Jobs Focus: more dispersed growth to the south, plus a new “green ring” concept to link greenspace with pedestrian infrastructure
- Concept B: Shared Growth + Green Streetscapes: more growth to the north plus more widely distributed green streetscapes

- Concept C: Corridors-focused growth: a concentration of higher-density growth solely along the corridors.

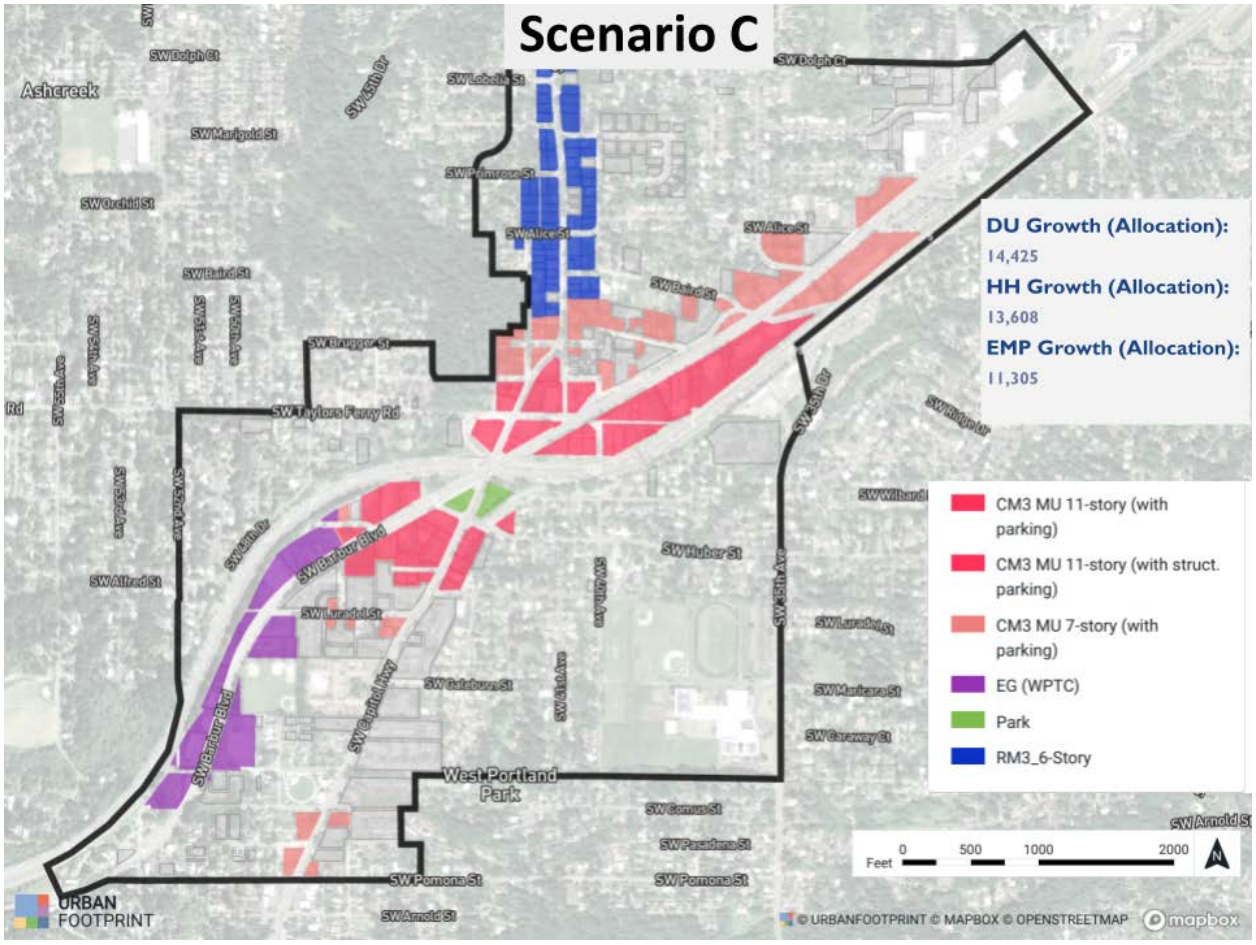
i. Concept A: Shared Growth + Green Ring + Jobs Focus



ii. Concept B: Shared Growth + Green Streetscapes



iii. Concept C: Corridors-focused growth



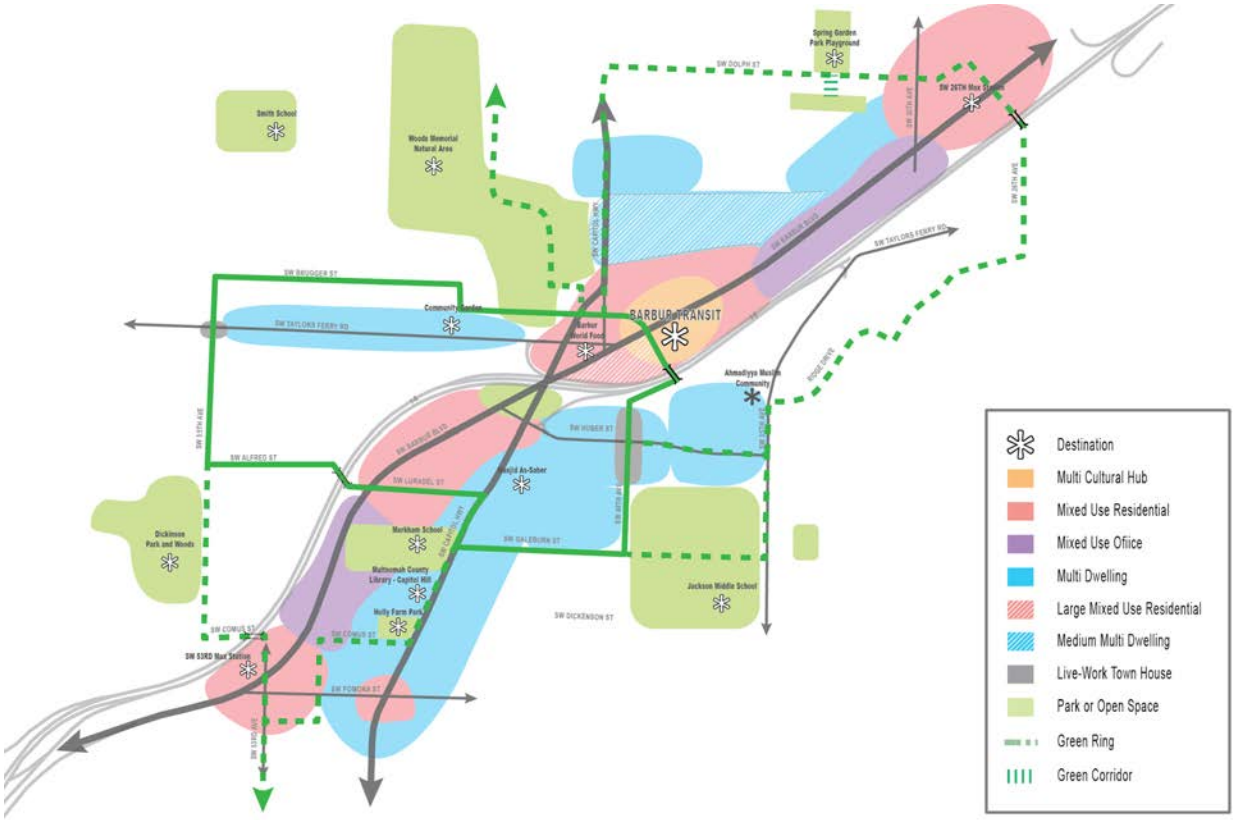
Public workshop 2

The Cascadia Partners consulting team presented these three concepts to the community during an open house held on November 2019 in-person, and online[9] . In this activity, residents responded to a questionnaire in which they voted for the concept they consider the best option for the future development of the WPTC area.

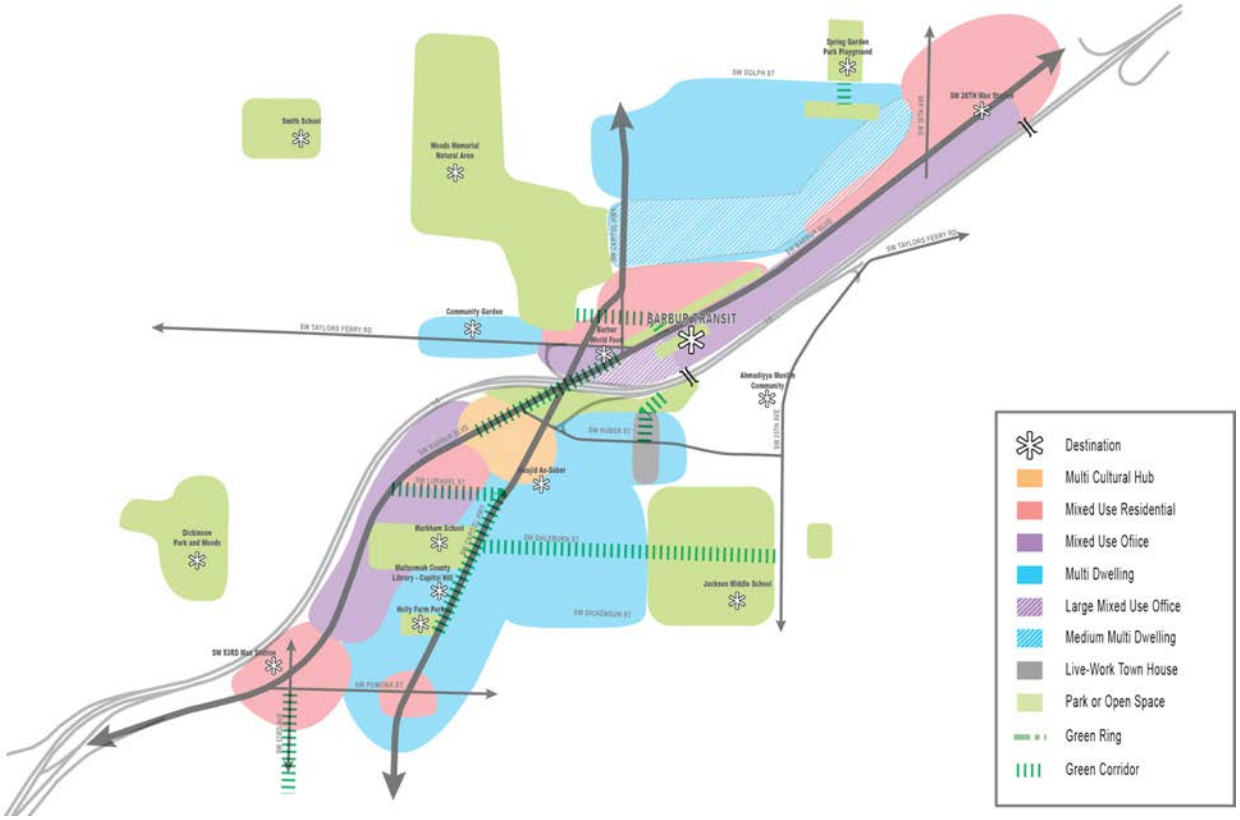
Below are the three concepts that were developed, as a refinement of the Urban Footprint scenarios that were previously created along with performance metrics associated with each scenario.

Concept A: Shared Growth + Green Ring + Jobs Focus

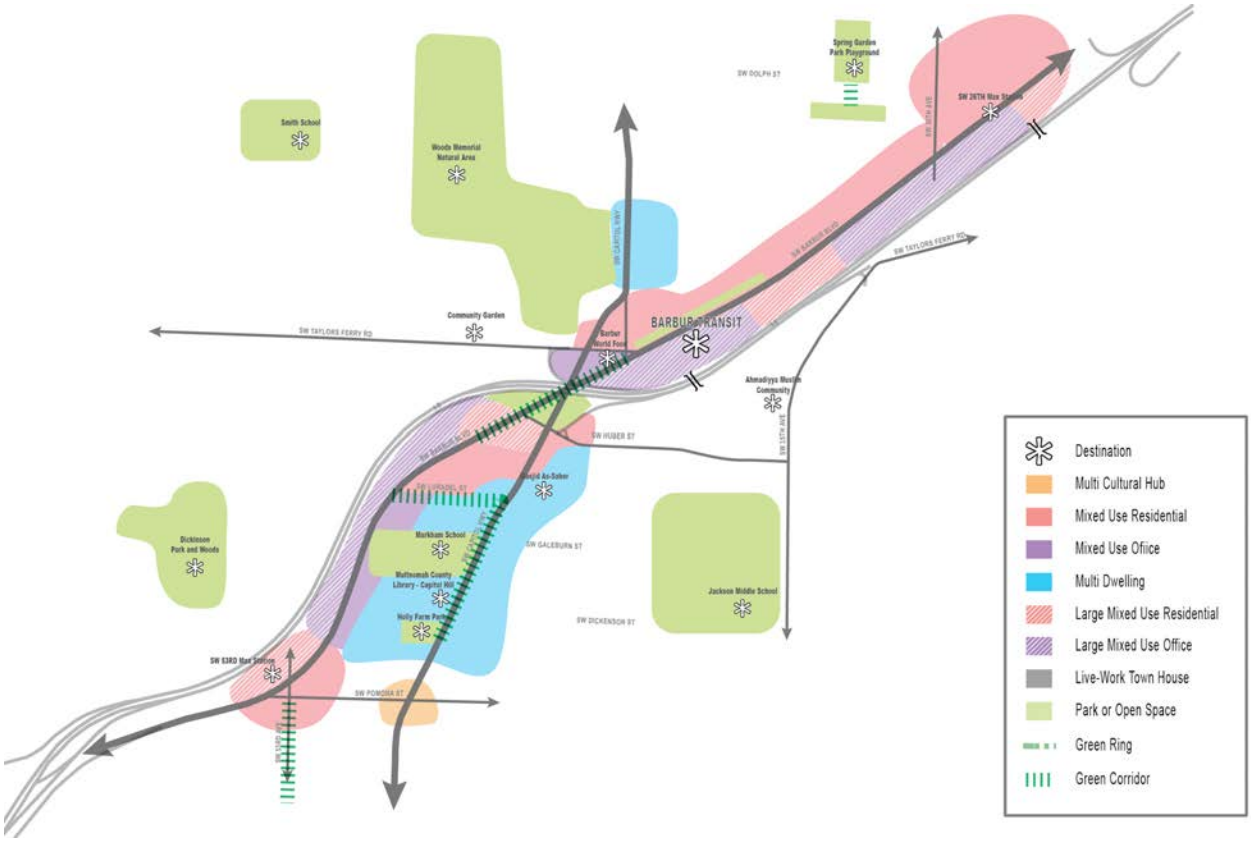
[9] https://drive.google.com/file/d/1RzOSB4JEVOFw2HU_2QFGeMwbzRmrmNd1/view


Spring Garden Park Playground
SW DOLPH ST
Smith School
Woods Memorial Natural Area
SW 26TH Max Station
SW BRUGGER ST
SW TAYLORS FERRY RD
Community Garden
BARBUR TRANSIT
Barbur World Foods
Ahmadiyya Muslim Community
SW HUBER ST
SW ALFRED ST
SW LURADEL ST
Madid Ao-Saber
Dickinson Park and Woods
Markham School
SW CALDEW ST
Multnomah County Library - Capitol Hill
Holly Farm Park
SW DICKINSON ST
Jackson Middle School
SW CONIFER ST
SW 53RD Max Station
SW PONDER ST
Destination
Multi Cultural Hub
Mixed Use Residential
Mixed Use Ofiice
Multi Dwelling
Large Mixed Use Residential
Medium Multi Dwelling
Live-Work Town House
Park or Open Space
Green Ring
Green Corridor

Concept B: Shared Growth + Green Streetscapes



Concept C: Corridors-focused growth



Concepts By the Numbers This information reflects technical analysis of the West Portland Town Center study area. ☆ Good ★★ Better ★★★ Best	GROWTH CONCEPT A Shared Growth + Green Ring + Jobs Focus	GROWTH CONCEPT B Shared Growth + Green Streetscapes	GROWTH CONCEPT C Corridors-focused Growth	Today
Estimated number of new households over the next 20 years Actual development depends on demand and new infrastructure.	4,600	4,600	3,400	1,837 Existing households
New affordable housing required New buildings with more than 19 units must make 10–20% of them affordable to low-income households. Additional affordable housing could come from nonprofit developers with public funding.	560–1,120	550–1,100	440–890	–
Existing low-cost apartments discouraged from redevelopment	833	833	833	0
New low-wage jobs* Retail and service jobs	1,335	1,056	1,699	–
New middle-wage jobs* Some office, healthcare and light manufacturing	1,727	731	3,435	–
New high-wage jobs* Office jobs requiring a professional degree, such as legal, finance, or real estate	1,624	650	3,324	–
* Job categories reflect existing regional development patterns. West Portland Town Center equitable economic development efforts could produce different results.				
Potential pedestrian facilities (in miles) Supports community health and long-term town center growth	Main streets 1.8 Local streets 5.6	Main streets 1.8 Local streets 1.7	Main streets 0.7 Local streets 0	–
Vehicle pollution per person Annual amount of pollutants emitted by person's vehicles	-32% less than today 0.013 per person	-33% less than today 0.013 per person	-21% less than today 0.016 per person	0.02 per person
Climate change impact per person Annual amount of CO_2 emitted from personal vehicles and buildings	-23% less than today 3.7 metric tons	-30% less than today 3.3 metric tons	-4% less than today 4.6 metric tons	4.7 metric tons
Automobile trips Percent of trips taken by automobile	-8% less than today	-10% less than today	-4% less than today	85%
Transit trips Percent of trips taken by transit	20% more than today	19% more than today	20% more than today	4%
Walk or bike trips Percent of trips taken by walking or biking	57% more than today	71% more than today	24% more than today	11%

The most favored concept was Concept A, as it addresses the majority of residents' preferences and concerns regarding housing, open spaces and connectivity, and jobs. More than 90% of participants agree that Concept A:

- creates opportunities for community and multicultural spaces
- increases new housing choices for all household types and incomes.

More than 80% of participants agree that Concept A:

- supports home stability and culturally specific places for vulnerable houses
- supports the creation of a transportation network to meet a variety of needs
- creates retail main streets and commercial areas, and provides opportunities for minority businesses
- provides access to natural areas and creates public spaces to support people and businesses

Throughout the public involvement process, the majority of participants in the community engagement process expressed the following needs:

- Balanced growth, with jobs growing in concert with housing to ensure a healthy jobs/housing balance within the Town Center
- Affordable housing, including the preservation of existing apartment complexes that provide much-needed market-rate affordable housing
- North-South pedestrian connections across Barbur Blvd and I-5, which are currently seen as dividers of the community.
- Pedestrian Infrastructure gap closures, to ensure that safe, separated pedestrian facilities are available to all neighborhood residents regardless of where they live or where they are walking to
- Pedestrian accessibility to parks and open spaces (which resulted in the development of the green ring concept)
- Focus on place-making strategies to create a sense of community and develop a vibrant, thriving town center.

Feedback received at this workshop was then integrated into the development of the preferred scenario, which sought to not only account for the strong preference expressed for Scenario A, but also to integrate specific comments and feedback received, not just at the final workshop, but throughout the community-driven planning process.

Preferred Scenario

The “Preferred Scenario” was adapted from the former “Scenario A” which received the most public support during workshop #2. It was then further refined through conversations with the Bureau of Planning and Sustainability where proposed changes to Town Center zoning and comprehensive plan designations were proposed. Three versions of the preferred scenario were created: a 20-year allocation based on proposed zone changes, a 20-year allocation based on comprehensive plan designations, and a full build-out of proposed zoning.

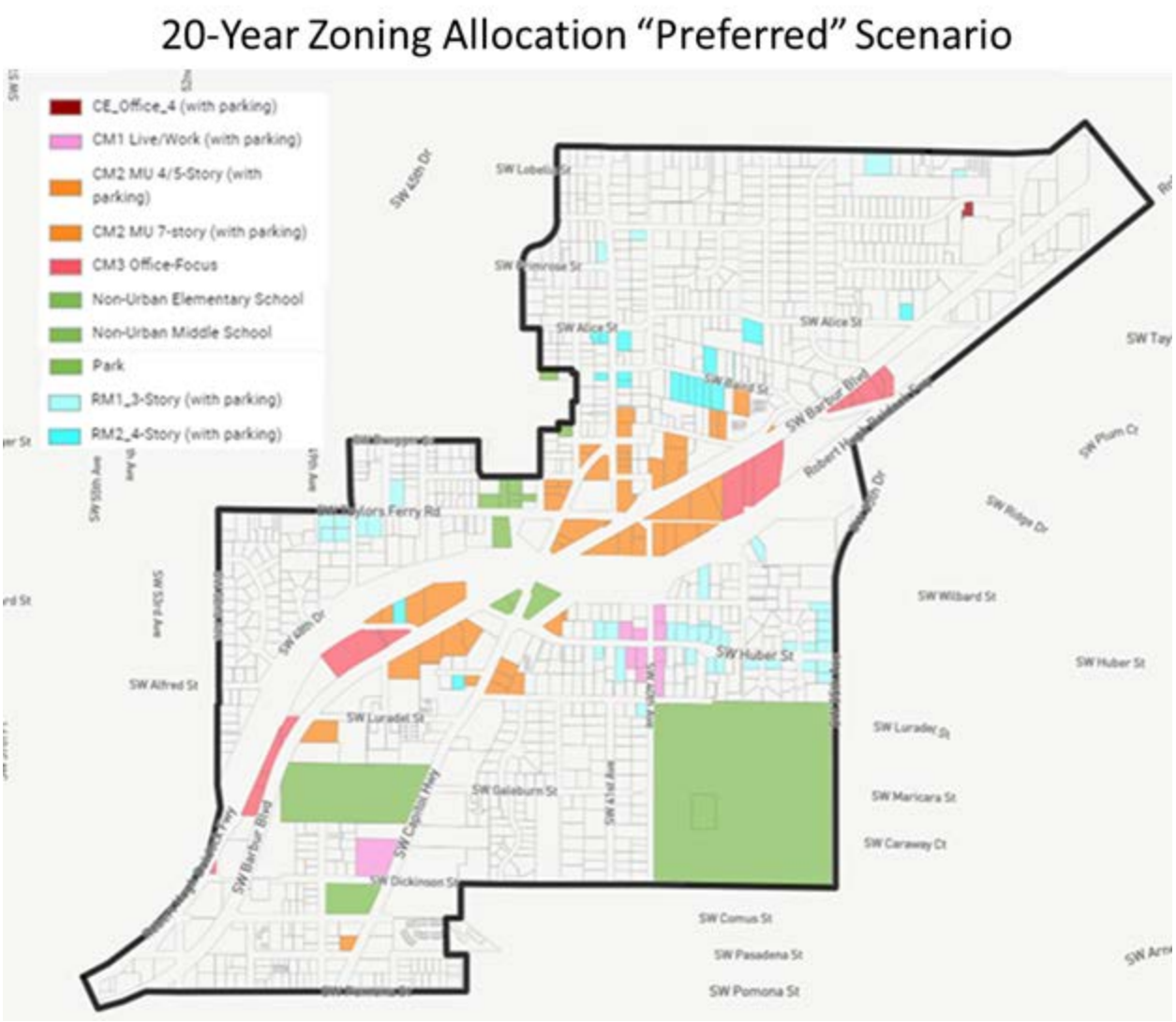
With respect to proposed zone changes, 134 acres within the study area proposed for rezoning from single dwelling designations (R2.5, R5, R7, or R10).

- 104 acres to RM1
- 22 acres to RM2
- 5 acres to CM2
- 3 acres to CM1

In the 20-year allocation, the UrbanFootprint analysis showed that, of those 134 acres, 17 acres are estimated to develop within 20 years (13% of re-zoned single dwelling area).

- 9 acres to RM1 (7% of re-zoned single dwelling area)
- 4 acres to RM2 (3% of re-zoned single dwelling area)
- 2 acres to CM1 (2% of re-zoned single dwelling area)
- <2 acres to CM2 (1% of re-zoned single dwelling area)

The map below depicts growth and change assumed possible within a 20 year horizon on parcels identified in “Scenario A” with building types that reflect proposed zoning updates.



UrbanFootprint Evaluation

The "preferred" scenario was analyzed using UrbanFootprint assuming investments and entitlements in proposed updates to the City of Portland Zoning and Comprehensive Plan maps. These analyses included consideration of the recently adopted Residential Infill Project. As is shown in the table below, proposed changes to zoning and comprehensive plan designations both provide sufficient capacity for housing (5,000 dwelling units) within the 20 year plan horizon.

Within the 20 year planning horizon, 4,300 to 4,900 new homes are estimated to be achievable. Of those, approximately 480 to 1,070 are projected to be new affordable homes constructed under Portland's Inclusionary Housing regulations. The total capacity is for 21,700 new homes

as a result of the proposed zoning, though this capacity is unlikely to ever be realized in our lifetimes. By the end of the 20 year planning horizon, the West Portland Town Center could include 11,000 to 12,100 total people and 6,200 to 6,300 total jobs.

These findings mean that, if the WPTC Plan is implemented, it could likely achieve a level of activity similar to the Killingsworth/Interstate Town Center (11,750 households), Lents Town Center (8,100 households), and Hollywood Town Center (7,400 households).Moreover, performance evaluation of accessibility and travel behavior show significant improvements in VMT reduction and access to key destinations in both zoning and comprehensive plan versions of the preferred scenario.

WPTC Plan Data Table: Existing, 20-year capacity estimates

		Base Year	Zoning Allocation (20-year estimate)		Comp Plan Allocation (20-year estimate)	
Metric	Indicator	Existing	Total	*Change from base*	Total	*Change from base*
People	Population	4,090	11,060	*6,980*	12,120	*8,040*
Housing	Total Homes	2,010	6,300	*4,290*	6,930	*4,920*
	Households (Occupied Homes)	1,840	5,890	*4,060*	6,480	*4,650*
	Inclusionary Housing: Regulated Affordable Homes	0		approx. 480 to 950		approx. 530 to 1,070
	Apartments encouraged for retention	approx. 600	approx. 600	*approx. 600*	approx. 600	*approx. 600*
Employment	Total Employment	2,690	6,200	*3,510*	6,340	*3,650*
	Low Wage Jobs	650	1,660	*1,010*	1,780	*1,130*
	Medium Wage Jobs	1,020	2,300	*1,280*	2,310	*1,300*
	High Wage Jobs	1,030	2,240	*1,210*	2,250	*1,220*
Walk	Required Pedestrian Improvements (miles)	n/a	3.7	*n/a*	3.7	*n/a*
Accessibility	Walk access to retail	92%	100%	*8%*	100%	*8%*
	Walk access to transit	96.5%	97.2%	*0.7%*	97.4%	*0.9%*
	Walk access to schools	72%	81%	*9%*	79%	*7%*
	Walk access to parks	77%	92%	*15%*	93%	*16%*
Transport	Vehicle Miles Traveled (annual, per capita)	2,720	1,100	*-1,620*	1,080	*-1,640*
	Walk or Bike Mode Split	11%	18%	*8%*	19%	*8%*
Environment	Passenger Vehicle Criteria Pollutant Emissions per capita	0.020	0.015	*-0.005*	0.012	*-0.008*
	GHG emissions (annual, metric tons CO2e per capita)	4.7	3.7	*-1.1*	3.3	*-1.4*

WPTC Plan Data Table: Existing, full build-out capacity estimate

		Base Year	Zoning Capacity (Full Build-Out, 100+ years)	
Metric	Indicator	Existing	Total	*Change from base*
People	Population	4,090	40,280	*36,200*
Housing	Total Homes	2,010	23,710	*21,700*
	Households (Occupied Homes)	1,840	22,290	*20,450*
	Inclusionary Housing: Regulated Affordable Homes	0		approx. 2,020 to 4,050
	Apartments encouraged for retention	approx. 600	approx. 600	*approx. 600*
Employment	Total Employment	2,690	11,960	*9,270*
	Low Wage Jobs	650	4,630	*3,980*
	Medium Wage Jobs	1,020	3,790	*2,770*
	High Wage Jobs	1,030	3,540	*2,520*
Walk	Required Pedestrian Improvements (miles)	n/a	3.9	*n/a*
Accessibility	Walk access to retail	92%	100%	*8%*
	Walk access to transit	96.5%	94.2%	*-2.3%*
	Walk access to schools	72%	61%	*-11%*
	Walk access to parks	77%	97%	*20%*
Transport	Vehicle Miles Traveled (annual, per capita)	2,720	1,030	*-1,690*
	Walk or Bike Mode Split	11%	27%	*17%*
Environment	Passenger Vehicle Criteria Pollutant Emissions per capita	0.020	0.009	*-0.011*
	GHG emissions (annual, metric tons CO2e per capita)	4.7	2.3	*-2.4*

Explanation of Metrics

People

Population in each scenario was estimated based on dwelling unit densities and vacancy rate assumptions for the UrbanFootprint building types that were "painted."

Housing

Overall housing capacity was estimated in UrbanFootprint based on the dwelling unit density characteristics of painted building types, which were designed to adhere to proposed zoning designations. Household estimates use dwelling unit capacity and assumed vacancy rates. Inclusionary housing estimates are presented as a range that reflects minimum inclusionary housing set-asides based on building type (units per building) and whether a zone prescribes inclusionary requirements. Apartments encouraged for retention are an estimate based on City of Portland analysis of naturally occurring affordable housing.

Employment

Employment estimates from UrbanFootprint are driven by average space per employee assumptions by 2-digit NAICS code. These employment density assumptions are multiplied against employment space by type painted in each scenario. Low, medium, and high wage jobs were estimated based on industry characteristics as shown below.

UF Sector	NAICS Occupation Group	Low wage	Middle wage	High wage
arts_entertainment	Arts, Design, Entertainment, Sports, and M	0%	100%	0%
construction	Construction & Extraction	0%	50%	50%
	Architecture & Engineering			
education	Education, Training, & Library	0%	33%	67%
	Life, Physical, and Social Science			
	Computer & Mathematical			
manufacturing	Production	0%	50%	50%
medical_services	Healthcare Practitioners & Technical	0%	50%	50%
	Healthcare Support			
office_services	Office & Administrative Support	0%	50%	50%
	Management			
other_services	Personal Care & Service	50%	25%	25%
	Building & Grounds Cleaning & Maintenance			
	Installation, Maintenance, & Repair			
	Community & Social Service			
public_admin	Legal	0%	50%	50%
	Protective Service			
restaurant	Food & Accommodation	100%	0%	0%
retail_services	Sales & Related	100%	0%	0%
transport_warehousi	Transportation & Material Moving	0%	75%	25%
wholesale	Business & Financial Operations	0%	75%	25%

Walk Accessibility
Required pedestrian improvements were estimated based on the location of new development and the state of existing pedestrian improvements. Walk access to retail, transit, schools, and parks was calculated by UrbanFootprint's walk and transit access module.

Transport
Transport metrics were calculated using UrbanFootprint's 7D transport module which uses land use characteristics, the existing roadway network, and transit access to estimate existing and future travel behavior including VMT and mode split.

Environment
Emissions from buildings, water delivery, and transportation and calculated using UrbanFootprint's emissions module. GHG emissions per capita are reported as a total of three sources: transportation, building energy use, and water delivery. In addition, emissions from transportation are reported in terms of criteria pollutants (NOx, PM10, PM2.5, SOx, ROG/VOC, and CO) expressed in the table above as metric tons per person per year.

Current issues and community needs[10,11]

Affordable housing provided by the private market

Housing and business displacement are one of the major concerns of the residents. There is a need for more low-income, affordable housing, including new construction of nonprofit provided fully subsidized affordable housing and the preservation of existing apartment complexes that provide much-needed market-rate affordable housing. However, the public funding available to subsidize affordable housing is limited and competitive city-wide. That is why the Portland City Council adopted an Inclusionary Housing Program to incentivize and require market rate housing developers of medium to larger apartment buildings to set aside 10-20% of their units to be affordable for lower-income households, both renters and homeowners. In the WPTC,an increase of almost 5,000 homes over the next 20 years would provide 500 - 1,000 regulated affordable homes through this program.

[10] https://drive.google.com/file/d/1RzOSB4JEVOFw2HU_2QFGeMwbzRmrmNd1/view

[11] https://www.google.com/url?q=https://drive.google.com/open?id%3D1SLTjDL0mRTq3Xa_Rs-lguy35xBIdsC7K%26authuser%3Dangie@cascadia-partners.com%26usp%3Ddrive_fs&sa=D&ust=1610664817624000&usg=AOvVaw0Pc-VOEOMExGQpnkC2SwxG

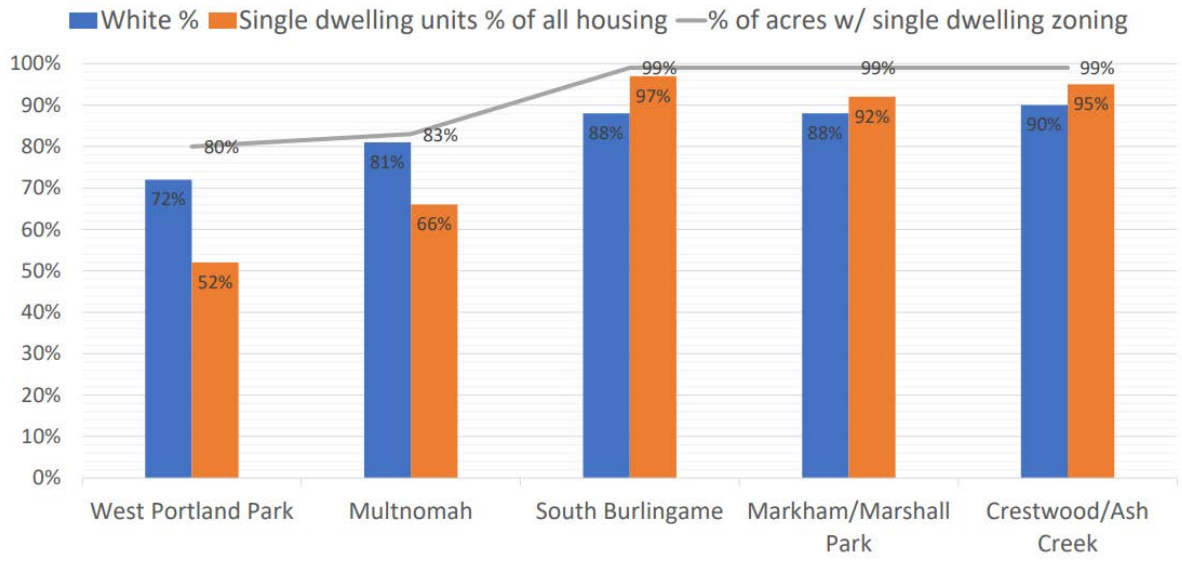
The increase in housing choices is dependent upon more land being zoned to allow medium to larger apartment buildings. This requires changing single dwelling zoned areas to multi-dwelling. A racial equity analysis lead by BPS reveals a few key findings with regards to who benefits and who is burdened by either 1) not changing the zoning or 2) encouraging multi-dwelling housing over single-dwelling housing[12]:

1. Preserving single-dwelling zoning benefits all current homeowners through land value escalation from a scarcity of housing. This disproportionally benefits white households because of the racially disparate rates of home ownership.
2. Redeveloping single-dwelling homes with multi-family buildings benefits homeowners through voluntary land sales but also benefits all future households by providing new rental and homeownership opportunities (condos) and some affordability through Inclusionary Housing
3. Redeveloping single-dwelling homes will displace some renters over time who currently rent a single-dwelling home.

[12] https://www.portland.gov/sites/default/files/2020-09/wpt_cag_8.19.20_ppt-pdf.2.pdf

Correlation Between White Population and Single Dwelling Homes and Zoning

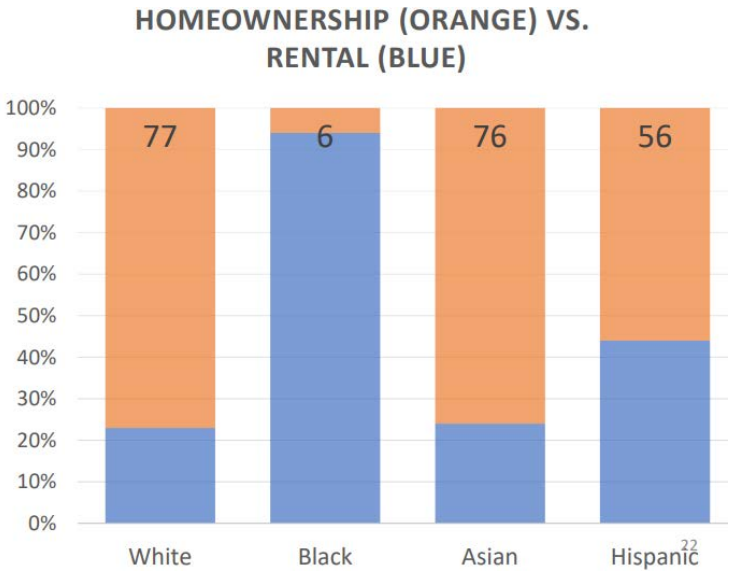
The census tracts within West Portland Town Center with larger White population also have more single dwelling units and zoning for single-dwelling homes



Source: WPTC Census Tracts, BPS GIS 2020, American Community Survey, 2013-2018

High Homeownership Percentage for White and Asian Populations

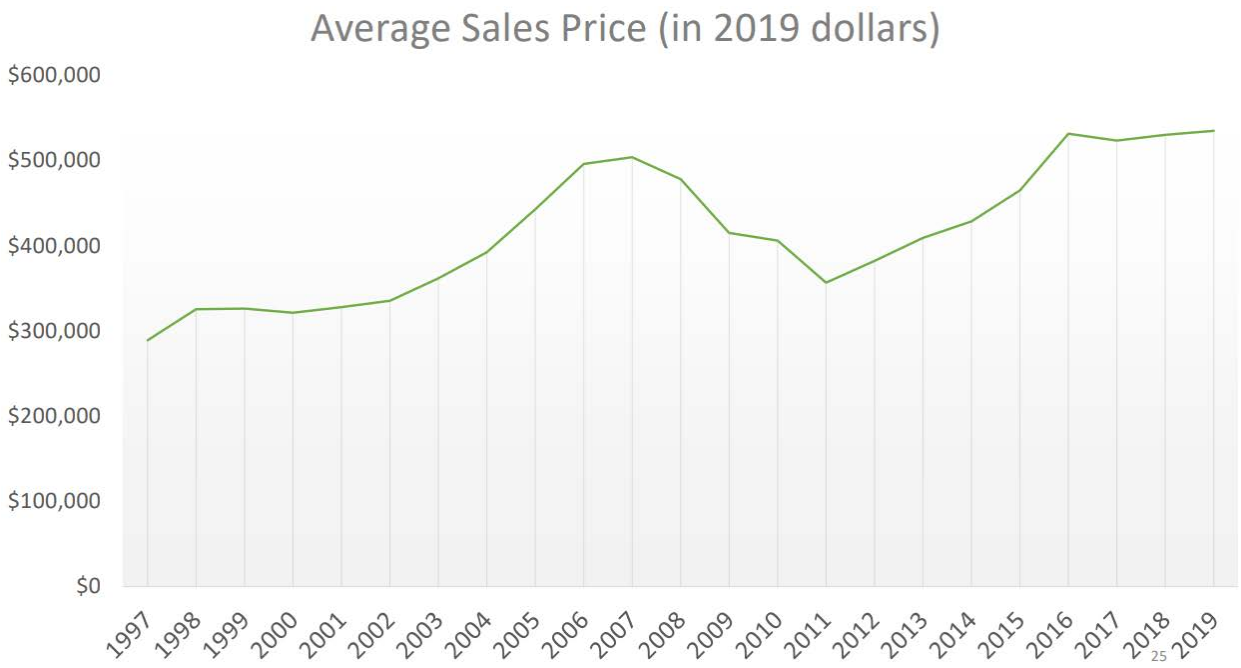
Roughly 75% of White and Asian households are homeowners, contrasted with 56% for Hispanic households and 6% for Black households.



Source: WPTC Census Tracts, American Community Survey, 2013-2018

Increasing Price of Homes

As of 2019, average sale prices of homes are the highest they have ever been. The majority of these homes are occupied by White homeowners.



Source: MLS Data (1997 - 2019)

Current Rents are Lower than New IH Units

The equity analysis also looked at who benefits and who is burdened by the Plan's proposal to preserve existing apartment buildings that are home to lower-income households.

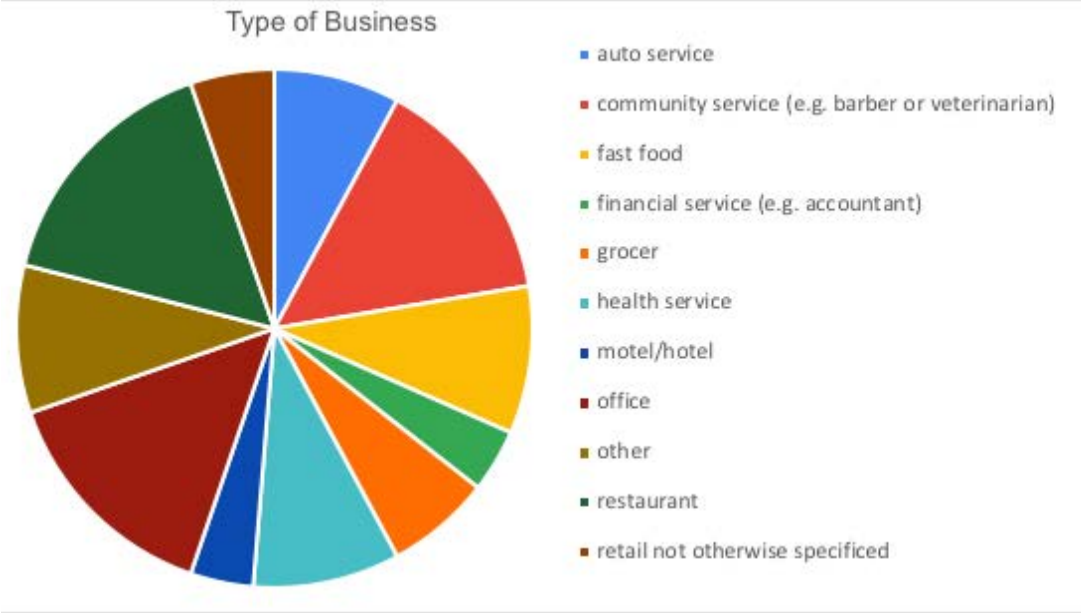
- Preserving apartments can benefit all low-income renters but can disproportionally benefit BIPOC households because they disproportionally make up the residents of these buildings. This is confirmed by on the ground tenant organizing conducted by Unite Oregon and the Community Alliance of Tenants.
- Redeveloping these apartments disproportionally harms BIPOC households and results in displacement and less affordability overall. Looking at three existing low-cost market rate buildings, current rents are lower than projected market rents for new affordable units regulated by inclusionary housing.

	Capitola Commons (70 units	Capitol Garden Apartments (60 units)	Quail Ridge Apartments (61 units)	IH Rents @ 80% MFI
Studio			$790	$1,290
1 Bedroom	$1,342		$1,001	$1,382
2 Bedroom	$1,526	$1,399	$1,149	$1,658
3 Bedroom	$1,783	$1,600		$1,916

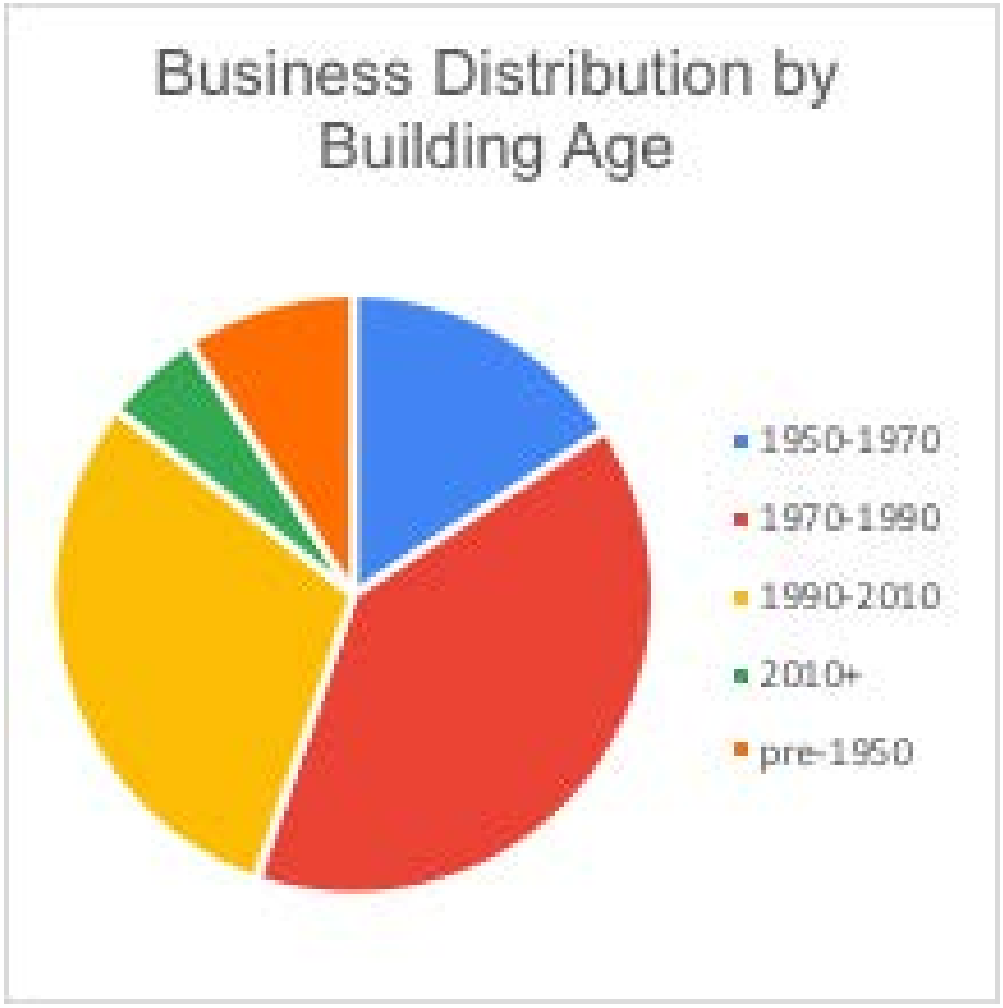
Residents consider that housing growth alone is not enough. They need jobs growing in concert with housing to ensure a healthy jobs and housing balance within the WPTC area. This is in sync with the guidance from Metro to plan for a combined population + jobs density per acre within a Town Center of 40.

Businesses and employment

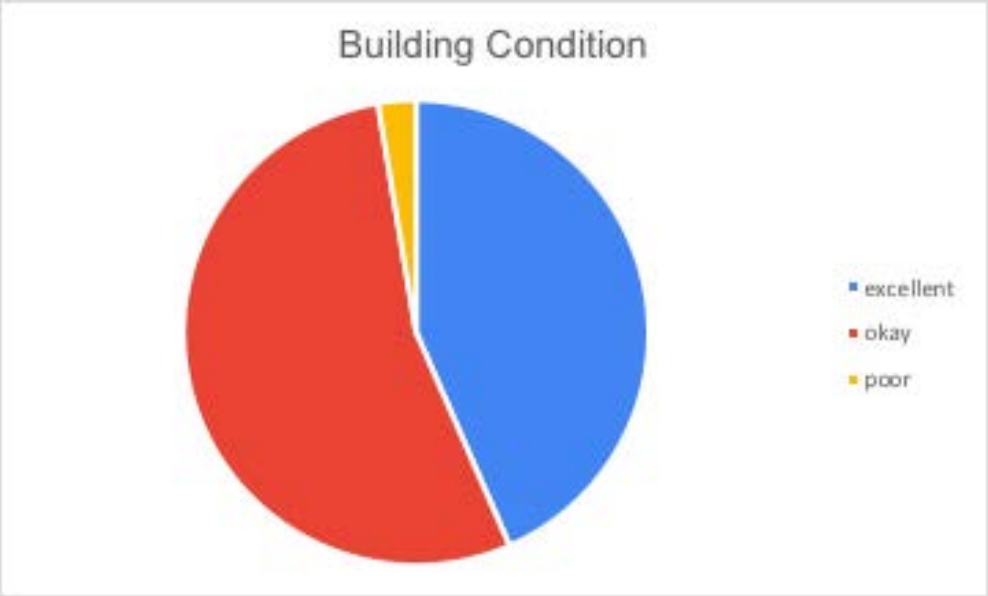
Businesses in the WPTC area are largely automobile-oriented in form, housed in older building stock. While the predominant categories of businesses include a variety of types, the automobile orientation of the built form of the area means that the full variety of businesses are not easily accessible to pedestrians in the area.



For buildings containing businesses, more than half were built after World War Two but before 1990, roughly a third since 1990, and only 9% before 1950. Since most post-war buildings built in an automobile format were constructed with less than a 50-year design lifespan (many for only a 30-year design lifespan), most of the existing buildings that contain businesses in the WPTC area have likely exceeded their functional life and are thus ready for significant refurbishment or redevelopment.

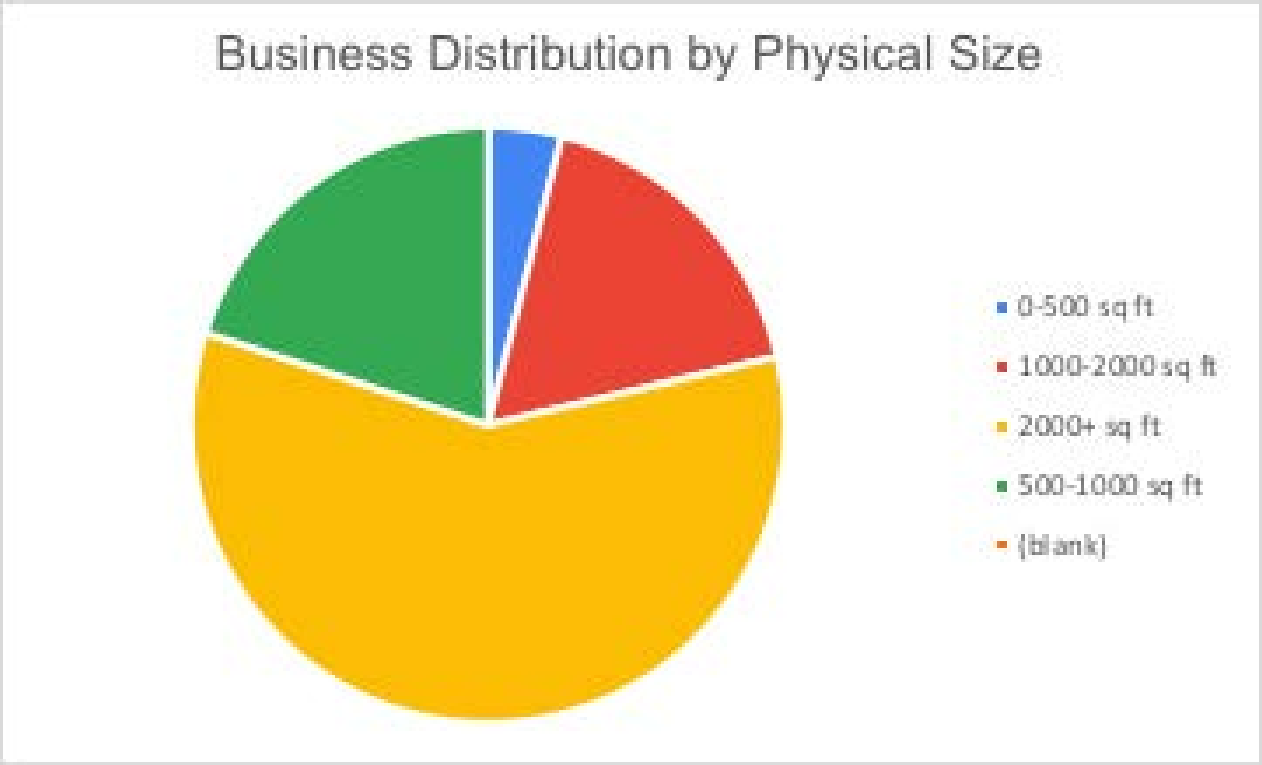


A visual assessment of the condition of existing buildings backs up this finding: less than half of the existing buildings are in excellent condition. Most buildings in the WPTC area show signs of deferred maintenance, such as peeling paint or trim pieces pulling away from the building. This is another indicator that a large portion of the existing building stock has exceeded its economic life.

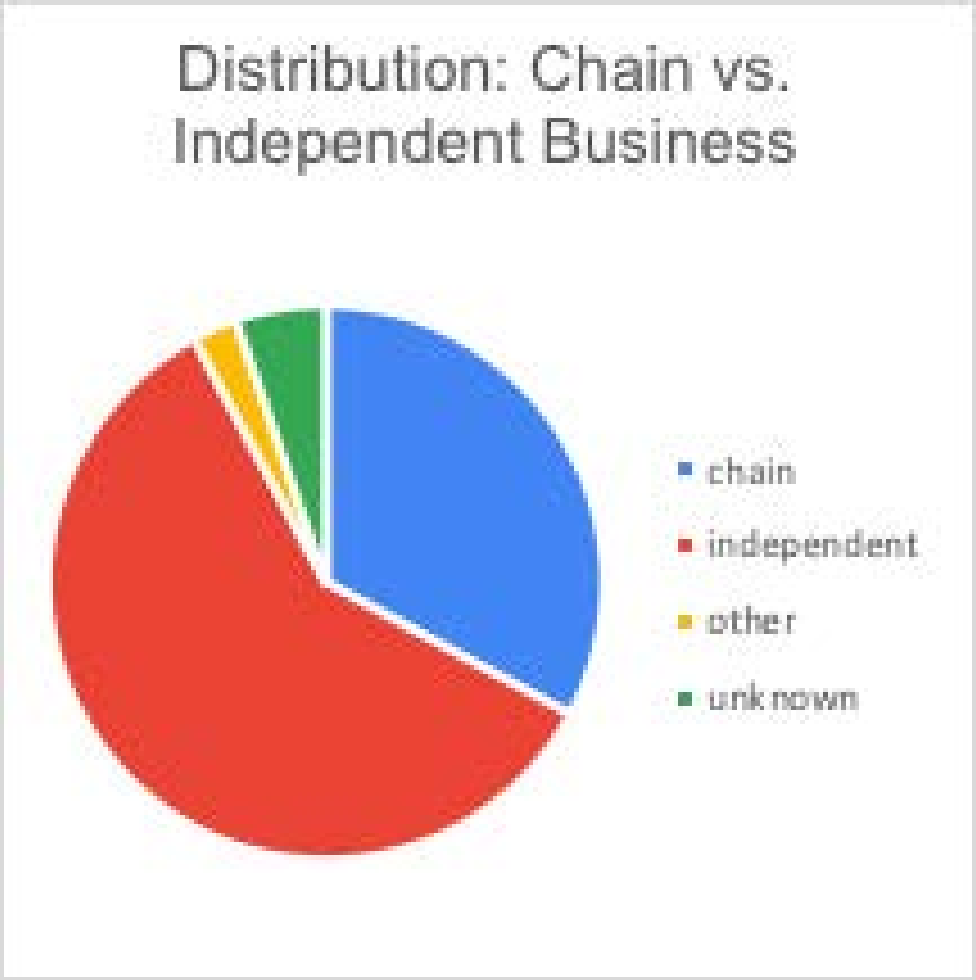


Most of the businesses in the WPTC area are housed in spaces that are larger than 2,000 square feet, though there are some spaces that are smaller. Smaller spaces within existing buildings can provide affordable spaces for small businesses and start-ups, thus playing an essential role in the local economic ecosystem. Unfortunately, with so much of the building stock in an automobile-oriented format, there is a mismatch between the existing built form, and the built form that is most desirable in Portland, of walkable, sidewalk-oriented urbanism.

One promising solution would be to use tactical urbanism strategies, such as food cart pods, building refurbishment plus light-touch exterior changes to create patio space out of existing parking lots, and related tactics to retrofit the existing built environment to make it more attractive to pedestrians. This strategy is appealing, as it can happen in the near-term, before redevelopment occurs to create higher-intensity land uses involving multiple-story buildings fronted to the sidewalk.



In terms of ownership, only roughly ⅓ of the businesses surveyed in the WPTC area are national or regional chains; the rest are independent businesses, likely locally-owned. This means there's a relatively high level of local control, meaning that strategies such as tactical urbanism and even longer-term redevelopment into higher-intensity uses should be relatively feasible.



Transportation

The WPTC area is currently defined by its transportation system: Barbur Blvd crosses I-5 where it intersects with Capitol Hwy and Taylor's Ferry Rd at the Crossroads, next to the Barbur Transit Center and Park & Ride. All of this represent automobile infrastructure, with the exception of the portion of the Barbur Transit Center that provides room for passengers and the buses they wait for.

North-South pedestrian connections across Barbur Blvd and I-5 are few; indeed, there are only two, a pedestrian bridge and the Crossroads itself. These major streets and highways thus are currently seen as dividers of the community, preventing people from walking from one side of I-5 to the other, or from comfortably and safely walking from their homes to nearby destinations. Gaps currently exist in the pedestrian and bicycle networks, and the vision to remedy these disparities is by relying on already taxed primary corridors. Several streets

(including SW Barbur Boulevard, SW Capitol Highway, SW Taylors Road, SW Huber Road, and SW 35th Avenue) are designated as major collectors for traffic, transit priorities, primary emergency response routes, and major truck routes. There is an emphasis in these designations as auto-centric routes, which in addition to the already lacking pedestrian and bicycle infrastructure, makes these routes less than ideally suited to improve the existing network.

Not only are there large gaps in the pedestrian network within the core of the WPTC area, but surrounding neighborhoods on either side of the Town Center also lack safe pedestrian connections to the future center.

The existing overpass pedestrian connection across I-5 is important, as it represents the safest crossing of the freeway in the area. Its south end is hidden and not well-connected to anything like a complete pedestrian network, and its north end can only be reached by traversing a large park & ride lot, after crossing all the lanes of high-speed traffic on Barbur Blvd. Likely for these reasons, many area residents aren't even aware that this pedestrian overcrossing exists and is an option for crossing the freeway safely by foot.

Other opportunities exist to create an off-street path network, taking advantage of open spaces and making interesting connections via stairs that could incorporate stormwater treatment features and using tactical urbanism strategies to create pedestrian space within existing street ROW, as detailed in the Southwest In Motion plan from PBOT.

Pedestrian Infrastructure gap closures need to be prioritized to ensure that safe, separated pedestrian facilities are available to all neighborhood residents, regardless of where they live or where they are walking to. Creating safe pedestrian connections throughout the WPTC area is a critical need. The area will be prevented from achieving its potential as a walkable town center until this need is met. Infrastructure funding ideas include: TSP capital priorities, development review requiring incremental improvements with each new development, and the combination of TIF and LID tools to finance a complete streets network (see Recommendation: Pave the Way below).

Open spaces

While there are numerous parks and open spaces near the WPTC area, pedestrian accessibility to parks and open spaces is limited due to the overall lack of a safe, connected pedestrian network in the area. Further, the Portland Parks Bureau has identified a gap in accessibility to full-service parks that is centered on Jackson Middle School.

This lack of pedestrian accessibility has led to the development of the green ring concept that was brought forward in Scenario A to the Spring 2020 workshop and related outreach efforts, and supported wholeheartedly by the community. It has also led to proposals to re-purpose a portion of the Jackson M.S. site for use as a community garden, either through re-programming of events using the existing space, or through other means.

In addition to this identified locational gap, there may be a mis-match between the type of parks facility available, and those desired by the community. For instance, there are no urban plazas currently in the study area, though an urban plaza is an amenity type that may support community aspirations for multicultural gathering space in the Town Center area.

Implementation Recommendations for Infrastructure

The pace of new housing and employment-related development in West Portland for the foreseeable future is primarily dependent on the pace of new and improved pedestrian-oriented infrastructure; sidewalks and open space. While new zoning is critical to allow for greater density, it alone, will not send a strong enough market signal. At some future tipping point the market will be strong enough to consistently contribute to infrastructure improvements alongside the public investments. Until then, publicly provided infrastructure is the growth management plan for this area.

Pave the Way
Building a complete sidewalk network is essential for future development. The combination of a targeted urban renewal Tax Increment Financing (TIF) funds plus a Local Improvement District (LID) create the strongest tool available for implementing capital projects for the WPTC area. The Lents Town Center provides a template for the use of TIF & LID in combination to allow for sufficient revenue to be generated to build out infrastructure holistically to avoid the “sidewalk to nowhere” problem.

Value Capture Tools - Opportunities and Limitations

Tax Increment Financing (TIF) is the most powerful value capture tool that exists in Oregon, however, the state constitution and local policy prioritize this tool to fund certain public benefits that are desired in this plan. Oregon has limited sources of tax revenue (i.e.- no sales tax) and those sources are further limited in terms of their growth over time (Measure 50). In addition, City policy prioritizesTIF funds for affordable housing and equitable economic development capital projects such as affordable commercial spaces. Some TIF funds are still available to fund some strategically located public infrastructure improvements identified in this plan. Given the

local policy targeting TIF funds to affordable housing and commercial spaces, targeted pedestrian enhancements and other infrastructure upgrades should be tied to the development of income restricted housing or commercial space within the district.

LID: The Other Value Capture Option

Local Improvement Districts (LIDs) are the other primary tool for funding districtwide infrastructure projects. Unlike TIF, LIDs enable the layering on of additional property taxes to benefiting properties in order to fund new infrastructure. The tool has specific criteria around property owner opt-in thresholds that can make it cumbersome and uncertain to initiate, however, once in place, the stable source of additional tax revenue can be leveraged to fund key public infrastructure, such as new roads, pedestrian enhancements, etc. This tool has several advantages to the typical, lot-by-lot frontage improvement fee approach to constructing new frontage improvements. First, the project can be built upfront and all at once which maximizes the catalytic real estate impact on adjacent properties. In addition, the stable, new property tax revenue allows LIDs to secure low cost financing so improvements can be paid off over time which is generally easier for property owners to absorb compared to upfront fees.

Reprogramming SDC Funds from Proposed Southwest Corridor Light Rail Project

Because the SW Corridor light rail project has been put on hold, certain capital funds that were intended for that project could, in theory and for the time being, be redirected towards identified capital needs in the area. Specifically, the City should investigate the potential to redirect or reprogram System Development Charge (SDC) funds that were earmarked for projects associated with the light rail project towards pedestrian enhancements and other infrastructure upgrades in the area. One thing to note is that in order to use SDC funds for projects, the projects would need to be included as eligible projects in the City's Capital Improvement Plan (CIP), if they are not already.