



West Portland Town Center Plan

Volume 1: Plan and Actions Discussion Draft

October 2020



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

City of Portland, Oregon



ACKNOWLEDGMENTS

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HOW TO GIVE FEEDBACK:

The Bureau of Planning and Sustainability thanks you for taking the time out of your day to review this Discussion Draft. The Discussion Draft is intended to inform the public on the West Portland Town Center's future growth plan. Your comments will inform the development of a Proposed Draft that is scheduled to be released in Winter 2021. The proposed Draft will be reviewed by the Planning and Sustainability Commission (PSC) at one or more public hearings. Following any amendments to the proposal, the PSC will vote to forward a Recommended Draft to the Portland City Council. Additional public hearings will be held before the City Council prior to the adoption of the plan.

Public feedback accepted through December 3, 2020

Send your comments to Hanna Osman

Email: Hanna.osman@portlandoregon.gov

Visit the project webpage: [West Portland Town Center Plan](#)

Upcoming online information sessions on the Plan will be announced on this page.

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All supporting materials and maps developed for this project are available at:

<https://beta.portland.gov/bps/wpdx-town-center>



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BPS – Bureau of Planning and Sustainability
Civic Life – Office of Community and Civic Life
PPS – Portland Public Schools
PPR – Portland Parks and Recreation
PBOT – Portland Bureau of Transportation
PHB – Portland Housing Bureau
BES – Bureau of Environmental Services
MC Library – Multnomah County Library
MC Health – Multnomah County Health Department
SWEC – Southwest Equity Coalition

LANGUAGE ACCESS

The Bureau of Planning and Sustainability is committed to providing meaningful access. For accommodations, modifications, translation, interpretation or other services, please call 503-823-7700 or use City TTY 503-823-6868, or Oregon Relay Service 711.

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Traducere sau Interpretare | Письменный или устный перевод | Письмовий або усний переклад

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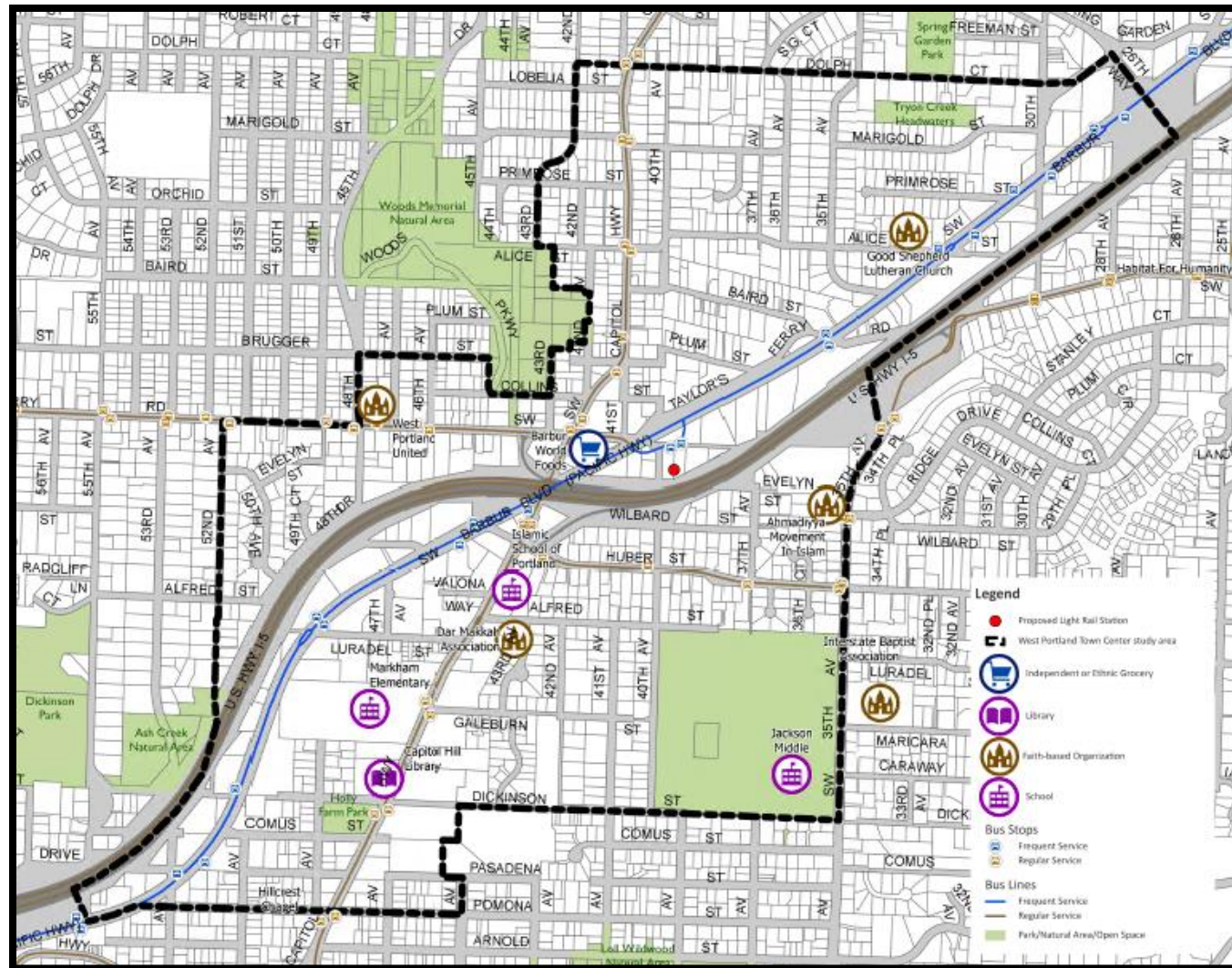
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West Portland Town Center: Study Area and Community Amenities

The West Portland Town Center Plan study area is centered on the intersections of SW Capitol Highway and Taylors Ferry Road with Barbur Boulevard, sometimes call the “crossroads”. It stretches north to SW Dolph and south to SW Pomona and west to east from roughly SW 52nd to 30th Avenue.

Map of West Portland Town Center Plan study area boundary with local destinations and bus lines.



THE TOWN CENTER'S GREATEST ASSET IS THE COMMUNITY!



Voices from the community!

Through our community engagement, residents have said:

"I want it (West Portland Town Center) to be a real place that naturally draws many people rather than cars to the area — a Southwest Portland living room like Pioneer Courthouse Square."

"West Portland is a beautiful place that I spend of my time because of my community. I would like to see more affordable housing, a food market, and a community center."

"I'm proud of growing cultural diversity in our neighborhoods so my son can grow up with greater understanding and appreciation for other cultures and languages. I'm worried about new Portlanders/non-English language speakers not getting their voices heard — they're so often not at the table but are affected most by displacement."

1: INTRODUCTION

Fulfilling the promise of healthy connected communities to be inclusive of all people

The *West Portland Town Center Plan* is a City-community shared vision for an equitable future with better outcomes for all. It reflects the hopes and concerns articulated by community members in past plans and an inclusive community engagement process undertaken over the past two years. It shapes future private development and guides work and investments of the City and its community and government partners. The Plan reflects the work of the West Portland Town Center Community Advisory Groups as well as the feedback received from more than 400 residents, workers, and businesses.

The Plan leads with a health and racial equity lens to ensure the economic and health benefits from future improvements to the area are available to everyone. It centers the voices of communities most affected by the combined impacts of environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities. When the needs of these communities are met the health and wellbeing of all community members improves.

What's in this plan?

This plan consists of the following sections:

- **Section 1** provides background and introduces the vision, goals, and big ideas.
- **Section 2** presents policies and actions to achieve the vision for strong communities and people.
- **Section 3** presents policies and actions to achieve the vision for great places with equitable access.
- **Section 4** describes elements of implementation.
- **Section 5 (in Vol. 2)** presents the Zoning Code amendments and commentary for a new West Portland Town Center Multicultural Plan District and other changes
- **Section 6 (in Vol. 2)** presents the Design overlay West Portland Town Center Character Statement
- **Section 7 (in Vol. 2)** provides a compiled list of 2035 Comprehensive Plan policy
- **Section 8 (in Vol. 2)** provides proposed Comprehensive Plan and Zoning Maps

Purpose of plan

For decades, the Crossroads area and the surrounding neighborhoods have remained largely unchanged. With more people and businesses expected in southwest Portland in the coming years, this plan creates a framework for improvements and public benefits to accompany that growth and change while centering the needs and priorities of communities historically excluded from economic opportunities and communities of color in the area.

The area was a designated a regional town center by Metro in the 1990s and the City affirmed this designation in the recent 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. This Plan, guided by a set of Community Goals, prioritizes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center.

What is a “town center”?

Town Centers are large centers that serve a broad area of the city and have an important role in accommodating population and employment growth. They provide a full range of commercial and community services, high-density housing, mid-rise commercial and mixed-use buildings. They 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.

The Portland Plan and 2035 Comprehensive Plan direct the City to reduce long-standing racial disparities and engage communities of color in decision-making during planning processes. History shows that land use plans and large public infrastructure investments often increase land values and raise the cost of living. These changes often displace low-income households and communities of color. This Plan uses a racial and health equity lens to consider how we make public and private investments to prevent displacement while making improvements for a healthier environment. The Plan’s increased zoning entitlements for private development are conditional on providing public benefits aligned with the community’s equity goals.

Defining “low-income”?

Government programs define low-income as the amount of total annual income a household receives as compared to the median income of a region in order to income qualify recipients of a service such as regulated affordable housing. This plan also refers to people or households with lower incomes as those “historically excluded from economic opportunities” to accurately account for institutional and systemic barriers for people living in poverty and people of color to fully participate in our region’s economy.

Within the town center study area there are over 650 low-income renters paying more than 50 percent of their income on housing costs, leaving them vulnerable to displacement pressures. Many of these renters are Arab and East African immigrants living around Markham Elementary and the Masjid As-Saber and Rizwan mosques, Portland’s largest and oldest mosques respectively. ***This***

long-established Muslim community is the cornerstone of the area’s identity as the multi-cultural center of SW Portland. This Plan builds on this multi-cultural identity as an asset to protect against displacement pressures, strengthen

relationships across all current residents, and grow as new residents move here with a variety of cultural backgrounds.

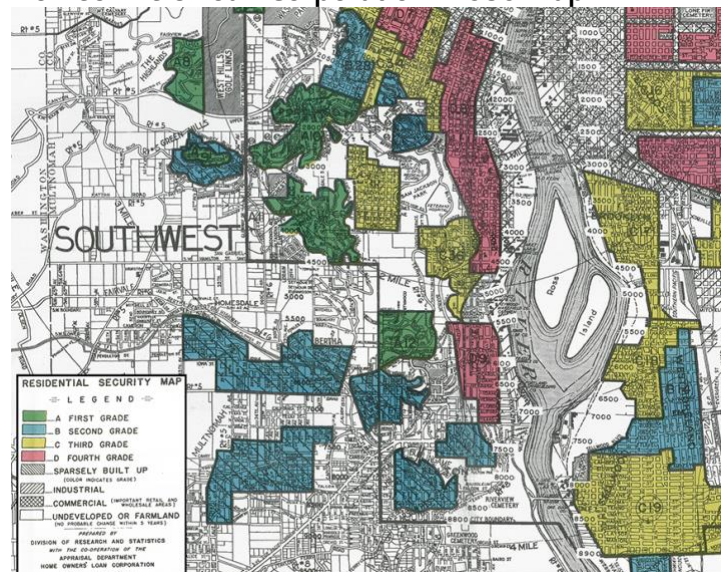
The Plan’s land use changes help accommodate additional housing, commercial and community services and employment at a level similar to other regional town centers. Other Portland town centers with light rail and similar acreage, like Hollywood and North Interstate, have 45% and 130% more current households respectively and zoning that can accommodate 3-5 times as many future households.

Currently 60% of land zoned for residential use in the West Portland Town Center study area is zoned single dwelling. The existing mixed-use and multi-dwelling zoning along Barbur Boulevard covers a narrow corridor with an immediate transition to low-density zoning. This Plan addresses the imbalance of single-family and multi-family zoning to allow for enough new residents to support a full-service business district and the range of housing types and costs that give meaningful choices for a variety of economically diverse households.

SW CORRIDOR HISTORICAL CONTEXT

Past freight and auto infrastructure projects, land use regulations, and real estate practices shaped the limited growth in southwest Portland for generations and thus are helpful context for this Plan. Investments like freight rail, the I-5 freeway, and the widening of Barbur Boulevard split the neighborhoods, depressed their home values and exposed residents to pollution. At the same time redlining along sections of Barbur and racially restrictive covenants in the surrounding neighborhoods (ex. Crestwood, Marshall Park, and Multnomah) contributed to fewer people of color living in southwest and those who did move in were likely to live along the corridor.

Homeowners Loan Corporation - 1938 Map



This Plan lays out infrastructure investments and policies to improve the town center's long-standing transportation and stormwater management deficiencies. It does this by prioritizing investments to improve the safety and experience of people walking and biking while promoting the use of transit. It recommends development requirements to support environmental health and stormwater management. In addition, new requirements for tree planting on properties near the freeway aim to lessen impacts of air pollution and noise for the area.

Lastly, the City Council and TriMet leadership have identified the Barbur Transit Center (BTC) as a unique opportunity to redevelop a publicly owned property with more affordable housing and commercial and human services. This Plan leverages the potential introduction of light rail as a once-in-a-lifetime opportunity to make the BTC more than just a place to catch a bus or train or pass through. It lays out a vision for a mixed used mixed-income transit-oriented development that anchors the town center's multicultural community identity, provides needed housing and human services and space for community serving businesses.

Sections 2 and 3 provide more specific policies and the related actions to achieve the Plan's goals.

Past plans

Multiple government and community plans and documents from the last 30 years have captured the community's hopes and concerns for how the city and SW should change as it grows. This Plan builds on those efforts:

1. **Metro 2040 Plan (1995).** Designated the area around the West Portland crossroads as a Town Center. Builds on earlier designation of Barbur Boulevard as a high capacity transit corridor.
2. **Southwest Community Plan (2000).** A district wide plan that identified the need for follow-up planning in the Barbur corridor and re-affirmed the desire for a West Portland Town Center. Its policies focused on issues related to infrastructure improvements and watershed health.
3. **Portland Plan (2012).** The City's Equity Framework committed the City to working in partnership with communities of color to end long-standing racial disparities including those associated with planning for population growth and development. The Healthy Connected

Communities framework aligns City resources to develop a network of neighborhood hubs connected by city greenways.

4. **Barbur Concept Plan (2013).** Key places along the SW Corridor were identified to inform light rail project development. That plan developed preliminary station area development concepts for the Barbur Transit Center.
5. **2035 Comprehensive Plan (2016).** Formally incorporated Metro's West Portland Town Center designation into Portland's land use plan and adopted the Healthy Connected Communities framework. Additional new city-wide policies direct the City to engage underrepresented communities in planning and incorporate anti-displacement and equitable economic opportunity strategies into City plans. See chapters 2 and 3 for specific West Portland Town Center policies.
6. **Southwest Corridor Equitable Housing Strategy (2018).** Nested within SWEDS, it sets goals and provides a roadmap to align policies and housing investments to prevent displacement of vulnerable households and increase housing choices for all people over the next ten years.

7. **Southwest Portland Community-Based Solutions (2018).** Emerging from work with the SW Corridor Equitable housing Strategy, renters and immigrants participating in a leadership cohort developed community priorities to help low-income renters remain as the cost of living increases.
8. **Southwest Equitable Development Strategy (2019).** Metro's corridor-wide strategy for workforce development, small business support, affordable housing, and community capacity building.
9. **Southwest in Motion (2019).** A short-term prioritization, refinement, and implementation strategy for planned active transportation investments in Southwest Portland. The plan emphasized low-cost solutions to fill critical gaps.



RACIAL EQUITY IN PLANNING AND COMMUNITY ENGAGEMENT

Racial equity in city planning

Recent research by the Portland Bureau of Planning and Sustainability concluded that City planning has contributed to an entrenched pattern of racial and economic segregation and the displacement of communities of color in Portland for over 100 years¹. Exclusionary zoning regulations have limited housing choices in areas with wealthier and whiter households while exacerbating displacement pressures in areas with more households of color. Public disinvestment in neighborhoods with more households of color like Albina set the stage for private real estate speculation and an influx of higher income whiter households. The City fueled this neighborhood change and the resulting displacement of lower-income households through land use planning processes and publicly funded revitalization efforts that disregarded the voices and needs of those most vulnerable to displacement².

The West Portland Town Center Plan reflects a shift in City planning practices toward an approach that centers the needs of those most impacted by racial and health inequities and sequences City actions to address those needs first. Research on best practices of equitable urban development show a targeted approach to eliminate long-standing disparities will result in universal benefits of improved overall health and well-being for all residents in West Portland and beyond³. This Plan considers the unintended consequences of market forces when investments in new amenities (like a safer Barbur Blvd streetscape) increase an area's desirability⁴

City staff used elements of the City's Racial Equity Toolkit⁵ - a manual developed to highlight best practices and tools in order to put racial and health equity at the center of City's work - in the following ways:

- **Equity policies and goals.** Five of the Plan's nine Community Goals were written to directly support the priorities of those most affected by racial and health disparities. In addition to the Comprehensive Plan's

¹ "Historical Context of Racist Planning", Bureau of Planning and Sustainability, 2019

² "Bleeding Albina: A History of Community Disinvestment, 1940-2000", Karen Gibson, Portland State University, 2007

³ Targeted Universalism, John Powell, UC Berkeley Hass Institute

⁴ "Maintaining Diversity in America's Transit-Rich Neighborhoods", Stephanie Pollack, Northeastern University, 2010

⁵ Office of Equity and Human Rights, Racial Equity Toolkit, 2017

equitable development policies, the Community Goals serve as the Plan's compass as we aim to eliminate racial disparities in the town center. See pages 22-23 for Community Goals.

- **Building community capacity.** Through a Community Planning Grants Program, three community-based organizations (CBOs) engaged underrepresented communities first in order to counteract long-standing imbalances of power in public processes. Additional resources were provided to CBOs to be well positioned throughout the project to advocate for implementation of priority actions identified through this process. See page 16 for Community Based Priorities.
- **Analyze racial and health disparities.** A "Health Equity Assessment" and analysis of demographic disparities and economic conditions related to displacement pressures were conducted to inform the Community Goals and develop strategies. Qualitative data derived from the Community Planning Grants Program helped refine and ground the Plan in the lived experience of underrepresented community members



- **Learning from history to do better.** The Fair Housing Council of Oregon and SW Neighborhoods Inc. hosted a workshop for the broader community to learn about how past zoning and transportation decisions have shaped inequitable outcomes today and what future actions can be done to repair past wrongs. These discussions informed the Plan's goals and strategies.
- **Use art and storytelling.** Live music, poetry, and dance were used at community events to build community, humanize planning issues, and better understand the lived experience of the Arab and East African immigrant communities. The preservation of culture, religion and language are woven within storytelling for the East African immigrants in West Portland Park.
- **Prioritize equitable growth first.** Traditional plans have focused on growth targets and the necessary zoning and physical infrastructure to achieve them. To address other forces/dynamics at play in redevelopment of an area that impact underrepresented communities, this Plan puts greater emphasis on the investments and policies needed for a strong social infrastructure as well. Issues such as affordable housing, immigrant-owned businesses, multi-cultural space, and access to quality jobs were raised by underrepresented community members from the start of the planning process and are reflected in the plan as early actions for implementation. In addition, zoning code changes that increase development capacity come with public benefits in service of the community's goals.

INCLUSIVE COMMUNITY ENGAGEMENT

City staff and a diverse group of community members worked together to design and implement a culturally appropriate public engagement plan. This approach supported capacity building, leadership development, and the vetting of strategies in service of community goals and the City's equitable growth policies. Culturally appropriate practices included; translation of key materials, interpretation services in three languages, and childcare and food provided at events.



Three images showing moments from 2019 community meetings and events for the town center planning effort with participants engaged in conversations with one another and staff.

The engagement process included two overlapping phases to focus on issues of both “people and place” and tailor engagement strategies to specific populations:

PHASE I: COMMUNITY PLANNING GRANTS AND A FOCUS ON “PEOPLE”

Immigrant and refugee community members of West Portland Park were engaged early on to continue conversations began during the Equitable Housing Strategy process around issues of community stability and economic opportunity. Issues of public health, traffic safety and mobility, and social cohesion were also identified during this phase.

Community-based organizations (CBOs), UniteOregon and the Community Alliance of Tenants (CAT), were funded through a Community Grants Program to build public awareness of the project and lead the engagement of Arab and East African immigrants and low-income renters to develop community-based priorities. Smaller grants to other CBOs allowed their staff and community leaders to participate in the advisory group and engage their constituents in the planning process.

The Fair Housing Council of Oregon was also funded to develop a training curriculum and host community a workshop on the history of exclusionary zoning, affordable housing, and the implications for this Plan.

Highlights of this phase include:

1. City staff met one-on-one and small groups with community leaders to solicit guidance
2. CBOs and City co-hosted a project kickoff event
3. CBOs and City co-hosted a community walking tour
4. CBOs canvassed apartment buildings and businesses and hosted project awareness events.

PHASE II: WPTC COMMUNITY ADVISORY GROUP (CAG) AND A FOCUS ON “PLACE”

The WPTC CAG is a representative group of 15 community members who are passionate about their community and understand the importance of engaging others in the planning process. The City convened the CAG to advise staff on development of the plan, engage the wider community to form recommendations that balance all community interests and help craft the Community Goals. While issues of race and social equity continued to be agenda items, the CAG’s discussions also focused on issues of the built environment such as transportation, open space, zoning, environmental health, and infrastructure.

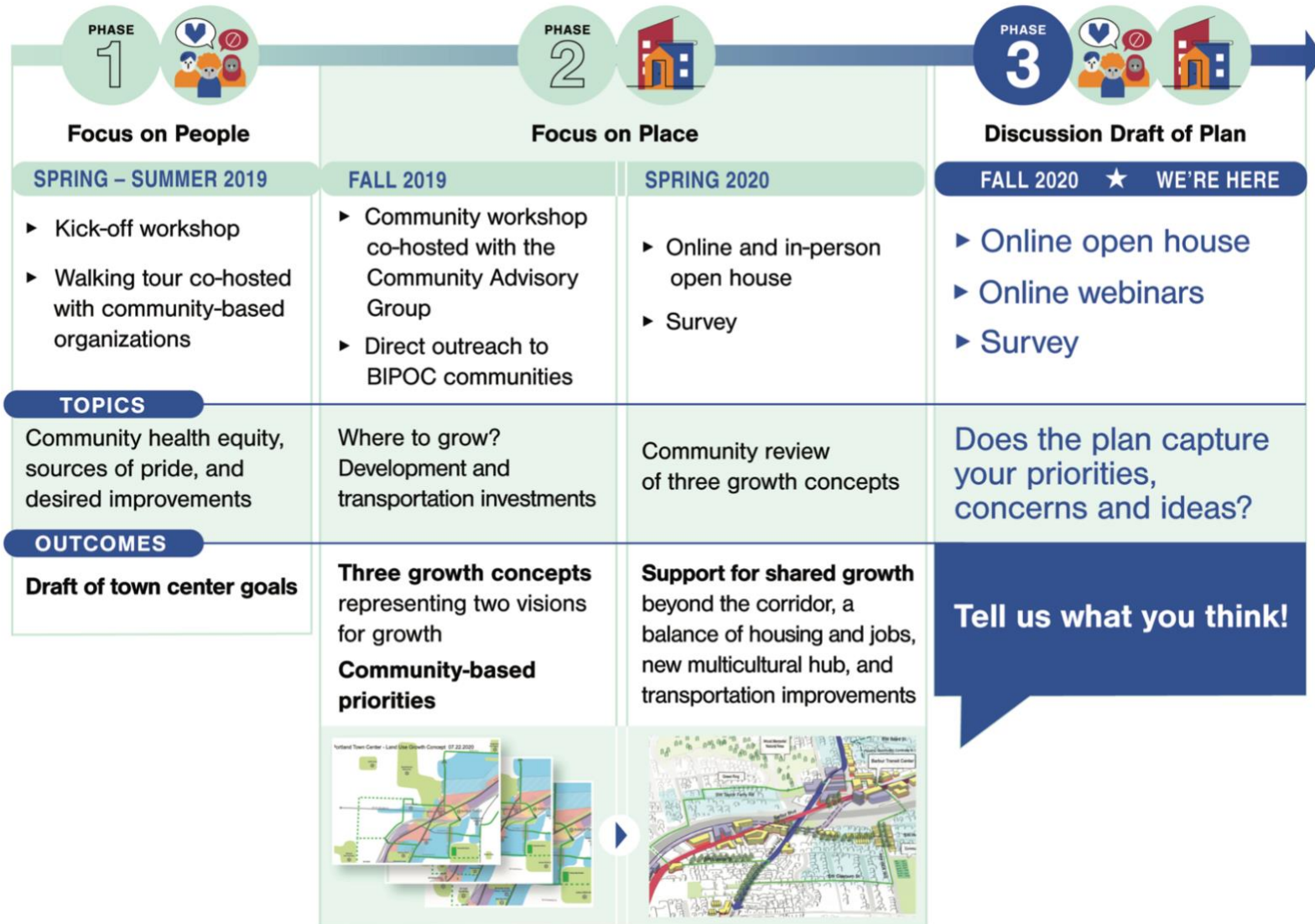
Highlights from this phase include:

1. Fair Housing Council of Oregon and SWNI hosted a workshop for neighborhood associations on the history of exclusionary zoning and affordable housing
2. CAG and City co-hosted a community workshops to develop options for land use growth concept and transportation improvements
3. CAG and City co-hosted an in-person and online open house to identify a preferred growth concept
4. CAG and City will co-host an open house to solicit feedback on the Discussion Draft, including actions to carry out the plan and a proposed growth scenario

As a result, between February 2019 and August 2020, more than 400 residents (many being people of color, immigrants,



How did we get here?



COMMUNITY BASED PRIORITIES FOR THE WEST PORTLAND TOWN CENTER



Community-based priorities were identified in 2019 by UniteOregon, HAKI, and Community Alliance of Tenants through engagement with low-income renters, immigrants, and communities of color. They build from the 2018 Community Based Solutions. While not all of these priorities can be incorporated into a City adopted land use plan, they provide an important foundation for the development of the plan.

1. Place keeping through residential stability, health, and ownership

- **Nonprofit housing organizations should proactively buy apartments near Islamic Center of Portland- Masjed As-Saber.**
- **Rent stability.** Freeze rents for a period of time.
- **Incentives landlords to make their apartments affordable.**
- **Ownership.** Give renters the right to purchase their own buildings and the resources to do so.

- **Healthy homes.** Ensure renovations occur without passing the bill on to tenants which leads to displacement (use fees and incentives for landlords).

2. Mobility, access, and safety

- **Transit.** Fund more bus lines with greater frequency, free/reduced fares, and less policing.
- **Walkability and transit access.** Construct more foot bridges across I-5. Move bus stops to be further from the street. Place more bus stops closer to apartments near mosque. Install a lit overhead pedestrian signal at Alfred.

3. Cultural anchors and economic opportunity

- **Culturally specific businesses.** Provide resources to support existing businesses (ex. halal grocery) and develop a new multi-cultural marketplace for new businesses.
- **Multi-cultural services and gathering place.** Develop a multi-cultural center with event space, computer lab, and support to apply for jobs, learn English and teach working skills for everyone (with an emphasis on skill building for women).
- **New affordable housing built all along the corridor.** Construct a building in the West Portland where refugees and asylees can live for one year for free.

Understanding racial inequities and health disparities

Portland's recent trend of urban development and regional economic growth has resulted in economic prosperity and new amenities in some neighborhoods. However, these benefits have not been experienced by everyone or all parts of the region. Race, income and which zip code you live in are still strong predictors of life outcomes. They predict everything from if we survive our birth to when we will die, and both race and income can significantly limit the likelihood of enjoying regional prosperity⁶.

The early community engagement with the immigrant communities found that housing instability and lack of economic opportunity are major stressors that are impacting people's health. This realization led to a broader look at determinants of health in the social and physical environment. A "West Portland Health Equity Assessment" was conducted (Appendix X). Thirty-nine (39) health indicators were analyzed as well as qualitative data from community engagement activities to identify five barriers to community and environmental health:

- **Traffic safety:**

Fewer than 13% of the streets in the West

Portland Town Center area

have sidewalks.

Pedestrians and cyclists are

forced to walk

in the roadway or on narrow shoulders, or use major streets designed for automobiles at higher speeds where collisions are frequent. High speed auto infrastructure (the I-5 freeway and Barbur Blvd) and lack of quality pedestrian and transit infrastructure (sidewalks and safe crossings) disproportionately affect communities historically excluded from economic opportunities (who are more likely to depend on walking and transit). They also increase the risk of collisions and fatalities, and inhibit walking and biking, for everyone.

HEALTH EQUITY means achieving the highest level of health for all people and calls for focused efforts to address avoidable inequalities by creating fair opportunities for optimal health, especially for those who have experienced socioeconomic disadvantage or historical injustices.

DETERMINANTS are the conditions in our physical, social, and economic environment, including education, economic, housing, and mobility opportunities, that contribute to behaviors and in the long term health outcomes. The determinants all exist in the context of racism and other forms of bias, mediated by access to political power.

⁶ Lorch, Scott and Elizabeth Enlow. (2016). The Role of Social Determinants in Explaining Racial/Ethnic Disparities in Perinatal Outcomes. <https://www.nature.com/articles/pr2015199>; Mode, Nicolle, Michelle Evans, and Alan Zonderman. (2016). *Race, Neighborhood*

Economic Status, Income Inequality and Mortality.

<https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0154535>.

- **Infrastructure as a divider:** The I-5 freeway and Barbur physically and socially divide the town center and create barriers to accessing community assets and services and maintaining social cohesion, all key determinants of health outcomes.
- **Air pollution and noise:** Residents are exposed to high levels of pollution from I-5, which increases the risk of developing or exacerbating lung cancer, asthma, childhood leukemia, diabetes, dementia, adverse birth outcomes, and cardiovascular disease. Noise from traffic is associated with cardiovascular disease. Low-income and minority community members, and children are at a greater risk of developing these health conditions. Noise levels from I-5 traffic are a source of chronic stress for everyone.
- **Displacement risk:** Renters, households of color, those lacking college degrees, and lower income households are more vulnerable to displacement pressures, which are expected to increase if the Southwest light rail project is built. Racism and displacement risk are major sources of chronic stress, especially for residents in the denser and more diverse West Portland Park neighborhood.
- **Poverty and living wages:** Income is one of the strongest indicators of health outcomes. Poverty doubled and incomes fell 16% in neighborhoods south of I-5, while neighborhoods north of I-5 experienced the opposite trends. Poverty increases the risk of inadequate nutrition, inaccessibility to healthcare services, unstable housing, and high exposure to environmental toxins.

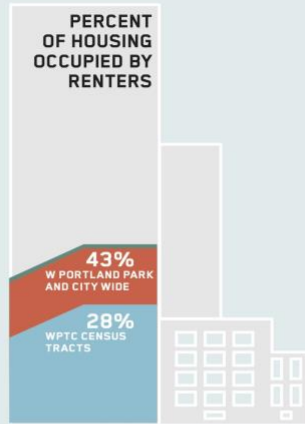
Studies have shown that burdens fall heaviest on people of color and individuals and households historically excluded from economic opportunities⁷. Most of the information in the health assessment is not disaggregated by race. To account for this shortcoming, the study examined data in West Portland Park, the neighborhood south of I-5 in the town center, which is the most racially and economically diverse part of southwest Portland.

Home to a well-established Muslim community of mostly Arab and East Africans immigrants, 28% of residents of West Portland Park identify as non-White, compared to 16% in the surrounding area. 17% of the population is foreign born with more than half coming from Africa.

Health disparities identified in the West Portland Park neighborhood include:

1. **Life expectancy** is five years less than other parts of the town center.
2. Residents are experiencing **declining trends in income**, education rates and increasing poverty rates. This divide appears to be growing.
3. Households of color are **more likely to rent and spend more than 50% of their household income** on housing costs, leaving less money for essential food and healthcare needs.
4. Residents have **lower rates of health insurance and greater cancer risk**.

West Portland Park Census Tract



MEDIAN HOUSEHOLD INCOME
increased 11.5% citywide since 2012



+47%

The median household income in the West Portland Town Center area increased 47% from 2012 to 2017



-16%

The median household income in the West Portland Park neighborhood fell 16% between 2012 and 2017

CULTURAL DIVERSITY
currently 26% People of Color (POC) citywide



+3%

People of Color in the West Portland Town Center area increased by 3% from 12% in 2012 to 15% in 2017



+5.5%

People of Color in West Portland Park increased 5.5% from 24.1% in 2012 to 29.6% in 2017

PERCENT LIVING IN POVERTY
decreased 0.8% citywide since 2012

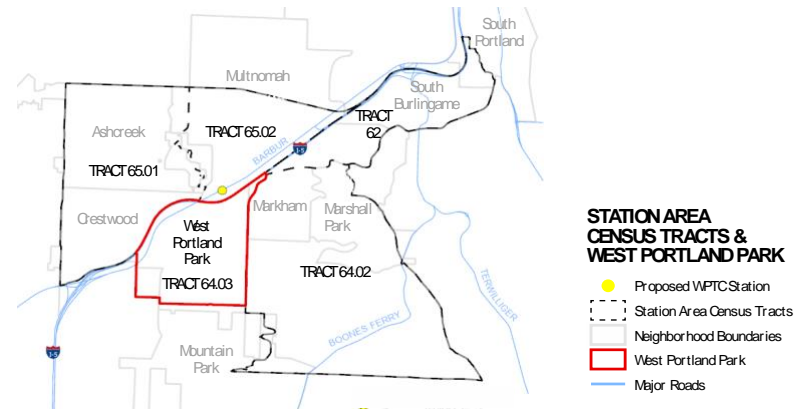
+1%

Between 2012 and 2017 the percent of people living in poverty in the West Portland Town Center area increased 1%.



+8.2%

Between 2012 and 2017 the percent of people living in poverty in the West Portland Park neighborhood increased from 9.7% to 17.9%



UNINSURED POPULATION
accounted for 8.7% of Portland residents in 2017



3.7%

of West Portland Town Center study area residents lacked health insurance in 2017



4.7%

of West Portland Park residents lacked health insurance in 2017

LIFETIME CANCER RISK FROM INHALATION OF AIR TOXICS

Portland citywide is in the 86th Percentile (Greater than in 86% of US population, representing an absolute lifetime risk level of 52 cancer deaths per million.)



89TH Percentile

For cancer risk due to air toxics in West Portland Town Center station area. This represents an absolute lifetime risk level of 54 cancer deaths per million.

Greater than in 89% of the US population due to adjacent freeways and roadways.



92ND Percentile

For cancer risk due to air toxics in the West Portland Park census tract. This represents an absolute lifetime risk level of 56 cancer deaths per million.

Greater than in 92% of the US population due to adjacent freeways and roadways.

Graphic showing health related disparities in West Portland Park census tract compared with other town center census tracts. [View full infographic](#)

HEALTH OUTCOMES TO GUIDE PLAN VISION

By looking more holistically at conditions in the physical environment and the different conditions and outcomes people are experiencing, the Health Equity Assessment process helped frame community feedback and new connections between issues and potential solutions. From this framing the following two interconnected and guiding visions were developed:

1. **Great Places with Equitable Access:** A natural and built environment that enhances environmental and community health through public amenities and has new commercial and human services and a supply and variety of housing options for a growing ethnically and economically diverse population.
2. **Strong Communities & People:** A thriving and interconnected community that contains racially and economically diverse households who are resilient in the face of displacement pressures and supported by strong social and cultural institutions and human services that benefit all residents.

These visions helped identify more issue-specific goals and big ideas for community development strategies, infrastructure improvements, and land use regulations to improve the health of the community, and also which assets of the community need to be preserved or strengthened.

COMMUNITY VISIONS, GOALS, AND BIG IDEAS

By focusing on the following outlined shared visions and goals, and undertaking these priority actions the community and City can together realize transformative change in the West Portland Town Center.

Vision 1: Great Places with Equitable Access

Goals



1A - Increase new housing choices, tools and programs for all household types and incomes throughout the Town Center. Emphasize efficient use of the land closest to the Barbur Transit Center.



1B - Fund and build a multi-modal and multi-ability circulation system across the town center area that is safe, comfortable, accessible and useful for meeting daily needs.



1C - Create defined main streets and commercial areas. Enhance conditions for more robust and varied commercial and business services in these areas.



1D - Design public spaces that consider the physical and social infrastructure needed to support people and businesses, while responding to the topographic, natural and scenic attributes of this area.

Big ideas to achieve these goals:

- Allow more multi-family housing off the major corridors and redevelop the Barbur Transit Center to include housing and community-identified amenities.
- Create employment focus areas along Barbur Boulevard to encourage redevelopment supportive of businesses that provide jobs in professions that provide a living wage.
- Create a larger mixed-use area north of the transit center, supported by an improved street grid and a new SW Collins commercial main street.
- Plan for a “green lung” of vegetation and trees near I-5 and Barbur Boulevard to beautify the area and mitigate pollutions and noise.
- Plan for a new “green ring”; a multi-modal circulation network, combining elements of Neighborhood Greenways, off-street paths, trails, pedestrian bridges, and sidewalks connecting destinations and green spaces throughout the center.

Vision 2: Strong Communities and People

Goals



2A - Prevent residential and cultural displacement by providing households historically excluded from economic opportunities and communities of color the choice to remain in place and build wealth.



2B - Create opportunities for community and cultural spaces to thrive.



2C - Promote opportunities for businesses and employment, including immigrant, minority, and women-owned small businesses and workers, that reflect the diverse cultures of the area.



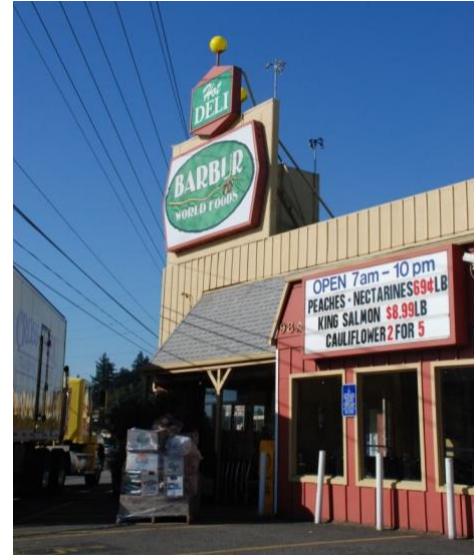
2D - Support community engagement and outreach to under-represented groups. Increase their capacity for involvement in issues that affect them.



2E - Improve mental and physical health outcomes for people living and working in the area through improved services and more connections to nature.

Big ideas to achieve these goals:

- Support the community's vision of a Multi-Cultural Hub located in and around the Barbur Transit Center with affordable housing co-located with human services, a senior center, indoor and outdoor community gathering space for cross-cultural events, office space for immigrant serving organizations, and affordable space for black, indigenous, people of color (BIPOC) and immigrant owned businesses.
- Encourage the retention of existing apartment buildings serving low-income households, incentivize their continued affordability, and support nonprofits to purchase and convert these buildings to regulated affordable housing.
- Plan for a community garden on the Jackson Middle School campus and a new park to fill a deficiency in the southern portion of the town center
- Provide community-based organizations led by or working with communities of color, an opportunity to incorporate their communities' priorities into development.



Pictures of places and people in and around the West Portland Town Center

2: COMMUNITY VISION 1: GREAT PLACES WITH EQUITABLE ACCESS

Vision: *A natural and built environment that enhances environmental and community health through public amenities and has new commercial and human services and a supply and variety of housing options for a growing ethnically and economically diverse population.*

COMMITMENT TO HEALTH EQUITY IN THE PHYSICAL ENVIRONMENT

The environment and design of the town center directly impacts the health of its residents. The good news is that good planning and public investments for health can help level the playing field for marginalized communities and build a healthier environment for everyone.

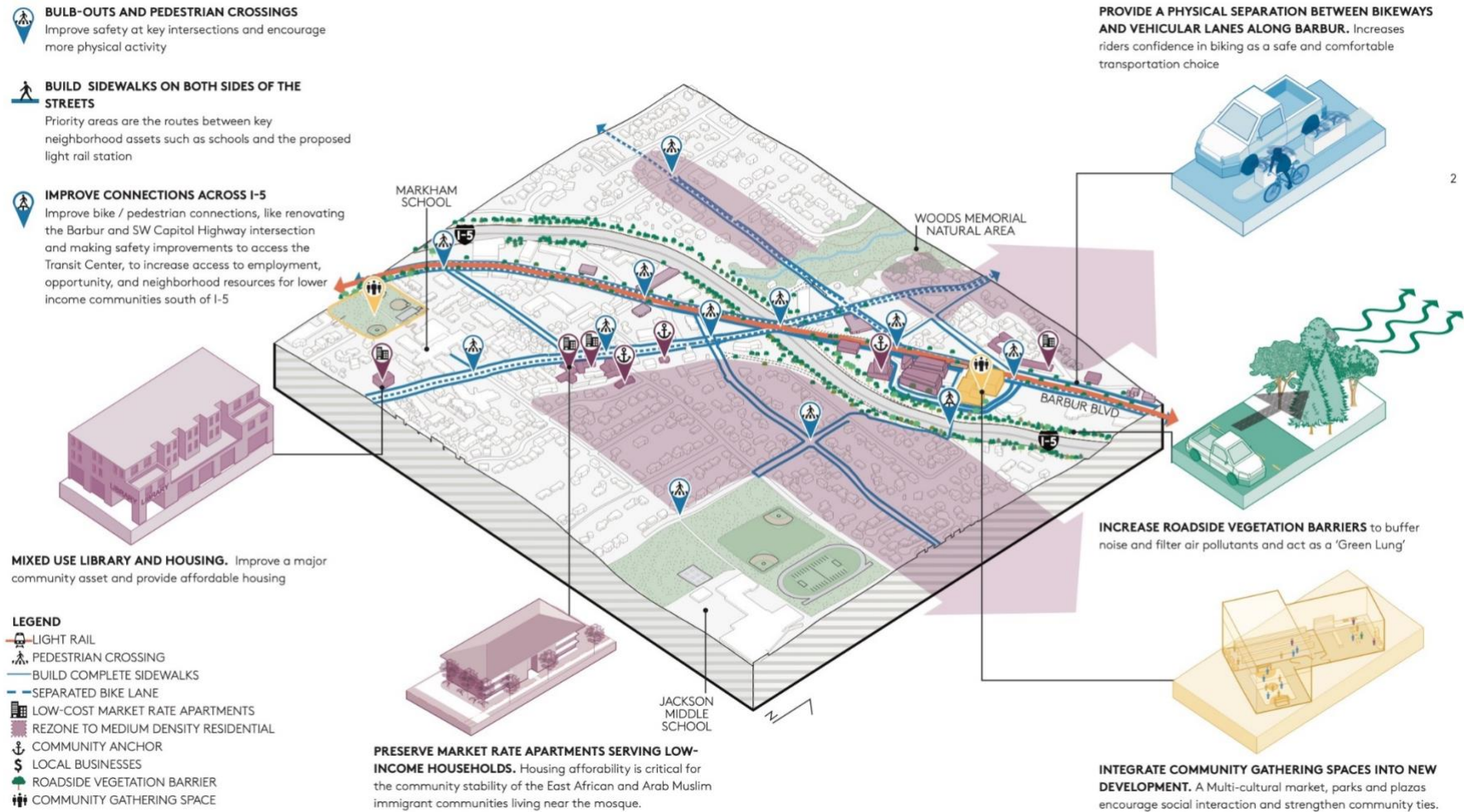
Below are ways this Plan is designed to achieve health equity and improve overall community health:

- **Increase physical activity and safety through improved pedestrian and bike infrastructure and mix of uses.** Physical activity prevents nearly all of the leading causes of death in Multnomah County, including those with the greatest racial disparities such as heart disease, hypertension, diabetes, and stress. Areas with a greater mix of uses, built in a way that is oriented primarily towards pedestrians are associated with more walking, bicycling, and transit usage.

Economically integrate over time as more housing types develop throughout the town center. Single dwelling residential neighborhoods limit housing choices and affordability which reinforces racial and economic segregation. More inclusive and welcoming communities with households from a diversity of backgrounds can foster greater social cohesion and trust.

- **Reduce chronic stressors of noise and air pollution from the highway.** Urban design strategies will mitigate exposure to air pollution and reduce a person's risk of developing lung cancer, asthma, and cardiovascular disease. For example, vegetation barriers to filter air pollutants, increase access to nature and reduce noise pollution.
- **Reconnect communities physically and socially divided by the freeway through new infrastructure investments in the light rail station.** Pedestrian crossings of I-5 and a new Barbur Transit Center redeveloped as a Multi-Cultural Hub with housing, commercial, community gathering spaces can increase physical and social activity across the north and south sides of the town center.

GREAT PLACES WITH EQUITABLE ACCESS



Great Places with Equitable Access graphic illustrates proposals to improve health outcomes. [View full image](#)

Policies that support Great Places with Equitable Access

The West Portland Town Center benefits from Portland's Healthy Connected Communities framework⁸, our city's goal of neighborhood hubs, linked by a network of civic corridors and greenways that connect Portlanders to services and destinations. This means the West Portland Town Center should have businesses, frequent transit service, libraries, schools and other amenities close enough for residents to safely and easily walk or bike to meet most of their daily needs. The framework is used to coordinate the Plan's policy and investments in the built environment to achieve Goal 1 "Great Places with Equitable Access to All".

This chapter proposes the policies and actions needed to advance equity in the physical environment and mitigate potential unintended impacts, such as any involuntary economic and cultural displacement resulting from the Healthy Connected Communities policies and actions. New policies are also needed to address the area's unique environmental health challenges.

Below are the Comprehensive Plan (CP) policies guiding this plan. *New Comprehensive Plan policies* (in italics) are proposed to support the West Portland Town Center Plan (WPTC). Called out for each one in parenthesis is either the existing CP goal number or the proposed WPTC policy number. A compiled list of proposed new Comprehensive Plan policies can be found in Section 7 (Volume 2).

Healthy Connected Town Centers: Two central goals of the Comprehensive Plan are a "City is designed for people" and "A system of centers and corridors". (CP 3.A and 3.D) This means the West Portland Town Center:

- serves the needs of surrounding neighborhoods as well as a wider area, and contains higher concentrations of employment, institutions, commercial and community services, and a wide range of housing options (CP 3.31)
- anchors complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces (CP 3.12)
- serves as a multimodal transportation hub that optimize access from the broad area of the city (CP 3.33)

Equitable development and land use: This Plan guides development and public facility development to meet the needs of existing residents as well as newcomers, with the intent of reducing racial and social disparities and mitigating impacts of development (CP 3.3). This Plan's land use regulations and zoning changes are designed with these policies in mind:

- When private property value is increased by public plans and investments, require development to address or mitigate displacement impacts and impacts on housing affordability (CP 3.3e)
- Incorporate requirements into the Zoning Code to provide public and community benefits as a condition for development projects to receive increased development allowances (CP 3.3d)
- Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations (CP 3.35)

Transportation: This Plan's transportation policies promote another major Comp Plan goal for positive health outcomes by prioritizing active transportation, physical activity, and community and individual health (CP 9.E) while keeping in mind the needs of residents most dependent on transit and vulnerable to displacement.

- Integrate both placemaking and transportation functions when designing and managing streets for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes (CP 9.14)
- Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement (CP 3.3.b)
- Designate district street classifications that give priority to pedestrian access (CP 9.2.b)
- Locate major park-and-ride lots only where transit ridership is increased significantly, vehicle miles traveled are reduced, transit-supportive development is not hampered, bus service is not available or is inadequate, and the surrounding area is not negatively impacted (9.27.a)

New housing, jobs, and commercial streets. This Plan promotes equitable access to new housing for people of all backgrounds, making a special effort to remove disparities in housing access for people of color and low-income households. It also plans for pedestrian-friendly, transit-connected business districts. Policies include:

- Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing (CP 5.5)
- Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places (CP 6.73.a)
- *Apply policies from the SW Corridor Equitable Housing Strategy when land use and affordable housing investment decisions are made in the West Portland Town Center (WPTC 1)*
- *Encourage the redevelopment of publicly owned land to include affordable housing for households with incomes at or below 60% area median income (WPTC 2)*
- *Use zoning tools and City economic development programs to support employment opportunities in professions that provide quality jobs (WPTC 3)*

Environmental sustainability:

- Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features. (CP 3.20)
- Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist (CP 8.93)

Health equity:

- Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities

relating to air and water quality, natural hazards, contamination, climate change, and access to nature

- *Explore co-location of new affordable housing with libraries and/or culturally specific health and human services for the area's growing immigrant and refugee communities (WPTC 4)*

PROPOSED SHARED GROWTH CONCEPT FOR LAND USE AND URBAN DESIGN

The project team worked with the Community Advisory Group and community-based organizations to engage the broader community on their hopes and priorities for the future of this area. Following numerous events, a large community workshop in November 2019, supplemented by one focus group of Swahili speaking residents, provided participants the opportunity to develop their own future growth concepts in small groups. Participants used a menu of different types of buildings, streets and open spaces to make maps of the future. Workshop results were digitized, analyzed for common patterns, and developed by the project team into three growth concepts varying in the following ways:

- **Mix of future land uses and types of buildings.** The Draft Growth Concepts showed different mixes of housing and jobs with implications for the types of jobs (retail vs. office), different building heights and sizes, and different amounts of mixed-use activity.
- **Location of new housing and commercial services.** The Concepts differed by whether new development would be taller and more concentrated along Capitol Highway and Barbur Blvd or lower density but more broadly

distributed into surrounding neighborhoods with mixed-use development along and near the corridors.

- **Amount and types of transportation improvements.** The Concepts with more growth distributed off of the corridors were paired with more transportation improvements throughout the area.
- **Open space and green systems.** The Concepts with more growth distributed off of the corridors were paired with either a green ring connecting parks, natural area, schools and commercial streets, or enhanced pedestrian streetscapes on key roadways. Growth concentrated along corridors were shown with little new open space.

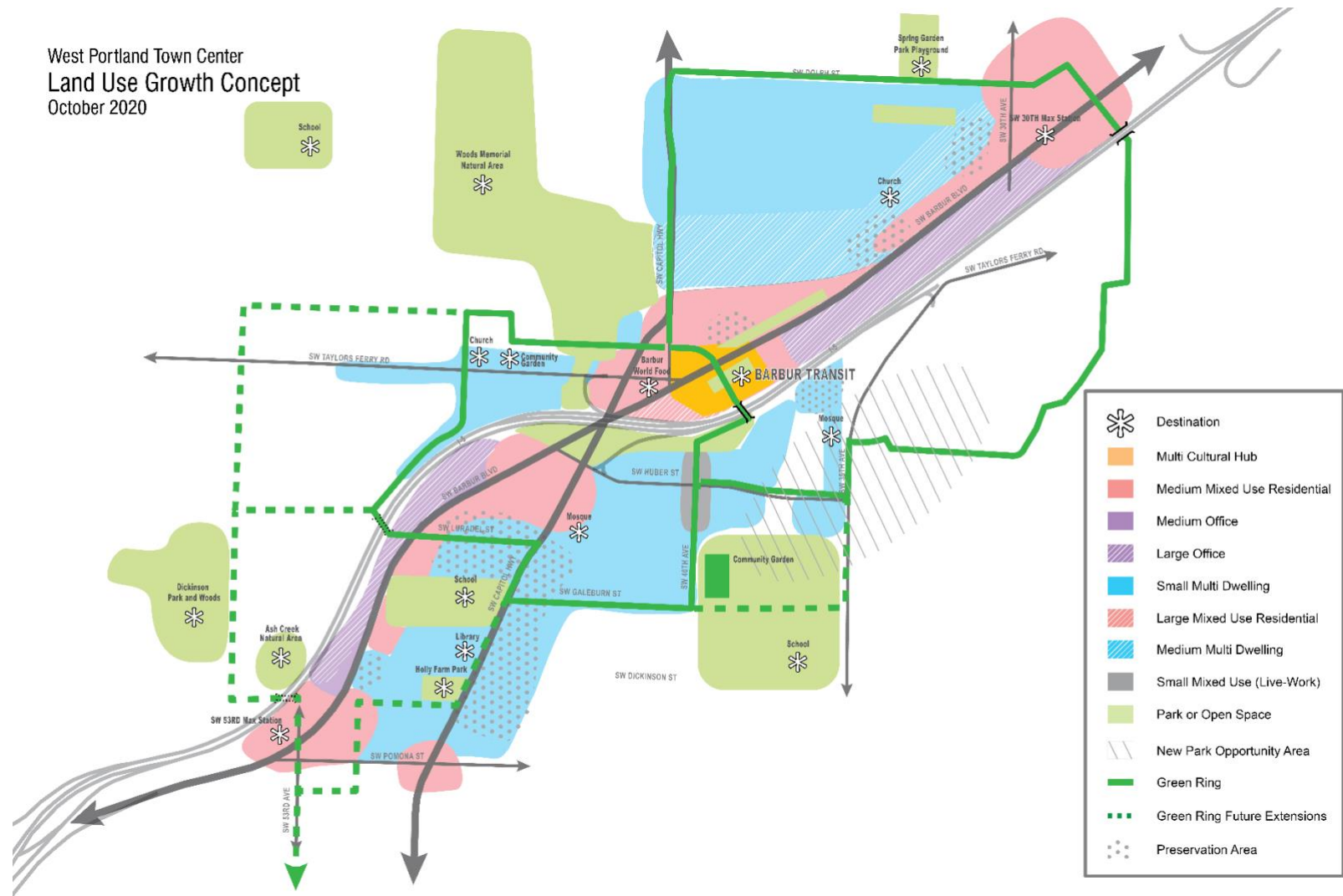
The three alternative concepts were shared with the community in March 2020, through both in-person and online open houses, both with opportunity to provide feedback via a survey. The survey asked the respondents which of the concepts they felt best supported the plan's Community Goals and what they thought about different land use, development and transportation choices for the area. Respondents overwhelmingly signaled that "Concept A" best supported the goals while also calling out features of the other concepts that they supported. Respondents also provided valuable input to help guide what elements from the three draft concepts should move forward in a draft preferred growth concept.

The preferred growth concept was further refined through a review by the Technical Advisory Committee to align with Comprehensive Plan goals, the health equity findings for the area, relationships to existing and future infrastructure capacity and compatibility with potential transit improvements.

Key growth concept terms

- **Mixed use** — A combination of residential, commercial, and office use
- **Multi-dwelling** — A range of residential development, including apartment buildings of various sizes, detached houses on larger lots (cottage clusters), attached housing, and row houses
- **Multicultural hub** — An area with a concentration of culturally relevant goods, services, gathering spaces and nonprofits serving the area's immigrant and refugee communities
- **Green ring** — An accessible all-user route around the town center on local and main streets that provides access to different areas via a comfortable and safe network
- **Green Streetscapes** – Vegetation and green design features along key sections of main streets to support an inviting people-friendly environment
- **Preservation area** — An area where retention of low cost market rate apartments buildings is encouraged

West Portland Town Center
Land Use Growth Concept
October 2020



WPTC Plan Land Use Growth Concept Diagram. This generalized diagram is a representation of what the eventual town center land use distribution would be like. [View the full Land Use diagram](#)

Features of the preferred land use growth concept

The preferred growth concept reflects the preferences a majority of respondents expressed:

- **Balanced growth**, with a diversity of housing choices on and off the main corridors, and jobs growing in concert with housing, to ensure a healthy jobs/housing balance within the Town Center
- **Affordable housing options**, through discouraging redevelopment of existing apartment complexes that provide much-needed low cost housing today and new construction of affordable housing
- **Strengthening multicultural identity**, through a focus on place-making opportunities and strategies to provide a Multi-Cultural Hub for community to gather and access commercial and human services
- **Vibrant commercial areas**, including commercial services on both the north and south sides of the town center focused on providing walkable destinations close to homes, and areas of employment along Barbur Boulevard to provide local opportunities for living wage jobs
- **Safe comfortable ways for people to get around without cars**, through a “Green Ring” network of streets connecting the whole town center and “Green Streetscapes” enhancing the pedestrian experience along streets with heavy pedestrian use

HOUSING AND JOBS PROJECTIONS

The Plan sets the stage for a future where the town center has a critical mass of residents, businesses, jobs and destinations and the needed amenities, services and infrastructure to support them.

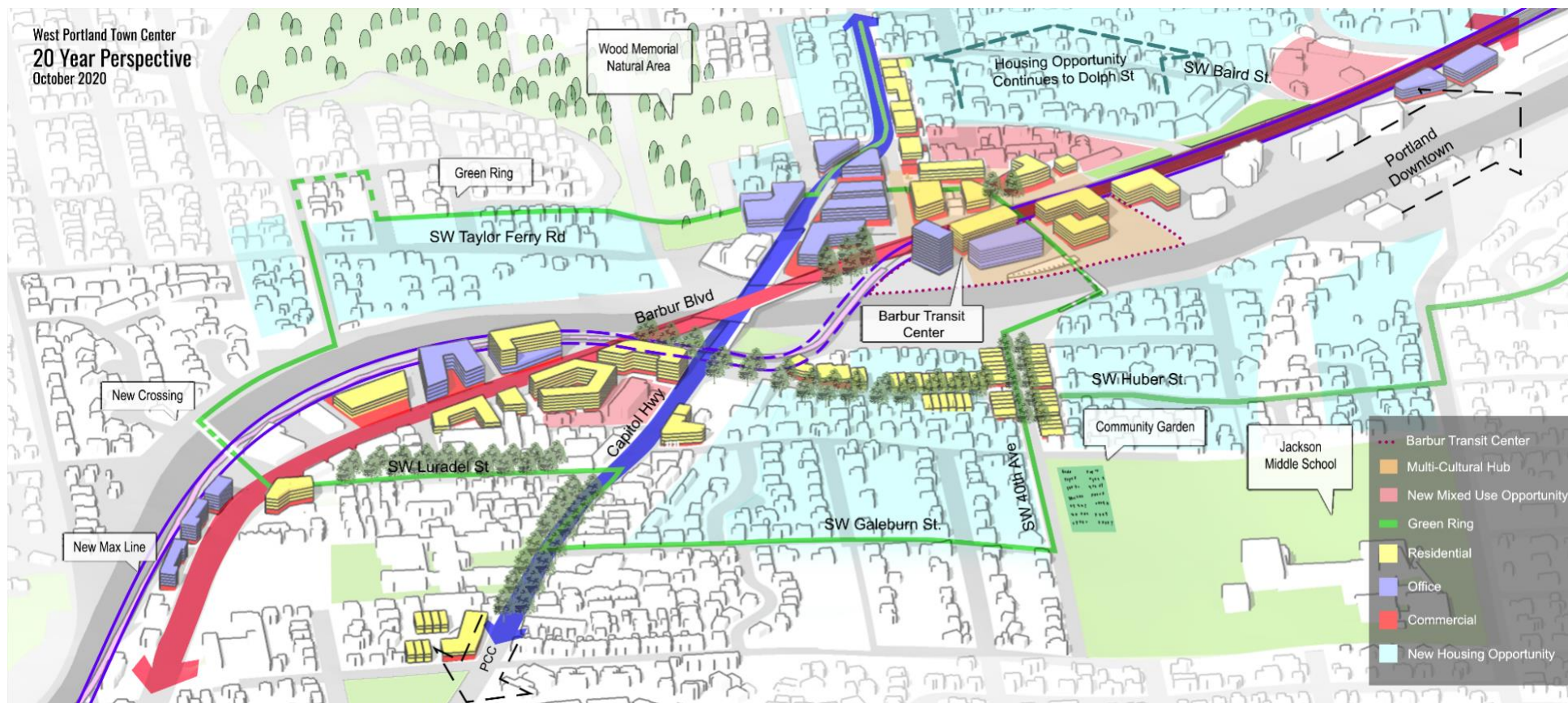
The transformation from today's conditions to the future vision is controlled in part through the zoning code, provided it allows for a sufficient amount of housing, businesses, and open space required for a successful center, similar to other centers in Portland. Zoning establishes a maximum level of permissible development within the area, known as the build-out capacity. This is a hypothetical number representing what would happen if all the parcels in the study area redeveloped to their maximum allowed zoning. This is unlikely to happen over the 20-year life of most land use plans – but it could happen over a period of 100 years or more.

A second number is also calculated, which represents the level of growth that is likely to occur over the next 20 years depending on market demand and concurrent infrastructure. This is an estimate based on current trends, citywide growth rates, and the amount of vacant and underutilized land in the area.

The following table describes the number of people, homes, affordable homes, and jobs, as well as total amount of vehicle travel and climate-change-causing Greenhouse Gas (GHG) emissions associated with the existing year, the 20-year estimate, and total zoning capacity for this Plan.

WPTC Plan Data Table: Existing, 20-year estimates, and full build out at capacity (100+ years)					
			Zoning Allocation (20-year estimate)		Zoning Capacity (Full Build-Out, 100+ years)
Metric	Indicator	Existing	Total	Change from existing	Total
People	Population	4,090	11,000	6,980	40,000
Housing	Total Homes	2,010	6,300	4,290	23,700
	Households (Occupied Homes)	1,840	5,900	4,060	22,300
	Inclusionary Housing: Regulated Affordable Homes	0	approx. 500 to 1,000		approx. 2,000 to 4,000
	Apartments encouraged for retention	approx. 600	approx. 600	approx. 600	
Employment	Total Employment	2,690	6,200	3,510	12,000
	Low Wage Jobs	650	1,600	1,010	4,600
	Medium Wage Jobs	1,020	2,300	1,280	3,800
	High Wage Jobs	1,030	2,200	1,210	3,500
Walk	Required Pedestrian Improvements (miles)	n/a	3.7	n/a	3.9
Accessibility	Walk access to retail	92%	100%	8%	100%
	Walk access to transit	97%	97%	0.7%	94%
	Walk access to schools	72%	81%	9%	61%
	Walk access to parks	77%	92%	15%	97%
Transport	Vehicle Miles Traveled (annual, per capita)	2,720	1,100	-1,620	1,030
	Walk or Bike Mode Split	11%	18%	8%	27%
Environment	Passenger Vehicle Criteria Pollutant Emissions per capita	0.020	0.015	-0.005	0.009
	GHG emissions (annual, metric tons CO2e per capita)	4.7	3.7	-1.1	2.3

WPTC Plan Projected Growth and Change. Table shows existing population, number of households and jobs along with the 20-year and full build out (long term horizon) estimated numbers for these categories. Source: Cascadia Partners Urban Footprint Model



Birds-eye-view rendering of potential 20-Year development scenario.

Land uses for a unified town center

The Town Center is not yet a unified cohesive place to live, work, or play. It is a place currently divided by infrastructure and land uses into three areas:

- *North:* Single dwelling neighborhoods and natural area amenities north of Barbur Boulevard and I-5 to Dolph Street
- *Central:* Commercial areas along Barbur Boulevard, I-5 and SW Capitol Highway
- *South:* Single dwelling and multi-dwelling residential neighborhoods with a number of civic and cultural amenities to the south of Barbur Boulevard and I-5 to Pomona.

The growth concept responds to the distinct land uses and urban form of these areas. Below is a summary of the intended future land uses, building heights, and urban form character.

See Section 4 for the Draft West Portland Town Center Character Statement. A character statement will be

adopted with this plan and simultaneously as an amendment to the Citywide Design Guidelines, for use with Design Review processes.

A proposed set of zoning code and map changes accompany this Plan. Code concepts are described in the Action Plans under each Community Goal. The specific code language is found in an accompanying West Portland Multicultural Plan District described in the Appendix. The Plan District makes further geographic distinctions to the town center by breaking the areas up into four subdistricts.

See the Community Goals and Action Plans for information on how other features of the Plan, specifically the transportation network and multi-cultural community gathering spaces, seeks to connect these areas into one unified town center, both physically and socially.

NORTH – AN AREA TRANSFORMING SLOWLY

The area on the north side of Barbur Boulevard up to Dolph Street transitions quickly from shops, offices and apartment buildings along Barbur to single dwelling neighborhoods and open space. The street network is largely unimproved which affects vehicle access and separation from pedestrian access.

The growth concept for this area includes land uses and urban design that support transforming from a single-dwelling area with major stormwater and pedestrian infrastructure deficiencies into walkable neighborhoods with multi-dwelling buildings and green infrastructure. See Subdistrict C of the Plan District for zoning code incentives and requirements to support this transition.

Allowing sufficient amounts of new housing to be developed gradually over time in this area is critical to providing a population large enough to create the

market demand for new commercial amenities nearby, and provide more people of all incomes and family types the opportunity to live in one of the most amenity rich areas of the city. It will also support needed transportation and stormwater infrastructure improvements.

Land uses:

- Two to three story multi-dwelling buildings allowed roughly between SW Alice and SW Dolph and east-west between SW 43rd and SW 30th; and
- Two to three story multi-dwelling buildings allowed west along Taylors Ferry to SW 52nd
- Two to four story multi-dwelling buildings allowed roughly between SW Baird and Alice Street, and east-west between SW 43rd and SW 35th.

CENTRAL BARBUR BOULEVARD - AN AREA TRANSFORMING

With the anticipated introduction of a new light rail station at the Barbur Transit Center, the Barbur corridor will likely to transform more quickly than other parts of the Town Center. The vision for the corridor is a multi-cultural transit-oriented district with two pedestrian-oriented commercial nodes on the north and south sides.

The area to the north is envisioned to be anchored by a mixed-use Multicultural Hub at the Barbur Transit Center, a vision which will take time to realize and may evolve as funding and development partners are secured. Commercial mixed-use development to the south will concentrate along Huber St and SW Capitol Highway, with early redevelopment of properties needed for light rail construction. It remains to be seen whether other commercial properties with existing auto-oriented businesses will redevelop as light rail service begins.

The Plan proposes to strike a housing and jobs balance by zoning for more employment uses, especially for professions providing quality jobs such as in the health care industry, back office support, or call centers. Additional programs are needed to train existing residents and connect them to jobs in these sectors.

The growth concept is accompanied by a development code designed to retain and enhance the area's cultural diversity by creating a new Multi-Cultural Subdistrict in the heart of the town center, requiring affordable housing and small commercial retail space, and incentivizing publicly accessible open space and indoor community meeting rooms. See Subdistricts A and B for more specific code details.



Illustrative rendering along Barbur Boulevard looking northeast –

Land uses:

- A mixed use Multi-Cultural Hub surrounding the Barbur Transit Center allows 5-7 story buildings on both sides of Barbur, with the potential for a taller landmark building on the transit center site. See Subdistrict B for code proposals for public benefits that support the hub. A redeveloped Barbur Transit Center (BTC) park & ride location will anchor the Multi-Cultural Hub, providing a range of community-identified amenities (see rendering following page). Building massing and site design are illustrative only. Actual design will be determined through ongoing planning work and partnership with developers, their architects, and community partners.
- An extension of the commercial and mixed-use development area allows 5-7 story buildings to the north of the Barbur Transit Center – extending to roughly half a block north of SW Plum.
- Employment focus areas restrict residential uses and allows for 5-7 story office buildings between I-5 and Barbur Boulevard. See Subdistrict A for code proposals that encourage pedestrian oriented development patterns, with buildings built up to the sidewalk frontage, pedestrian-scaled internal circulation streets, and fewer surface parking lots.
- Encourage retention of multi-dwelling apartment buildings along Barbur serving low-income households through the Plan District regulations. See Subdistrict D for specific code requirements and incentives for maintaining the affordability of the apartments.



Southwest view of Barbur Transit Center today

BARBUR TRANSIT DEVELOPMENT CONCEPT - Center Running Alignment

POTENTIAL PUBLIC BENEFITS

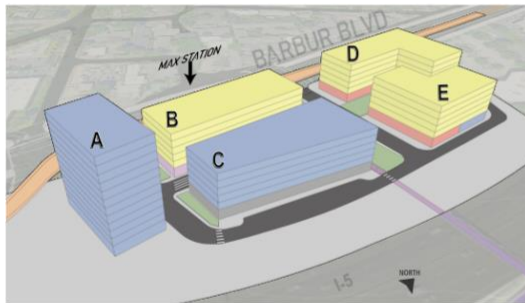
- Affordable housing required for low-income households
- Indoor community space for culture events and/or office space for nonprofit service providers
- Retail can include space for businesses providing culturally relevant goods and services (ex. multicultural market place)
- Outdoor space is aligned to preserves views of Mt. Hood and provide opportunity for public art and community gatherings
- Circulation prioritizes pedestrians and connects the pedestrian bridge to the new station
- Office space for businesses and new jobs

SITE PROGRAM

- Five buildings: 3 mixed use and 2 office
- 230 - 300 apartment units
- Affordable housing: Up to 30 units at 60% AMI or up to 60 units at 80% AMI provided through inclusionary zoning
- 15,000 - 20,000 square feet for retail
- 100,000 - 170,000 square feet of office space
- 10,000 - 15,000 square feet of public open space
- 10,000 - 15,000 square feet of private open space
- 3 floors of parking with 150 - 250 stalls

BUILDING PROGRAMS

- Building A : 82,000 sf office
- Building B : 82,000 sf residential, 10,500 sf retail, and 5,500 indoor community space
- Building C : 86,000 sf office and 51,000 sf parking
- Building D : 92,000 sf residential, 7,350 sf retail, and 4,870 indoor community space
- Building E : 60,000 sf residential and 12,000 indoor community space



Renderings of the Barbur Transit Center site redevelopment concept.

- Create a new, walkable small business-focused main street along SW Collins St from SW Capitol Highway to Barbur that becomes the focus of the commercial area on the north side of Barbur. New street segments and a street realignment are needed to realize this vision. Synchronize street and infrastructure designs between the new Collins/41st Ave area, and a rebuilt Barbur Transit Center site that stitches both sides of Barbur together and creates a cohesive identity
- A green barrier of vegetation and trees between I-5 and adjacent areas, to provide “green lungs” to clean the air and lessen the impacts of air pollution on area residents.



Future view looking east-southeast from the corner of SW 41st and SW Collins Street, showing a new commercial main street and mixed-use development

SOUTH – AN AREA IN TRANSITION

Today, the area extending south and east from Barbur and I-5 down to SW Pomona, includes a hub of civic and cultural amenities. Amenities include the Jackson Middle School, two mosques, the Islamic School of Portland, and Holly Farm Park and Capitol Hill Library adjacent to Markham Elementary School. Housing types quickly transition from the apartment complexes along SW Capitol Highway to an area of single dwelling homes extending east to SW 35th.

Apartment complexes surrounding the mosques and civic amenities are home for a long-established Muslim community, with over 600 units of relatively affordable market rate housing. Rents here are likely to go up if light rail investments make this neighborhood more accessible to jobs and other amenities. A primary goal of this Plan's growth concept is to prevent the displacement of this community while making improvements to the neighborhood that raise the quality of life for residents and strengthen the multi-cultural identity of the area. See Subdistrict D for details on code requirements and incentives for maintaining the current form of the apartments and allowing redevelopment if regulated affordable housing is constructed.

Housing types quickly transition from the apartment complexes along SW Capitol Highway to a

neighborhood of single dwelling homes extending to 35th. The growth concept includes transforming from a single-dwelling area with deficiencies in pedestrian infrastructure and parks space into walkable neighborhoods with multi-dwelling buildings and a new community garden and park. A small mixed-use live-work node along 40th is proposed to serve neighbors to the south with a new walkable destination along the walking route to the Barbur Transit Center. See Subdistrict C of the Plan District for code incentives and requirements to support this transition.

Land uses:

- Retention of existing larger multi-dwelling apartment buildings serving low-income households is encouraged. See Subdistrict D
- Two to three story buildings allowed in a new mixed-use node to provide additional retail and live work options at SW Huber and 40th
- Two to three story multi-dwelling buildings allowed in the area south of Barbur between I-5 and SW Galeburn and east-west between SW Capitol Highway and 40th Avenue.
- A potential new community garden on the grounds of Jackson Middle School, and a potential for a new full-service park in the area north or east of the middle school.

Future development will be guided by both the plan district regulations and the Design overlay regulations. Some of the larger future developments will be required to go through a design review, while most others will be required to go through design standards.



Rendering of a plaza/promenade on Taylors Ferry frontage road on north side of Barbur.

ACTION PLAN

Actions are organized by each of the Community Goals under the Great Places with Equitable Access vision. Implementation details include lead agencies and partners, a general timeline, and an indication of whether or not the action is funded or within City control.

There are two basic levels of partners: lead partners and supporting partners. Partners will be a combination of local government agencies and community organizations. Lead organizations are noted in **bold**.

Goal 1A: Increase new housing choices, tools and programs for all household types and incomes throughout the Town Center. Emphasize efficient use of the land closest to the Barbur Transit Center

As the population of SW continues to grow more multi-dwelling housing choices for households of all backgrounds are needed to support an inclusive, diverse and integrated town center. Building more affordable housing and removing barriers to more housing choices will provide more people with access to Southwest's high-quality public schools and colleges, recreation opportunities, civic amenities, and short commutes to multiple regional employment centers. Increased access to an amenity-rich area like Southwest Portland will result in better health outcomes for those households and greater economic prosperity for the region.




The Plan's zoning and development code will influence the location, type, and scale of new housing built. The majority of new housing will have market rate rents generally affordable to middle and upper-income households. Existing incentives will also mandate some regulated affordable housing for lower-income households through the City's Inclusionary Housing (IH) Program. But, as described in the Council-adopted SW Corridor Equitable Housing Strategy (EHS), the amount of affordable housing produced through the IH Program is not enough to meet anticipated needs.



Action Key	
★	Funded or within existing capacity
●	Lead organization supports pursuing funding
■	Lead organization supports exploring concept further
Short-term is 0-5 years	
Medium-term is 5-10 years	
Long-term is 10+ years	

The 2018 EHS set targets for the construction of regulated affordable housing for low-income households along the SW Corridor. This Town Center Plan does not set additional targets but does prepare the Town Center for investments to achieve the EHS new construction targets. See Goal 2B in Section 3 for more on achieving the EHS goal for preventing residential displacement of existing residents.

In addition to setting the stage for future housing and change, the Plan also considers future needed infrastructure to serve new growth and development. Actions below and under Goal 1B reflect coordination underway with service bureaus and the additional work needed to prepare for future growth and supporting the visions of the Plan.

#	Action	Implementation	Status
1	Make zoning map changes and adopt plan district regulations that provide more land for new residential development by rezoning single dwelling areas to multi dwelling and encourage development of affordable housing through the Inclusionary Housing Program.	Agencies: BPS Timeline: Adopt with plan	★
2	Make zoning map changes and adopt plan district regulations that provide more opportunities for new residential development by rezoning some mixed-use areas and providing development bonuses in exchange for new or preserved affordable housing in the town center.	Agencies: BPS Timeline: Adopt with plan	★
3	Initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the area.	Agencies: BES Timeline: Initiate upon adoption	★
4	Initiate an integrated West Portland Town Center Sanitary and Stormwater System Plan that articulates work needed to support growth and aligns with transportation improvements.	Agencies: BES Timeline: Short-term	●

5	Execute a memorandum of understanding between agencies to pursue a path of declaring any areas of the Barbur Transit Center not needed for transportation purposes as surplus ODOT property, to enable a transfer of ownership and site control. Conduct evaluation of Barbur Transit Center properties to rule out any future need related to off-ramps and/or set location for any needed facility.	Agencies: ODOT , City of Portland, TriMet Timeline: Adopt with plan	
6	Per the EHS, execute a development agreement for developing equitable Transit-Oriented Development (ETOD) on the Barbur Transit Center. Leverage this public owned site to maximize production of affordable housing co-located with human services and other community desired amenities (see Goal 2B, 2C, and 1D)	Agencies: TriMet , Prosper, PHB, SWEC Timeline: Short-term	
7	Plan for redevelopment of the Capitol Hill Library to be co-located with housing. Explore opportunities for housing to be affordable to low-income households.	Agencies: Multnomah County Library , PHB Timeline: Medium-term	

8	<p>Per the EHS, incorporate the following community priorities when planning for and funding regulated affordable housing projects:</p> <ul style="list-style-type: none"> • Housing designed for culturally specific needs of immigrant and refugee communities with associated human services • Family sized homes, two or three bedrooms • Homes accessible to people with disabilities • For households directly displaced by the light rail project, conduct additional outreach and marketing for affordable housing. • Encourage affordable rental housing and homeownership development by teams with capacity and commitment to culturally-specific engagement, planning and design. 	<p>Agencies: PHB</p> <p>Applications for funding will be considered through city-wide competitive processes</p> <p>Timeline: Ongoing</p>	
9	<p>Engage local residents and businesses in planning for the development of any future TriMet surplus properties in the town center to provide affordable housing and small business opportunities. Use a racial equity toolkit to engage communities of color in establishing racial equity goals for projects and identifying benefits and burdens.</p>	<p>Agencies: TriMet, PHB, Prosper Portland, BPS</p> <p>Applications for affordable housing funding will be considered through city-wide competitive processes</p> <p>Timeline: Medium-term</p>	

Goal 1B: Fund and build a multi-modal and multi-ability circulation system across the town center area that is safe, comfortable, and accessible for meeting daily needs.

The town center is bisected by an extremely wide and auto-oriented intersection at Barbur and Capitol Highway, lacks a connecting local street network and suffers from deferred street improvements on all street types, including major traffic thoroughfares. The proposed Conceptual Circulation Diagram below outlines the key connections to begin to stitch the town center back together with the goal of improving health outcomes through increased physical activity (biking and walking) and decreased motor vehicle traffic.

The WPTC Plan Circulation Concept Diagram on following page reflects many of the community's priorities noted through the town center planning process. It also includes the Barbur Boulevard improvements to be built as part of TriMet's potential light rail project and interim projects identified by PBOT's Southwest in Motion. Principal components of the proposed circulation network (see diagram) include:

- Construct infrastructure improvements on Barbur Boulevard as part of the light rail project to implement the vision for a Civic Corridor articulated in the Comprehensive Plan - including green infrastructure, sidewalk and bikeway improvements and upgraded lighting - to the section of Barbur north of the "crossroads" with Capitol Highway.
- Enhanced Green Streetscapes along sections of key roadways with vegetation or trees to separate pedestrians from automobile traffic in the most frequented and central areas, including sections of Capitol Highway (south), Huber, Collins and Barbur.
- Redeveloped and realigned SW Collins Street to become a key pedestrian and commercial main street in the northern area of the town center, connecting to the Barbur Transit Center.
- Updated or new I-5 pedestrian crossings behind the Barbur Transit Center and near SW Luradel Street.
- A network of Main Streets, Neighborhood Connectors and Local Community Connectors in conjunction with the Green Ring, to support safe and efficient mobility throughout the town center.

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#	Action	Implementation	Status
1	Adopt identified amendments to the Transportation System Plan's Project List, Master Street Plan and Implementation Strategies chapter, as well as specific classifications for select streets in area. See Section 4 for a full list of projects and plans. <i>Actions called out below are new projects identified by this Plan.</i>	Agencies: BPS , PBOT Timeline: Adopt with plan	★
2	Adopt a West Portland Town Center Plan Transportation Element which articulates updated area priorities and future work needed to create a safe, accessible and useful circulation network for the town center.	Agencies: PBOT , BPS, BES Timeline: Short-term	●
3	Develop and adopt a funding and implementation plan for West Portland Town Center area capital projects and related elements.	Agencies: PBOT , BPS, BES Timeline: Short-term	●
4	Develop and adopt the West Portland Right of Way Design Standards to guide public and private investment in the right of way. This includes standards for local streets, main streets, and greenscape enhanced streets.	Agencies: PBOT , BPS, BES Timeline: Medium-term	●
5	Develop and adopt a West Portland Town Center Master Street Plan.	Agencies: PBOT , BPS, BES, PP&R Timeline: Short-term	●

6	Develop and adopt a concept plan for a WPTC Green Ring. Consider integration into a larger Green Ring framework in other Portland Town Centers.	Agencies: PBOT , BPS, BES, PP&R Timeline: Medium-term	●
7	Develop and adopt a plan to re-align SW Collins Street where it meets Barbur and implement streetscape and circulation changes to facilitate a new pedestrian oriented commercial main street.	Agencies: BPS , PBOT Timeline: Short-term	■
8	Analyze and adopt a plan for pedestrian and cycling safety solutions for the Crossroads.	Agencies: PBOT , BPS, ODOT, PP&R Timeline: Short-term	■
9	Study options to close, reconfigure, or re-locate I-5 ramps in SW Portland between Burlingame and Tigard, with a consideration of this Plan's goal to deprioritize vehicle traffic in the town center.	Agencies: ODOT , PBOT, BPS, Timeline: Short-term	●
10	Develop and implement a plan for improved bus circulation and bus stop facilities in the town center, including the redeveloped Barbur Transit Center. Include planning for improved bus service from the town center to surrounding commercial services. Use inclusive community engagement practices in bus service planning and in conjunction with light rail planning.	Agencies: TriMet , PBOT Timeline: Short-term	●
11	Pursue funding to study and pilot stormwater management solutions to support build out of the transportation network.	Agencies: BES , PBOT , BPS Timeline: Short/Medium-term	●

12	Design and implement a project to renovate the existing I-5 freeway pedestrian crossings behind the Barbur Transit Center and fund implementation.	Agencies: PBOT, ODOT , BPS, BES, Friends of Trees Timeline: Long-term	■
13	Initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the area.	Agencies: BES Timeline: Initiate upon adoption	★
14	Initiate an integrated a West Portland Town Center Sanitary and Stormwater System Plan that articulates area priorities and future work needed to support growth, align with transportation improvements and address sewer and stormwater management issues in the area. Plan will include a phasing and funding strategy to sequence and implement critical investments and work. <i>(Find more details in Section 4.)</i>	Agencies: BES, PBOT , PWB, BPS, BDS Timeline: Initiate upon adoption	●
15	Develop a coordinated implementation strategy for designing, phasing, funding and building transportation and stormwater projects to serve the district.	Agencies: BES, PBOT , BPS Timeline: Short-term	●
16	Implement sanitary, stormwater and stream enhancement projects to serve the district. Projects will: <ul style="list-style-type: none"> • Resolve capacity issues in the sanitary system. • Extend stormwater service to areas of anticipated development. • Provide additional conveyance facilities and regional facilities. • Mitigate impacts of stormwater discharge to local streams. • Provide capacity in down-system facilities to support future development. 	Agencies: BES, PBOT Timeline: Long-term	●

Goal 1C: Create defined main streets and commercial areas. Enhance conditions for more robust and varied commercial and business services in these areas.

The town center area today has over 70 businesses, including a number beloved by the community and some that provide culturally specific goods and services. However, due to the design of traffic circulation in the area 100% of the buildings these businesses occupy are auto-oriented, many with large parking lots and drive throughs. There is also a concentration of gasoline stations and auto service businesses in the area. This limits the types of other services and uses that are available in the area. The community desires more variety of commercial services and the ability to walk or bike to meet their daily needs. Creating distinct commercial areas in the northern and southern part of the town center that are designed for residents and workers to walk to will help establish the identity and character of the area. Proposed land use regulations allow a level of population growth over time to support the demand for new and more varied commercial services.

#	Action	Implementation	Status
1	Adopt zoning map changes that expand the area of mixed-use development allowing for a greater number of commercial enterprises in the town center.	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt zoning map changes to identify streets where ground floor active uses are required, to support commercial activity in the central areas of town center.	Agencies: BPS Timeline: Adopt with plan	★
3	Adopt plan district standards for new development that establish a range of coherent and distinguishing characteristics for the town center's commercial main streets and that support small business needs together with a shift to a more pedestrian-oriented development pattern and streetscape.	Agencies: BPS Timeline: Adopt with plan	★

4	Adopt plan district regulations to encourage new development that supports small business and affordable commercial opportunities, including local minority/women-owned businesses.	Agencies: BPS Timeline: Adopt with plan	★
5	Create a new city-wide funding source derived from the land value created when rezoning properties and building publicly funded infrastructure. Use funds for equitable economic development programs such as a program focused on supporting BIPOC and women owned businesses and organizations owning and leasing spaces.	Agencies: Prosper, BPS Timeline: Short-term	●
6	Pursue redevelopment of the Barbur Transit Center to extend the commercial and retail services on the new commercial main street on SW Collins Street.	Agencies: TriMet, Prosper Timeline: Short-term	●

Goal 1D: Design public spaces that consider the physical and social infrastructure needed to support people and businesses, while responding to the topographic, natural and scenic attributes of this area.

The town center area is relatively hilly in character, has abundant tree canopy and vegetation in some areas and proximity to natural areas and parks. These natural amenities can be reflected in the design of new development and provide the area a unique identity and improved health.

Along with roadways, public spaces can be the connective tissue between uses in an area. These are the public plazas and parks, the spaces between the street and buildings, and the bus stops or light rail station. They provide a backdrop for activity of all types that support a vibrant center and should be designed to prioritize socializing and physical activity.

#	Action	Implementation	Status
1	Adopt plan district regulations that leverage the requirements of the Design overlay to require development elements that respond to the area's character and natural assets into the built environment.	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt plan district regulations that require development to integrate environmental features into the overall site design, which will contribute to area character, enhance stormwater management, reduce air pollution and temperatures, improve public healthy and quality of life, and mitigate impact to the area's natural systems.	Agencies: BPS, BES Timeline: Adopt with plan	★
3	Design the new commercial main street on SW Collins Street to provide a visual connection to Woods Memorial Park on its west end	Agencies: BPS, PBOT, PP&R Timeline: Adopt with plan	●
4	Ensure Barbur Transit Center redevelopment plans account for a publicly accessible viewpoint of Mt. Hood and public open space.	Agencies: TriMet, Prosper, PP&R, Timeline: Short-term	●

3: COMMUNITY VISION 2: STRONG PEOPLE AND COMMUNITIES

Vision: *A thriving and interconnected community that contains racially and economically diverse households who are resilient in the face of displacement pressures and supported by strong social and cultural institutions and human services that benefit all residents.*

Cultural diversity in their community is the number one characteristic West Portland Town Center residents reported pride in. While this is one of the community's strengths there is much work to be done to grow the community's capacity to accomplish larger projects that support this diversity. The following subsections provide policies and actions to support a diverse and interconnected community.

Commitment to health equity

The town center's social and economic environment, including education, housing, and economic opportunities contribute to long term health inequities experienced by households historically excluded from economic opportunities and communities of color. These opportunities are limited by racism and other forms of bias and are exacerbated by reduced access to political power. These health inequities vary depending on where you live, with worse outcomes in West Portland Park.

Below are ways this Plan is designed to achieve health equity and improve overall community health:

- **Community stability through preserving and creating new healthy and affordable housing.** Reducing housing cost burden for low-income households can alleviate chronic stress from the fear

of being displaced from their homes and social support networks.

- **Economic opportunity for those left out of our region's economic prosperity.** Income is one of the strongest and most consistent predictors of health and disease. Connecting low-income residents to education and training for jobs that pay a living wage such as at PCC and OHSU will reduce poverty. Equitable public contracting processes and creation of smaller commercial and retail spaces help build wealth within communities of color.
- **Strengthen social cohesion through gathering spaces and programs for culturally specific and cross-cultural community building.** Communities with gathering spaces and activities which give people opportunities to gather with their own culture or bring multiple cultures together are more

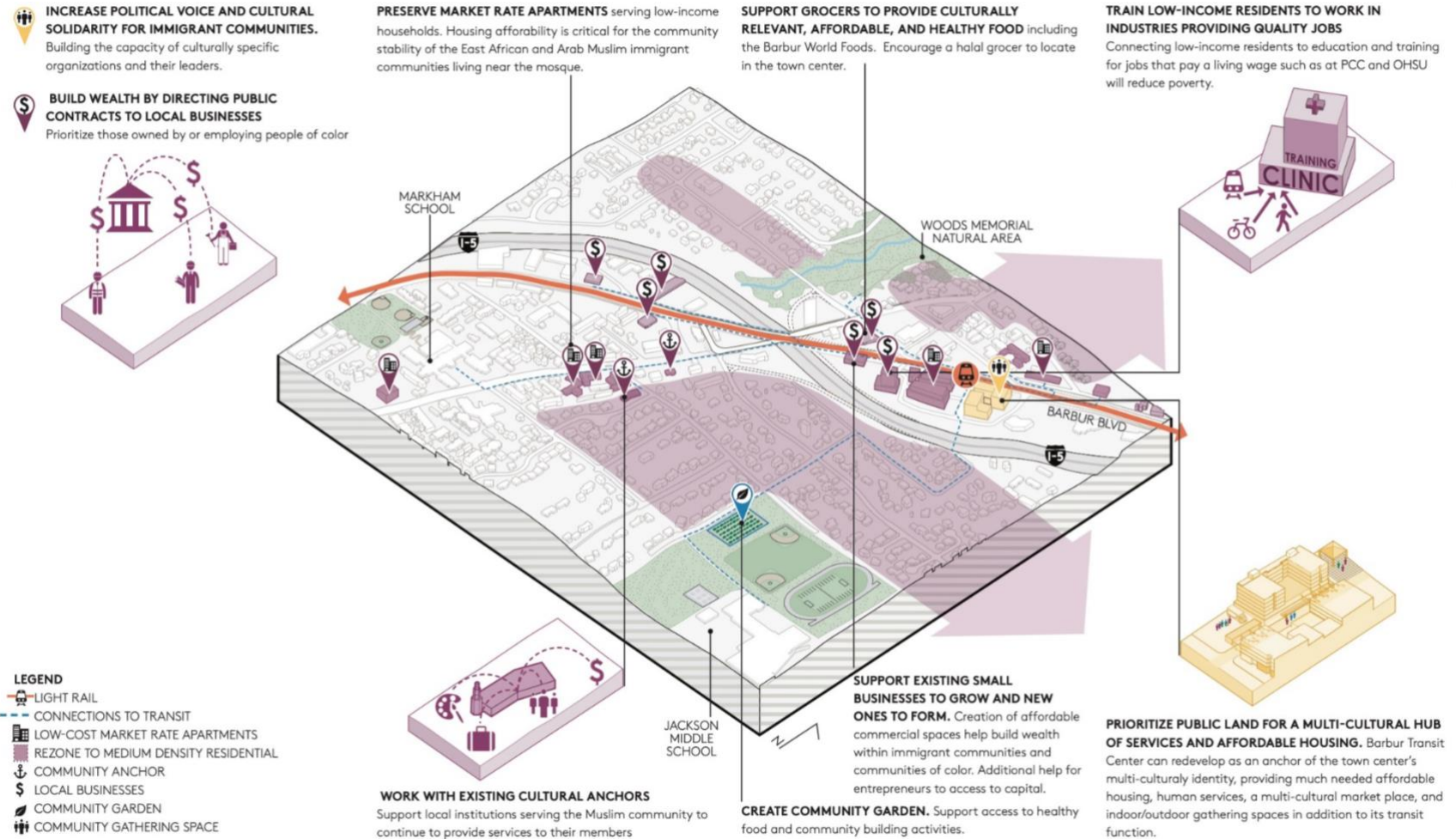
likely to develop a sense of trust and connection known as social cohesion. Social cohesion reduces morbidity, builds social and political capital, and can increase economic opportunities for individuals

- **Support access to healthy grocery options and culturally specific food.** Maintaining the presence of existing grocery options and encouraging new food markets that serve culturally diverse

communities to open in the town center are critical steps to meeting the nutritional needs of residents.

- **Increase political voice and cultural solidarity for immigrant communities.** Building the capacity of culturally specific organizations and their leaders can increase the services available and strengthen the sense of cultural identity tied to the town center.

STRONG PEOPLE AND COMMUNITIES



Strong people and communities graphic illustrates proposals to support improved health outcomes. [View full image](#)

Policies to guide and support the vision for Strong People and Communities

The West Portland Town Center will benefit from the City's recently adopted Comprehensive Plan policies for equitable development without displacement as the area improves, become more desirable, and the cost of land and housing increases. This means sufficient affordable housing, more political voice in policy making, and greater economic opportunity for communities of color that have historically been displaced by growth and marginalized economically and politically. New policies are also needed to address the area's unique barriers to healthy living and strengthen its multi-cultural assets and identity.

Below are the Comprehensive Plan (CP) policies guiding this plan. *New Comprehensive Plan policies* (in italics) are proposed to support the West Portland Town Center Plan (WPTC). Called out for each one in parenthesis is either the existing CP goal number or the WPTC policy number. A compiled list of new Comprehensive Plan policies can be found in Section 7 (Volume 2).

Community engagement: During the implementation of the West Portland Town Center Plan the City seeks social justice by expanding opportunity for all community members, recognizing a special responsibility to engage, as genuine partners, under-served and under-represented communities. Neighborhood associations and SWNI will continue to enjoy current levels of City support and development notification rights. In addition, residents in West Portland Town Center who are people of color or experiencing poverty have:

- *meaningful participation and representation in City decision making processes and structures such as future processes to plan for the redevelopment of the Barbur Transit Center and the transportation solution to the Crossroads (WPTC 5)*
- *access to capacity building resources to develop relationships, knowledge, and skills to effectively participate in development processes (WPTC 6)*

Affordable housing and displacement: The City is committed to expanding the supply of affordable housing and mitigating involuntary displacement of low-income households and communities of color as a result of the expected neighborhood change from the West Portland Town Center Plan. This means:

- *use the public investments in transportation improvements such as new light rail service to mitigate the impacts of displacement pressures through provision of publicly owned land for affordable housing (WPTC 7)*
- use planning tools and investments to protect the socioeconomic diversity and cultural stability of the established immigrant and refugee communities by *encouraging retention of existing unregulated affordable rental housing in apartment buildings and incentivize their long-term affordability.* (WPTC 8)
- increase renter protections and direct funding for health, safety and stability in the face of displacement pressures (CP 5.54)
- use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing (CP 5.35)

Economic and workforce development: The City's economic policies aim to increase prosperity for all by targeting City investments in areas like the West Portland Town Center where racial and economic disparities exist in employment and business ownership.

- Reducing poverty by aligning economic and workforce development investments with human services, transportation, housing, and education (CP 6.29)
- Encourage a future tax increment financing district to primarily benefit existing residents and businesses through protection from displacement pressures (CP 6.32)
- *Leverage plans and accompanying investments to encourage contracting with minority-owned and woman-owned businesses (WPTC 9)*
- *Engage broad and collaborative economic development partnerships to achieve the town center's equitable development goals (WPTC10)*
- *Prioritizing employment uses in parts of the town center to support employment types that provide quality jobs (WPTC 11)*
- *Support equitable access to workforce training and employment opportunities for black, indigenous and people of color ("BIPOC"). And immigrant residents in the town center (WPTC 12)*
- *Encourage and support development of affordable commercial space for small businesses owned by immigrants and refugees (WPTC 13)*

Multi-cultural amenities:

- Enhance and celebrate the significant places of the town center with symbolic features that reinforce the local multi-cultural identity and contribute to wayfinding throughout the town center (CP 3.11)
- Ensure public plans and infrastructure investments incorporate public art, culture, and performance arts. Incentivize public art in as part of private development projects. (CP 4.59)
- *Use land use regulations and public resources to support development of a Multicultural Hub of culturally relevant services, affordable housing human services, and businesses on and surrounding the Barbur Transit Center to complement the area's multi-cultural identity and growing residential character. Examples of*

cultural attractions could include a multi-cultural center and/or multi-ethnic food and marketplace. (WPTC 14)

Health equity:

- *Local government's investments to reduce carbon emissions and increase the town center's resilience to climate change benefit low-income people and communities of color (WPTC 15)*
- *Ensure that community gardens are available to people living in areas zoned for mixed-use or multi-dwelling development (CP 4.88). Seek co-location of community gardens with public school campuses. (WPTC 16)*
- *Support existing grocers to stay in the town center and provide affordable healthy food choices that meet the residents' diverse cultural needs. (WPTC 17)*
- *Integrate green infrastructure into public infrastructure projects and private development along Barbur and I-5 to buffer residents and workers from noise and air pollution. (WPTC 18)*

ACTION PLAN

Actions are organized by each of the Community Goals under the overarching goal of Strong People and Communities. Implementation details include lead agencies and partners, a general timeline, and an indication of whether or not the action is funded or within City control.

There are two basic levels of partners: lead partners and supporting partners. Partners will be a combination of local government agencies and community organizations. Lead organizations are noted in bold.

Action Key	
★	Funded or within existing capacity
●	Lead organization supports pursuing funding
■	Lead organization supports exploring concept further
Short-term is 0-5 years	
Medium-term is 5-10 years	
Long-term is 10+ years	


Goal 2A: Prevent residential and cultural displacement by providing households historically excluded from economic opportunities and communities of color the choice to remain in place and build wealth.

The West Portland Town Center is the only area in southwest Portland with levels of racial and economic diversity near the city-wide average. This is due in part to the well-established East African and Arab Muslim immigrant communities with roots in West Portland Park. They face high risk of displacement as the Portland real estate market drives up prices and efforts to improve these neighborhoods increases its desirability. The SW Corridor Equitable Housing Strategy has actions to prevent displacement corridor wide. The Town Center is the area where this strategy must be successful if we are to truly learn from the past harm to low-income households when plans for introducing new transit and encouraging redevelopment did not follow through on their commitments to prevent displacement.

All of the City's available tools and partners are needed. Historically few of the City's affordable funding resources were available in this part of the city due to the reliance on Tax Increment Financing Districts, which have not applied in this area. Land use tools that have historically not been used to preserve the affordability of multi-dwelling house need to be adapted in innovative ways. Early pre-development and acquisition activities increase the likelihood that affordable housing projects will be competitive for the few public funding resources awarded through city-wide processes.

The actions below lay out how the City and community partners will use targeted land use strategies and city-wide affordable housing programs to work with private landlords, tenants, community organizations, and developers to promote cultural inclusivity and prevent displacement of immigrant communities.

#	Action	Implementation	Status
1	Make zoning map changes and adopt a plan district subdistrict with regulations designed to encourage retention of market-rate apartment buildings serving low-income households unless they redevelop as regulated affordable housing	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt plan district regulations to preserve and incentivize the affordability of market-rate apartments serving low-income households by allowing development capacity (FAR) to be transferred from affordable apartments to new development sites in mixed-use areas of the city	Agencies: BPS, PHB Timeline: Adopt with plan	★
3	Per the EHS, identify market rate apartment buildings serving low-income households in the town center for acquisition through a mission-driven Real Estate Investment Trust	Agencies: Meyer Memorial Trust Timeline: Ongoing	★
4	Per the EHS racial equity policies; prioritize funding for housing development providers with demonstrated experience in serving culturally specific populations if they seek to acquire and preserve market rate apartments serving low-income households. Housing providers can also apply for Portland Clean Energy Funds to retrofit buildings for energy efficiency, upgrade the properties and reduce utility costs while maintaining affordability	Agencies: PHB, PCEF Applications for funding will be considered through city-wide competitive processes Timeline: Short-term	●
5	Work with landlords and tenants of market rate apartment buildings serving low-income households to inspect and upgrade health and safety conditions without displacing tenants.	Agencies: BDS, CAT Timeline: Short-term	●

6	<p>Per the EHS, provide funds to cultural organizations for anti-displacement services. Services identified in the SW Corridor Equitable Housing Strategy include:</p> <ul style="list-style-type: none"> • Legal support • Tenant counseling • Landlord training • Rent assistance 	<p>Agencies: PHB</p> <p>Tenant services are available city-wide</p> <p>Timeline: Ongoing</p>	
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Goal 2B: Create opportunities for community and cultural spaces to thrive.

The town center is fortunate to have a library and two schools which provide space for community meetings or occasional larger events. Some religious institutions also provide gathering space for their members. But there is a community desire for indoor and outdoor spaces dedicated for community gatherings and events. Spaces that can be used both to build relationships across cultural and socioeconomic status and for immigrant communities to host culturally specific events that build community self-determination and solidarity. Increased social cohesion amongst the town center's ethnically diverse population can build stronger neighbor support networks and improve the effectiveness of resident advocacy to influence the policy decisions and investments that are changing the area. Strong social cohesion can also reduce the discrimination and stress experienced by the town center's immigrant residents, improving everyone's physical and psychological wellbeing.

Culturally specific gathering spaces can be cultural anchors serving a critical role in preventing displacement. They can provide meeting space for vulnerable populations to organize themselves to establish a political voice in the face of displacement pressures. They can also be large event space for the weddings, festivals, and other important events that maintain the strong bonds and cultural identity to root people in place. The dearth of culturally specific organizations in the town center to operate these spaces is a major obstacle but a number of nonprofits in the broader Southwest area are well positioned to play this role and establish a physical presence.

Public art installations and art events were identified by residents as another means of strengthening the community's multi-cultural identity and resilience as the town center changes. Seeing art and design in new development that reflects the culture of the town center's racially diverse population can inspire feelings of inclusion and safety. Community organizational capacity for event programming and working with public agencies and private developers to produce temporary and permanent art installations is another need in the area.

#	Action	Implementation	Status
1	Adopt a Plan District with a Multicultural Community and Commercial Subdistrict in the area around the Barbur Transit Center with unique regulations providing development incentives to increase the financial feasibility of including community meeting rooms and large event space in mixed-use development.	Agencies: BPS, BDS Timeline: Adopt with plan	★

2	Execute a development agreement for redevelopment of the Barbur Transit Center property to include art by or reflective of the town centers' immigrant community, indoor multi-cultural community gathering space, a senior center, an outdoor plaza, and/or open space that can accommodate public events.	Agencies: TriMet , Prosper, RAAC, PP&R, TriMet, SWEC Timeline: Short-term	●
3	Work with local residents and immigrant artists to incorporate culturally-based art, signage, way finding, and events in public spaces. Incorporate community-centered art and culture into development. Seek funding from Metro's Community Placemaking Grants Program and the Regional Arts Council's Public Art Program. Work with TriMet to incorporate art into the light rail design and construction.	Agencies: HAKI, Neighborhood House , PBOT, PP&R, RAAC, ODOT, TriMet, Metro Timeline: Short-term	●
4	Work with local BIPOC residents and immigrants to design public spaces and placemaking projects to be welcoming, inclusive and safe from discrimination. This can include public right away projects planned for in Goal 1B.	Agencies: Office of Civic and Community Life's Community Safety Program , PBOT, PP&R, ODOT, TriMet, Metro	★
5	Support relationship building activities between the Town Center's immigrant communities with other immigrant and refugee, BIPOC and Muslim communities in other parts of the city.	Agencies: Office of Civic and Community Life's Immigrant & Refugee Program	●
6	Provide neighborhood associations with training on the "History of Racist Planning in Portland" report and provide opportunities for community dialogue. Other community groups will be provided the training upon request.	Agencies: BPS, Fair Housing Council of Oregon , Civic Life's Constructing Civic Dialogues program Timeline: Short-term	★

Goal 2C: Promote opportunities for businesses and employment, including immigrant, minority, and women-owned small businesses and workers, that reflect the diverse cultures of the area.

The disparities in income and poverty in the town center make it clear that we can no longer assume “all boats rise with a rising tide” as improvements are made. Commercial displacement and job opportunities weighted toward low-wage retail are undesirable outcomes as the town center becomes more desirable for investors. A new model for inclusive economic development using a racial equity lens is needed.

Metro’s SW Equitable Development Strategy (SWEDS) has corridor-wide strategies for small business support and workforce development that should be prioritized for implementation in the town center. However, few public funds are available for the needed programming. At the direction of City Council, Prosper Portland could explore a new Tax Increment Financing District in partnership with the Portland Housing Bureau and community partners that could take some SWEDS strategies to scale and support commercial real estate development in service of the community-identified needs and ideas in this Plan:

- multi-cultural market-place similar to the Mercado on SE Foster Avenue
- new or affordable commercial space for small businesses, including childcare
- nonprofit office space or flexible event space for community services
- technical and financial assistance for small businesses providing culturally relevant good and services such as a halal grocer.

While long-term funding resources are being secured, the area is in dire need of an organized business association or community organization with relationships in the business community. Community economic development approaches should be tailored to support immigrant and minority-owned businesses and build on this growing destination for East African and Arab Muslim owned businesses.





While Prosper Portland will be critical in achieving this goal, land use regulations will also shape development supportive of opportunities for small businesses and community services. Infrastructure investments such as the anticipated light rail must also play a role in local workforce development by providing employment opportunities for women and minority residents. Childcare facilities are also needed parental supports to accompany workforce and wealth building strategies.

#	Action	Implementation	Status
1	Adopt a plan district with unique regulations in commercial mixed-use areas that provide development incentives to increase the financial feasibility of including small commercial space, commercial space for community services, and childcare.	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt a Plan District with regulations limiting the size of commercial space for smaller emerging businesses and requiring some commercial space be affordable per Prosper Portland's Affordable Commercial Space Program.	Agencies: BPS, Prosper Timeline: Adopt with plan	★
3	Execute a development agreement for redevelopment of the Barbur Transit Center property to include affordable commercial space for small businesses and a multi-cultural market, building on the success of the Portland Mercado in Southeast.	Lead agencies: Prosper , TriMet, SWEC Timeline: Short-term	●
4	Support long-term and light-touch small business support to business owners of color, immigrants, women founders, and other underrepresented minorities along the SW Corridor.	Agencies: Prosper Timeline: Short-term	●
5	In partnership with the SW Equity Coalition, consider formation of a tax increment financing district along Barbur Boulevard, including the West Portland Town Center, to fund community development priorities in this plan and other equity-based outcomes.	Agencies: Prosper, PHB Timeline: Short-term	●
6	Per SWEDS, pursue models that provide residents with financial literacy skills and a wealth building investment opportunities while supporting commercial space for neighborhoods serving businesses (such as Mercy Corps' East Portland Community Investment Trust model).	Agencies: Prosper , SWEC Timeline: Short-term	●
7	Per SWEDS, inventory and survey small businesses to establish needs for anti-displacement financial and technical resources and related	Agencies: Prosper Timeline: Short-term	●

	community economic development capacity building needs (such as the Neighborhood Prosperity Network model)		
8	Recruit and retain community serving retailers and small businesses, such as a halal grocery store as part of the Multicultural Hub development and support for existing grocers as a key retail anchors in the West Portland Town Center	Lead: Prosper Timeline: Short-term	●
9	Encourage and publicly report on public contracts to businesses owned by people of color and women consistent with public agencies' MWESB policies and goals	Lead: TriMet, ODOT, BES, PBOT, PHB Timeline: Short-term	★
10	Connect residents from the town center's BIPOC and immigrant communities to workforce training programs and opportunities, with a particular focus on youth trainings (such as Worksystems Economic Opportunity Initiative)	Lead: IRCO, OHSU, Prosper Worksystems Inc. Timeline: Short-term	●

Goal 2D: Foster and support community engagement and outreach to under-represented groups. Increase their capacity for involvement in issues that affect them.

Much of the success of this Plan will be determined by the community's capacity to organize and work together to influence private development, take on implementation of Plan actions, and also advocate for consistent levels of public funding. The town center does not have a place-based organization whose mission is to bring residents and organizations together for the greater good. Proper's Neighborhood Prosperity Initiative is a model worth exploring to stand up a backbone organization charged with coordinating community development activities in the town center.




#	Action	Implementation	Status
1	Host annual community events to report on progress toward racial equity goals and refine priorities of the town center's BIPOC and immigrant communities. Invite neighborhood associations and other organizations to build relationships and identify opportunities to collaboratively advocate for shared racial equity goals.	Agencies: SWEC, SWNI , Civic Life's Immigrant & Refugee Program Timeline: Ongoing	
2	Adopt plan district regulations that require notice of development to be sent to the Southwest Equity Coalition in addition to the long-standing requirement for neighborhood associations and district coalition	Agencies: BPS, BDS, SWEC Timeline: Adopt with plan	
3	Host a land use and real estate development leadership cohort in SW Portland for low-income residents and leaders from BIPOC communities.	Agencies: SWEC , BPS, Prosper, PHB Timeline: Short- term	
4	Seek funding and opportunities to build community cohesion and relationships across cultures. Possible future funding opportunities include Civic Life's Constructing Civic Dialogues program. National support and resources through Civic Life's participation in Welcoming America, Cities4Action, and other immigrant integration networks could be leveraged in support of social cohesion activities.	Agencies: Civic Life's Immigrant & Refugee Program , SWNI, MC Health Department, local faith communities Timeline: Ongoing	

Goals 2E: Improve mental and physical health outcomes for people living and working in the area through improved health services and more connections to nature


The town center has as many environmental health amenities as it does hazards. An abundance of natural areas are hard to access except by car and do not provide the same community gathering amenities that developed park space offers. Open space exists throughout the area with a couple parks and school fields but a deficiency in programmed, developed park space still exists. And the I-5 freeway on and off ramps continue to pollute and disrupt the community.

While a number of small private health service providers operate in the town center there is no longer a medical clinic in southwest Portland that serves low-income households without insurance. Residents now commute to Virginia Garcia Health Center in Beaverton for these services.

The actions below aim to provide some of the determinants of a long and healthy life: access to health services, a healthy environment, and opportunities for recreation and healthy food.

#	Action	Implementation	Status
1	Adopt development regulations that require a landscape and/or sound wall buffer for properties that abut the I-5 corridor. Explore public funding for these improvements when provided on publicly owned land.	Agencies: BPS, TriMet Timeline: Adopt with plan	
2	Expand tree and landscape buffer options on ODOT's I-5 adjacent properties in the town center.	Agencies: ODOT, BPS, TriMet Timeline: Short-term, ongoing	
3	Develop a coordinated street tree plan for the area in conjunction with planned light rail improvements along Barbur and explore a program to support public tree planting and maintenance efforts in the area.	Agencies: BPS, PP&R-UF, PBOT, TriMet Timeline: Short-term, ongoing	

4	Establish a community garden on the Jackson Middle School property through upcoming PPS facilities planning process. Engage immigrant communities to design and program the garden in a culturally relevant manner. Work with Neighborhood House to explore programming a portion of the garden for their food pantry and using a volunteer run management model.	Agencies: PPS , PP&R, Neighborhood House Timeline: Short-term	■
5	Establish a new public park in or near the southeast quadrant of the town center by leveraging publicly owned sites or acquiring land if it becomes available.	Agencies: PPR , BPS, Prosper Portland Timeline: Medium-term	●
6	Explore funding opportunities to make physical improvements to support personal and community health.	Agencies: MC Health Department , BPS Timeline: Short-term, ongoing	●
7	Seek funding for partnerships to study and implement opportunity for a public medical clinic in area, as well as funding for prevention workshops and healthy activities.	Agencies: MC Health Department , BPS Timeline: Short-term, ongoing	■
8	Make Wilson High School health clinic open to the public and include mental health services.	Agencies: PPS , MC Health Department Timeline: Short-term, ongoing	■

9	Plan for emergency services such as food pantry, household and school supplies, clothing, and other essential needs to be provided within the town center	Agencies: Neighborhood House , Multnomah County Department of Human Services Timeline: Short-term, ongoing	
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4: IMPLEMENTATION

Implementing the WPTC Plan will require the City of Portland, other public agencies and community partners to work together to realize the vision of the plan and achieve its goals. This chapter describes the regulatory tools and financial resources that can be used to implement the plan over time. In sections covering Community Development Implementation, Comprehensive Plan and Zoning Map, Zoning Code, Infrastructure and Transportation, it describes how those tools and resources can move the plan from concept to reality as the community grows and evolves.

The town center is well positioned to learn from the past and provide a new model of equitable growth. And the opportunity to get ahead of the predictable cycle of involuntary economic displacement is now. Essential to the success of the plan is meaningful financial capitalization and accountable community partnership, and commitments with the City to seek solutions together will likely be the major determinants of whether the big ideas of this plan come to fruition.

COMMUNITY DEVELOPMENT IMPLEMENTATION

Community development goals and actions in this plan are dependent on private market actors contributing to public benefits and the public sector deploying resources for affordable housing, equitable economic development, urban infrastructure, health equity and community capacity building. These investments will benefit all people – but centers the needs of residents excluded from economic opportunity, workers and small businesses owned by Black, Indigenous and people of color (BIPOC). Plan actions related to the community development elements of the plan are found under Goals 2.

Increased property values and real estate market strength resulting from public investment in light rail and increased development capacity from zoning changes comes with an expectation to provide public benefits. The private market will play a substantial role in providing these benefits. Benefits are codified in the West Portland Multicultural Plan District described in the next section.

The public sector investments will also play a critical role. Implementing major community development priorities in this plan requires:

- 1) new funding sources be created through legislative action; and
- 2) competing for resources from existing programs available city or region-wide.

Following are some of new funding sources government partners can create and an incomplete list of existing sources and programs. Partnering with organizations led by and accountable to community leaders from BIPOC communities is critical to ensuring investments have equitable outcomes.

New Funding or Resources	
Funding or Resource	Authorizing bodies
A new SW Portland Tax Increment Financing District (see appendix 8 and 9 for details)	Prosper Portland Commission and City Council ordinances
Seed a land and property acquisition fund for affordable housing (see appendix 8 for details)	Metro Council or Portland City Council budget appropriation
Establish a regional anti-displacement program if 2020 regional transportation measure passes	Metro Council ordinance
Capture value from the property value increase created when rezoning properties and building publicly funded infrastructure	Portland Planning and Sustainability Commission and City Council ordinance and State Legislative approval
Discount or donate publicly owned land for affordable housing and community economic development projects (see appendix 8 for details on TriMet's future surplus properties and ODOT's Barbur Transit Center)	TriMet Board approval and State Legislature approval

Existing City-wide or Region-wide Programs and Funding	
Program or Funding	Description
BPS – Portland Clean Energy Fund	Annual funding for <u>climate action</u> that advances racial and social justice programs: clean energy projects, green infrastructure projects, clean energy jobs training, and programs that both reduce greenhouse gases and promote economic, social and environmental benefits.
PHB – Development Loan Program	Federal and local funding (ex. City and Metro housing bonds) awarded to developers of regulated affordable housing through a competitive Notice of Funding Availability process.
PHB – Rental Services Office	Technical assistance for renters and landlords on <u>Mandatory Renter Relocation Assistance</u> , tenant-landlord law, and additional renter protections
Prosper Portland – Community Workforce Navigators	Workforce navigators are individuals who focus workforce development activities in priority neighborhoods
Prosper Portland and Worksystems Inc. – Economic Opportunity Program	Funds community-based organizations to help low-income individuals to receive training and job placement.
Prosper Portland – Business Finance Program	Program addresses the need for tenant improvements, equipment purchase, façade improvements, property development and rehabilitation, real estate acquisition, credit enhancement, property feasibility study, and working capital.
Prosper Portland – Neighborhood Prosperity Network	Grants, training, and staff support for commercial districts to plan and implement community-led economic development projects
Metro – TOD Program	Metro acquires and owns properties in transit-served areas and provides grants to developers to create affordable and mixed-use projects near transit

Metro Place Making Program	Grants for community groups to create art projects and events
Metro – 2040 Planning and Development Grants Program	Grants for cities and communities to plan for all types of housing and equitable growth in neighborhoods
TriMet TOD Program	Provides technical assistance and financial support for TOD on properties that are no longer needed for TriMet construction or operations
Office of Community and Civic Life – New Portlanders Program	Funds nonprofit organizations to provide social, educational, health, legal, and advocacy services for immigrants. Support the New Portlanders Policy Commission and Portland United Against Hate coalition.
Office of Community and Civic Life – Constructing Civic Dialogues	Funds nonprofit organizations to provide free trainings and events for residents to have civic dialogues
Office of Community and Civic Life – Community Safety Program	Staff support and grants to community groups to address public safety solutions, such as emergency preparedness, personal safety, and community advocacy.

REGULATORY TOOLS – ZONING CODE AND MAP

COMPREHENSIVE PLAN MAP AND ZONING MAP

The **2035 Comprehensive Plan Map** depicts a long-term vision of how and where the city will accommodate anticipated population and job growth. Its designations are tied to policy statements in the Comprehensive Plan and they specify, by site, where various land uses can be located.

Each Comprehensive Plan Map designation corresponds with one or more implementing “zones.” The zones are defined in the Portland **Zoning Code**, which also contains regulations that specify the permitted uses and intensity, and required standards, on any given site. In short, zoning directs how land can be used and what can be built on any given property today. A **Zoning Map** depicts where the zones apply.

The WPTC Plan Land Use Growth Concept has been refined and translated into both a Comprehensive Plan Map and a Zoning Map.

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be

updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundary.

The following four maps – divided for clarity into north and south sections – call out the proposed changes to both the Comprehensive Plan and Zoning Maps, including the town center boundary. Additional maps of the area showing zoning beyond the proposed town center boundary can be found in Section 8 (Volume 2).

North section

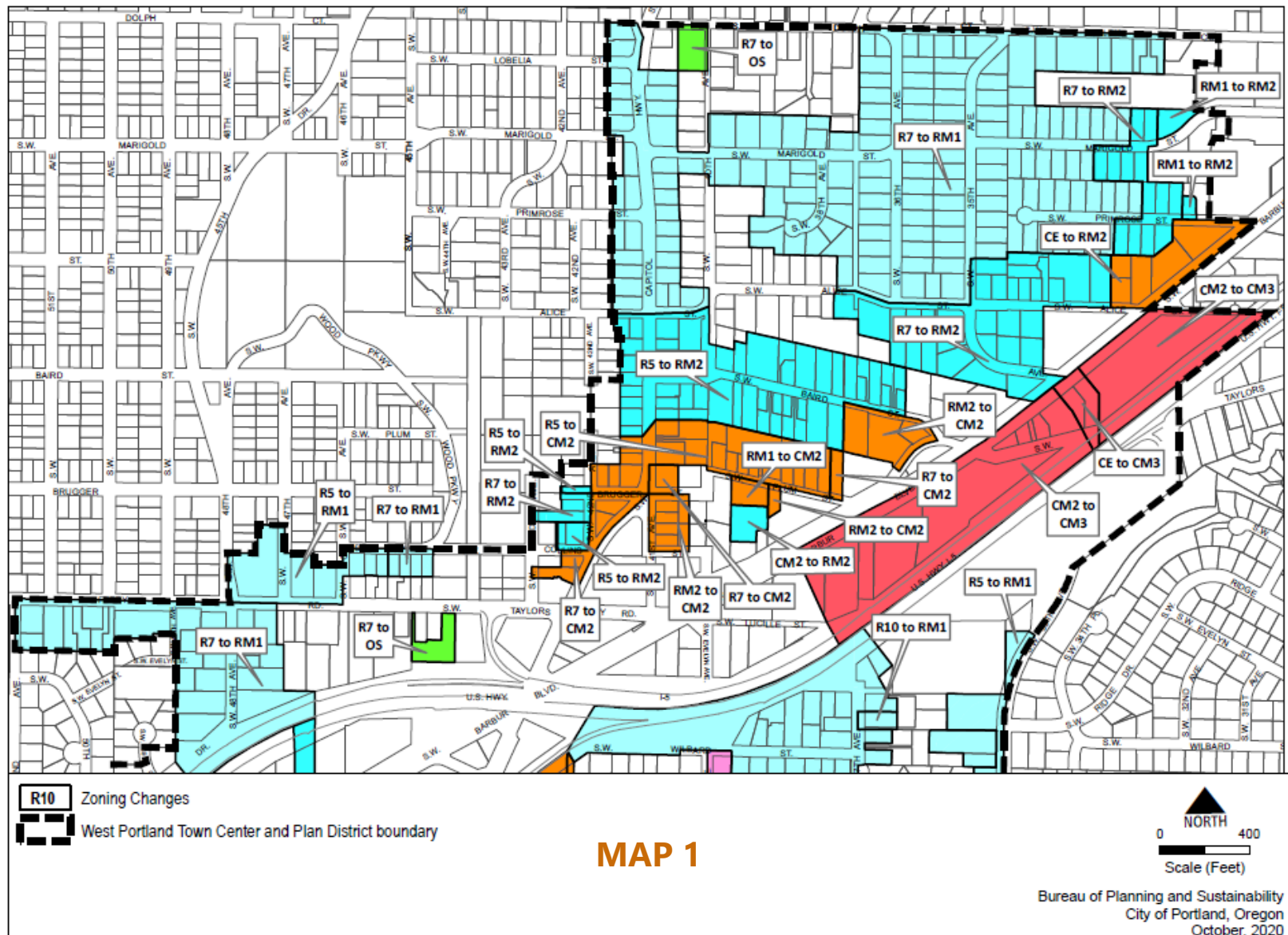
- Map 1 shows where zoning and comprehensive plan map is proposed to change
- Map 2 shows where current zoning is retained but comprehensive plan is proposed to change

South section

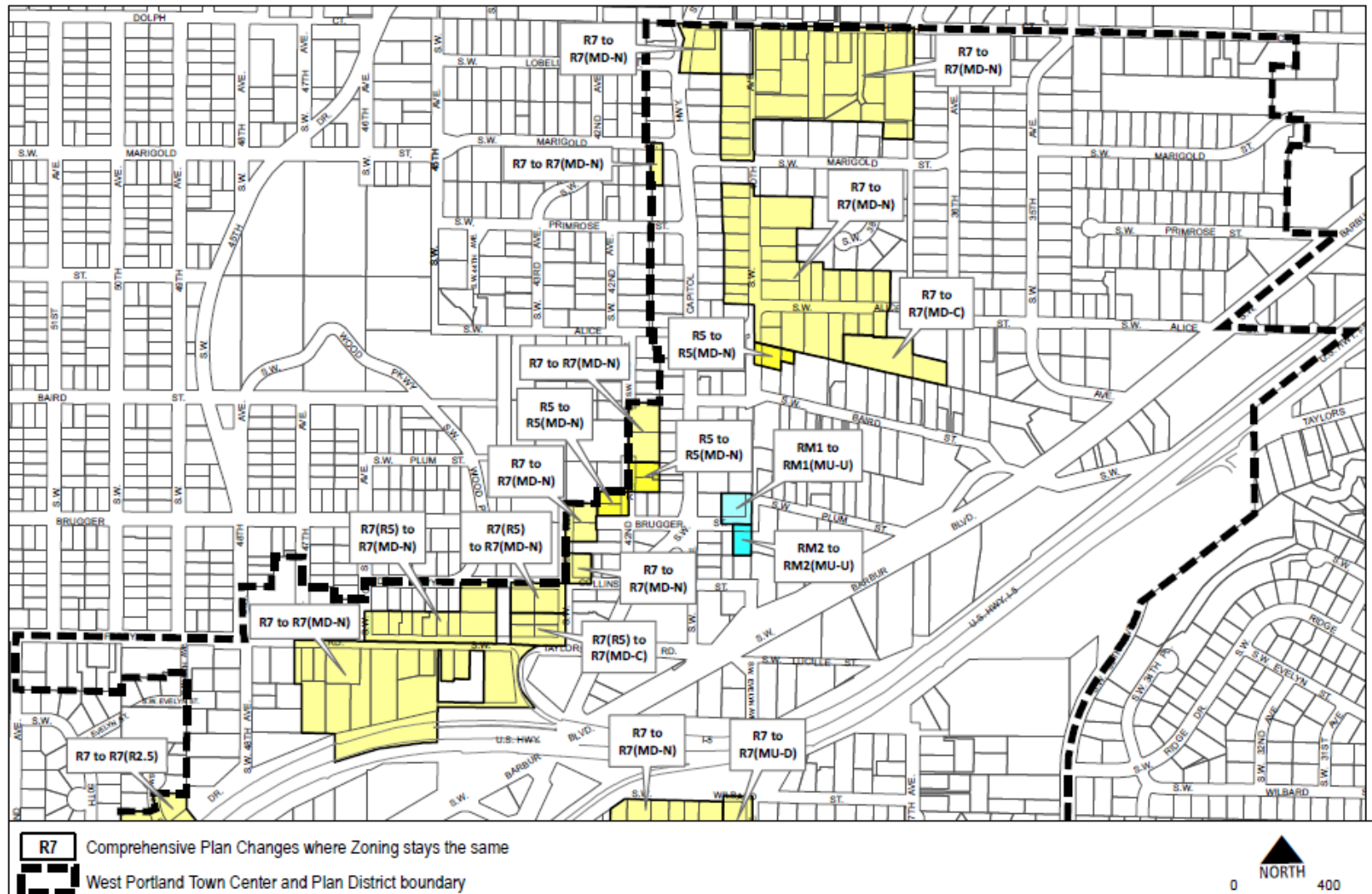
- Map 3 shows where zoning and comprehensive plan map is proposed to change
- Map 4 shows where current zoning retained but comprehensive plan is proposed to change

West Portland Town Center Plan District

Discussion Draft Zoning



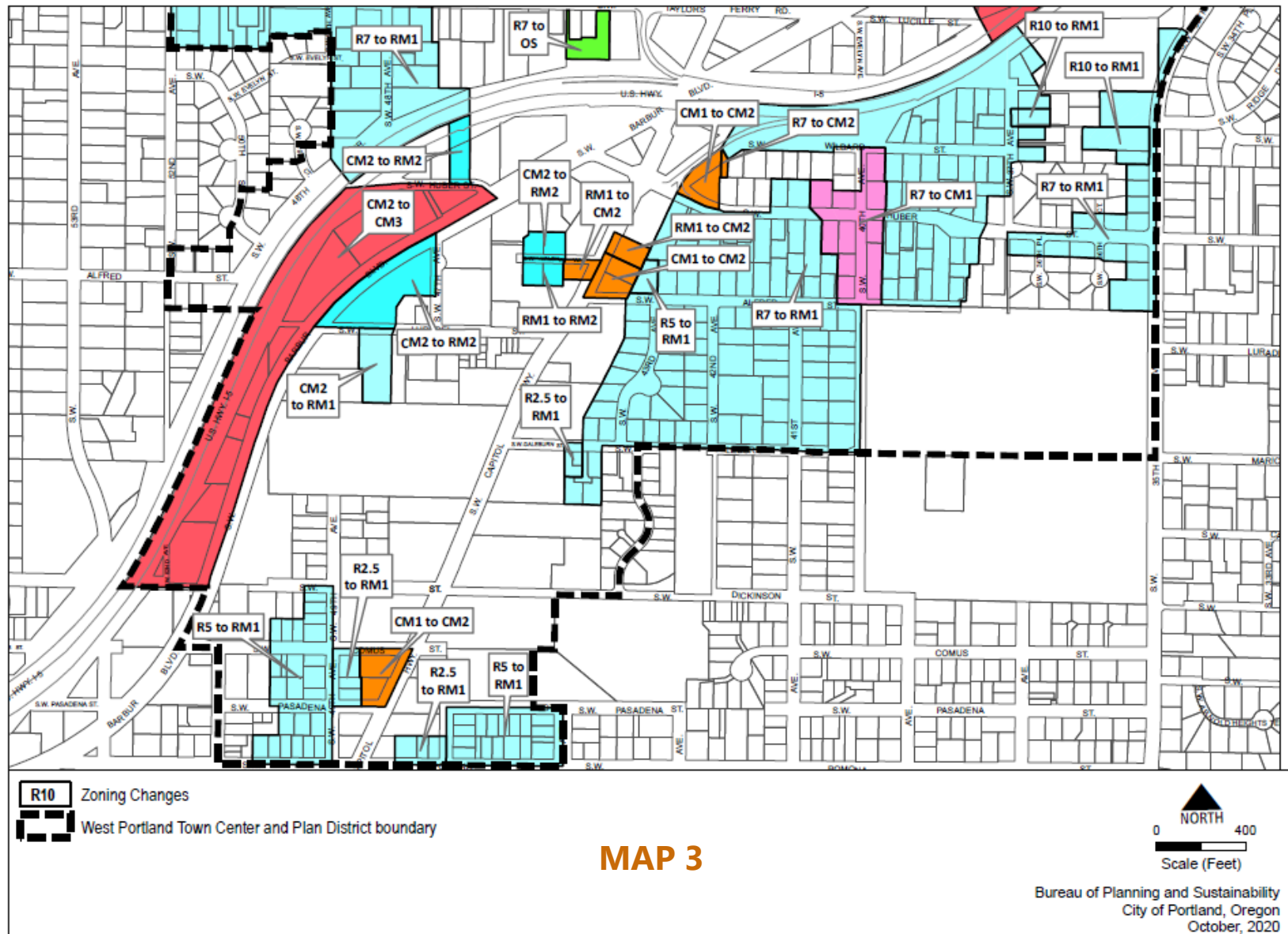
Comprehensive Plan Changes Where Zoning Stays The Same



Bureau of Planning and Sustainability
City of Portland, Oregon
October, 2020

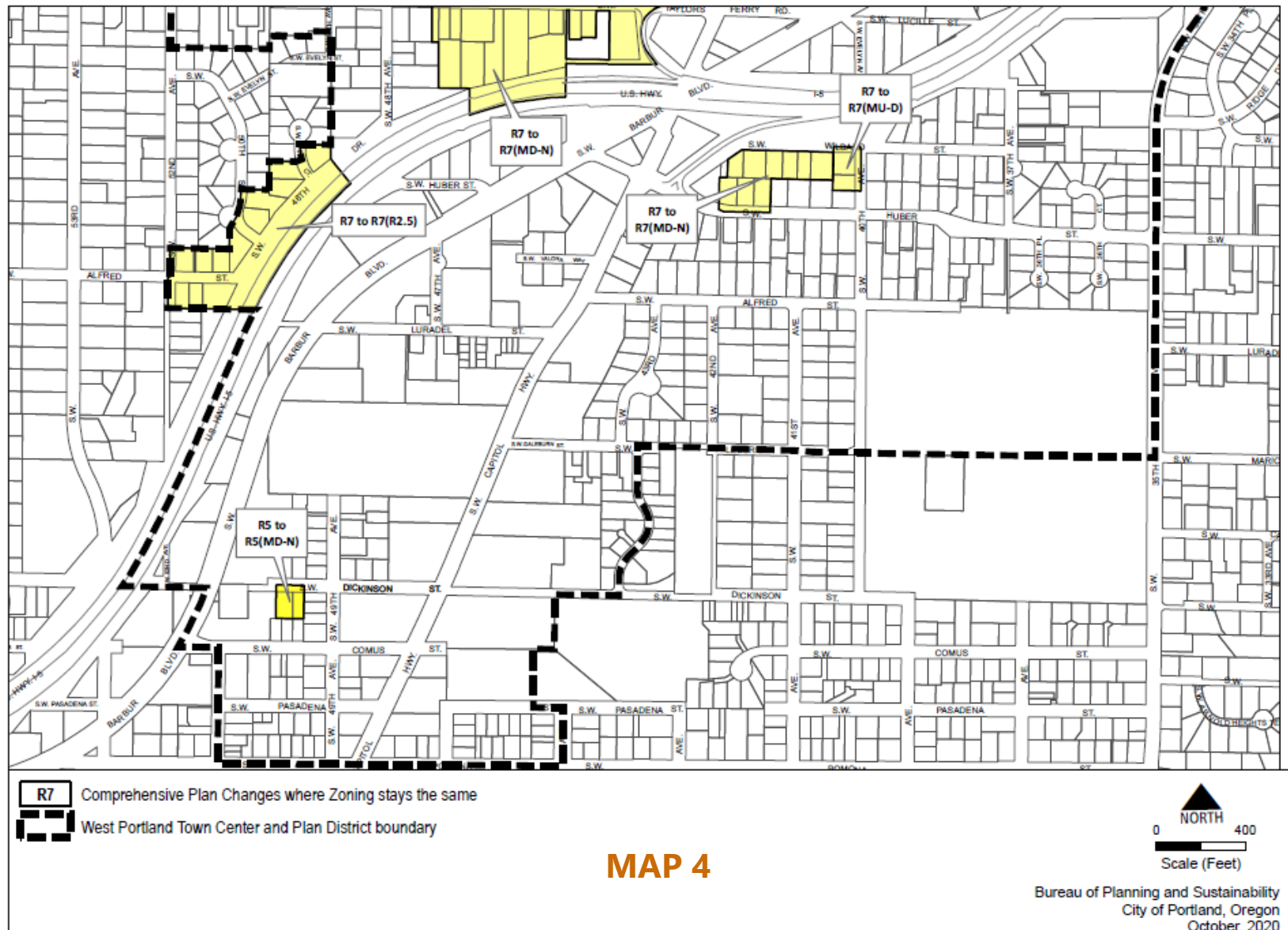
West Portland Town Center Plan District

Discussion Draft Zoning



West Portland Town Center Plan District

Comprehensive Plan Changes Where Zoning Stays The Same



CREATION OF A WEST PORTLAND MULTICULTURAL PLAN DISTRICT

To realize the West Portland Town Center Plan vision, additional incentives and regulations, many of which prioritize housing affordability and community benefits, have been developed to accompany the Plan actions and proposed land use changes. These provisions and regulations will be incorporated into the Portland Zoning Code as a new chapter called the **West Portland Multicultural Plan District**. The provisions of this plan district chapter will apply to properties within the town center boundary in addition to the base zone requirements of the Zoning Code. The Zoning Map designations (per previous section) in conjunction with the Zoning Code dictate what regulations apply to which properties.

Besides the West Portland Multicultural Plan District regulations, new regulations to prohibit self-service storage uses close to light rail stations citywide are included in the proposal. This limitation will help implement Comprehensive Plan policies that call for light rail station areas to be the location of concentrations of housing, jobs, and commercial services.

Below is a summary of the proposed draft Zoning Code amendments. The full text of the draft Zoning Code amendments and related explanatory commentary can be found in Appendix 1.

SUMMARY OF PROPOSED WEST PORTLAND MULTICULTURAL PLAN DISTRICT REGULATIONS

The West Portland Town Center Plan proposes Zoning Code amendments and the creation of a West Portland Multicultural Plan District to help implement the plan's vision and goals. The proposed Zoning Code amendments are summarized below (see Appendix 1 for full code and commentary):

1. **Community Engagement.** Expand neighborhood contact requirements so that the SW Corridor Equity Coalition receives notice of development plans and has an opportunity to provide input.
2. **Housing Affordability and Stabilization**
 - a. In areas with existing multifamily housing, prioritize the preservation and continued affordability of existing multifamily housing by limiting the scale of new development, only allowing larger-

scale redevelopment when at least half of units are affordable, and providing incentives for preserving existing multifamily housing.

- b. Prioritize affordable housing in mixed-use areas by requiring new development to include affordable housing before development bonuses can be used.

3. Commercial and Mixed Use Development

- a. Create a walkable town center by prohibiting new gas stations, drive-throughs, and self-service storage facilities.
- b. Foster an employment district along parts of Barbur, where the focus will be on jobs.
- c. In mixed-use areas require large projects to include affordable commercial space.
- d. Along key commercial corridors, require active uses and pedestrian-friendly design to support their roles as hubs for community activity.
- e. Provide development incentives for daycares, community services, and community meeting places.

4. Multicultural Hub (focused around the Barbur Transit Center)

- a. Limit the size of retail to provide places for small businesses, while allowing for grocery stores and shared marketplaces.
- b. Promote publicly-accessible open space on large sites by linking allowances for larger buildings to providing open space.
- c. Prohibit commercial parking lots.

5. Transit-Supportive Development

- a. Encourage transit-oriented development along Barbur by requiring new buildings to be more than a single story.
- b. Allow buildings to be larger when community benefits are provided, such as affordable housing, affordable commercial space, and community meeting rooms.
- c. Encourage transit-oriented development in multi-dwelling zones by increasing minimum densities and providing incentives for small sites to be combined into larger sites that include affordable units.

6. Green Features and Design

- a. Require new development in mixed-use zones to include green features, such as outdoor space, native plantings, ecoroofs, or stormwater planters along street frontages.
- b. Require new development in multi-dwelling zones to provide rear yards or courtyards.
- c. Require setbacks with large trees next to the freeway to provide a green buffer.
- d. Provide incentives for preserving large trees by allowing development rights to be transferred to other properties in exchange for tree preservation.
- e. Limit front parking and driveways along residential corridors.

7. Prevent self-service storage facilities near light rail stations citywide.

DESIGN OVERLAY ZONE AND CHARACTER STATEMENT

Town Centers are expected to be areas of growth and high activity. In recognition of this important role, additional consideration of how these centers look and feel is implemented through use of a Design overlay (d-overlay) zone. In addition to the proposed plan district provisions, all mixed use and multi dwelling zoned sites in the town center will be designated with the d-overlay zone. (The d-overlay zone *currently* applies properties within the existing town center boundary.)

What is the Design Overlay Zone?

The Design overlay (d-overlay) strives to ensure that new development forwards the goals and policies Portlanders set out in the *2035 Comprehensive Plan* to strengthen Portland as a city designed for people. It is applied to areas of high growth and activity, such as centers and corridors, but does not apply to most low-density residential areas. The Design overlay zone provides two options for development proposals: the objective or “standards” track and the discretionary track (design review).

Under the objective track, it requires fulfilment of additional development standards for medium and large development proposals in the town center. In some cases, a project may not qualify to use the objective standards.

In this case, design review is required, and decision-makers use design guidelines adopted by City Council to approve projects. Design guidelines give direction for each project that offers flexibility in how they are met. These guidelines are rooted in three design-related core values, or “tenets” in Portland:

- Build on CONTEXT
- Contribute to the PUBLIC REALM
- Promote QUALITY AND RESILIENCE

Currently, regulations in Chapter 33.218, Community Design Standards, and 33.825, Design Review, could apply to new development with a d-overlay zone. However, please note that an update of the design overlay standards and design review process is underway through the Design Overlay Zone Amendments (DOZA) project. Any changes adopted through that planning effort will apply in the West Portland Town Center d-overlay areas.

What is a Character Statement?

In anticipation of new d-overlay zone regulations as part of the DOZA effort, project staff have undertaken the development of a West Portland Town Center Character Statement to help guide future design reviews that could apply to larger development proposals in the town center.

The statement will help ensure that development proposals undergoing design review are responsive to the unique context of this center and its residents. The WPTC Plan includes a proposal for a West Portland Town Center Character Statement. The goal of this statement is to provide design reviews a richer, more specific context description to guide how new development should address the area’s character-defining features, ecological context, resources, and social and cultural values.

See Section 6 (in Volume 2) read the draft West Portland Town Center Character Statement for additional details.

INFRASTRUCTURE

STORMWATER CONSIDERATIONS

While understanding the needs of all infrastructure elements is a central piece of considering how an area will change and grow over time, stormwater management and disposal in the WPTC area are particularly complex and important issues that need to be carefully addressed in planning for future changes.

In very general terms, this is an area where due to the nature of the soil the water does not penetrate the ground very deeply. Instead during rain events it runs off the surface, or drains, into channels and then into area creeks. Although there are some stormwater system pipes in the area, which also drain to area creeks, it is an incomplete and undersized system. Over time the natural environment and natural drainage patterns have been modified and interrupted by urban development. The resulting and current drainage conditions create erosion and flooding, amongst other problems. In some cases, new development on property can have impacts on other properties downhill.

Working closely with the Bureau of Environmental Services (BES), using existing information on the condition of drainage in different parts of the town center, areas of highest vulnerability and needed infrastructure have been identified. That information has been used in part to guide proposed zoning changes. It has also been used to identify a series of important next steps to both solidify the additional detailed understanding needed for some areas and to articulate what additional work and coordination is needed to plan, fund and build the stormwater infrastructure elements.

After further condition assessment work, for both the stormwater and sanitary system components BES would undertake a West Portland Town Center Sanitary and Stormwater System Plan that articulates area priorities and future work needed to support growth, align with transportation improvements and address sewer and stormwater management issues in the area. This plan would include a phasing and funding strategy to sequence and implement critical investments and work.

Further, the plan is intended to include a combination of infrastructure projects, updates to the Stormwater Management Manual, programs to reduce runoff, stream enhancements and other strategies to address the following issues:

- The inflow and infiltration of stormwater into the sanitary system.
- Provision of service to areas that currently lack a way to connect to the stormwater system.
- Capacity issues within the existing stormwater system.
- Identification of locations for regional stormwater facilities.
- The impacts of stormwater discharge on stream health, erosion, landslides and other natural hazards.

These actions are also noted in the plan above in support of Goals 1A and 1B.

TRANSPORTATION ELEMENTS

How easily people can get around and to places they need to go plays a large role in the health, sustainability and accessibility, and ultimately the success of a town center. As noted earlier in the Plan there are many needed transportation improvements to support safety, real mobility choices and future growth in the town center.

Moving from issue identification to solutions, funding options and implementation requires additional work and steps. In order to support the desired and envisioned improvements in the town center a series of planning and coordination projects must be undertaken to further evaluate alternatives, understand technical aspects and impacts and plan for a coordinated effort to fund and build these improvements. In addition, the town center planning work has begun to identify refinements or additions to the City's Transportation System Plan (TSP) that will update the understanding and aspirations for streets in the area and align plans for clearer implementation in the coming years.

Funding for the transportation elements of this plan is uncertain. Funding availability depends on the priorities and status of regional and state grant opportunities, as well as relies upon local revenue generated from development.

PBOT must work with agency partners to develop a strategy for delivering transportation projects necessary to support the increase in activated expected with the West Portland Town Center Plan.

The transportation elements of the WPTC Plan include the following, as outlined further below:

- Proposed Transportation and Coordination Plans and Studies
- Proposed Transportation System Plan Project List Changes
- Proposed Street Classification Changes

Together these parts are intended to create the foundation for an interconnected, safe and useful transportation network that provides mobility choices for all those living or working in the WPTC. Additional public engagement will be conducted with all future planning projects. Proposed WPTC Plan actions related to the transportation elements of the plan are found under Goal 1B, starting on page 51.

Acronyms

PBOT – Portland Bureau of Transportation

BES – Bureau of Environmental Services

ODOT – Oregon Department of Transportation

Transportation and Coordination Plans and Studies Needed

Type	Working title	Draft description /notes	Agencies
Plan	WPTC BES + PBOT Infrastructure Coordination and Investment Plan	Develop a coordinated infrastructure and financing plan for delivering stormwater and transportation infrastructure in the West Portland Town Center. This includes integrating stormwater assessment outcomes, transportation project scoping, and updated cost estimates and considerations.	PBOT, BES, BPS
Plan	Crossroads Solutions Plan	Identify and analyze options for improving pedestrian and cycling circulation and safety through the Crossroads area. Will need to coordinate with ODOT freeway ramp study conclusions and opportunities.	PBOT, BPS ODOT
Plan	West Portland Master Street Plan	Develop a master street plan to guide development of streets and pedestrian connections within the West Portland Town Center area. These connections will be provided as a part of redevelopment or through capital projects. Build off the Connected Centers approach to developing new street connections through existing neighborhoods.	PBOT, BES, BPS
Plan	West Portland Right of Way Design Guidelines	Develop a Right-of-Way design guide to inform private and public street improvements in the West Portland Town Center. In combination with the Pedestrian Design Guide and Streets 2035 project, this document will set the expectations for new street design and special streets in the town center. The guidelines may include Alternative Street Standards for local streets and clarify additional requirements for Greenscape overlay streets.	PBOT, BES

Plan	WPTC Green Ring Concept Plan	Develop a Green Ring concept plan to apply within the West Portland Town Center and potentially other town centers. The plan should further evaluate the proposed route and clarify Green Ring design typologies, applying those typologies to a final West Portland Town Center Green Ring alignment. It should also consider other opportunities to leverage planned investments in the area and translate the concept plan into recommendations and cost estimates for TSP projects.	PBOT, BES, BPS
Study	SW I-5 Ramp Study	I-5 Corridor - study options to close, reconfigure, or re-locate I-5 ramps in SW Portland between Burlingame and Tigard.	ODOT

Transportation System Plan Project List Changes

The City's Transportation System Plan has a list of Capital Projects that are to be built during the plan's 2035 year horizon. The TSP Project List generally includes needed work on the City's larger streets, including traffic collectors. It generally does not include smaller, local streets. Those streets are expected to be improved incrementally as redevelopment occurs.

Planning for a specific area such as WPTC offers the opportunity to revisit and refine the project descriptions and inclusion of projects in the City's Transportation System Plan (TSP) Project List. There are many streets in the West Portland Town Center area that are already on the TSP's Project List. However, based on further consideration through the town center planning work, additional refinement of some project descriptions has been identified, as has the need to include some new projects on the list.

The TSP is updated every two years and the WPTC Plan will recommend additions or changes to the TSP Project List in order to implement the envisioned improvements for the area over the long-term plan horizon. Because projects are ultimately subject to citywide project prioritization criteria, at this juncture there is no certainty as to when in the long-term horizon the noted projects will be constructed in the town center area. However, refining the description and making sure that the right projects are on the project list is an important step in future implementation of those projects.

The following table lists draft proposed TSP Project List changes or additions:

Street Name	Current TSP project # or status	Change proposed
Huber Street (Capitol Hwy to 35th – including I-5 on-ramp crossing)	TSP #90118	Modify TSP #90018 (Huber St– Capitol to 35 th Ave) project description: <i>expand to include sidewalk on north side of street.</i>
Huber Street (Capitol Hwy to Barbur segment) –	Not in TSP.	Modify TSP #90018 (Huber St – Capitol to 35 th Ave) project description: <i>add this one block segment include bike lanes and Barbur crossing improvements</i>
Collins Street & 40th Ave (Barbur to Capitol Hwy)	Not in TSP	Create new TSP project – work description: <i>reconfigure right of ways and update design for intersection with Barbur</i>
I-5/Transit Center pedestrian bridge	Not in TSP	Create new TSP project: - work description: <i>bridge renovation or replacement</i>
Taylor's Ferry (Capitol to Barbur)	Not in TSP	Modify TSP # 90064.1 project description: <i>include ped/bike improvements from Capitol Hwy. to Barbur</i>
Taylor's Ferry frontage road (Baird to 40th) "Street to Promenade"	Not in TSP	Create new TSP project - work description: <i>redesign cross section and incorporate shared public space</i>
Luradel I-5 pedestrian bridge (Alfred/48th to Barbur)	TSP #90048	Update TSP #90048 project description: Existing bridge span described as 48 th /Alfred to rear of Markham school. <i>Change bridge span terminus south of I-5 per WPTC circulation concepts</i>

The following table lists the other town center area projects on the TSP Project List that are not noted above:

TSP project #	Current Timeframe (starting in 2016)	Project Description
#90007	No timeframe	Taylors Ferry – SW 35 th to Stephenson - Add bicycle facilities, sidewalks, crossing improvements, and median islands.
#90017	Years 11-20	Barbur – Terwilliger to City limits - Complete boulevard design improvements including sidewalks and street trees, safe pedestrian crossings, enhance transit access and stop locations, traffic signal at Barbur/30th, and bike lanes (Bertha - City Limits)
#90018	Years 1-10	Barbur – Hooker to 53 rd - Construct improvements for safety, access to transit, and transit operations in the Barbur corridor.
#90026	In progress	Capitol Hwy – North
#90027	Years 11-20	Capitol Hwy - South – WPTC to 49 th Ave - Construct curb extensions, medians, improved crossings, and other pedestrian improvements. Make safety improvements including left turn pockets and improved signal timing.
#90055	No timeframe	Pomona Street Design – 35 th Ave to Capitol Hwy – Design and implement pedestrian and bicycle facilities
#90064.1	Years 1-10	Taylors Ferry – Capitol Hwy to 48 th Ave -Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit
#90068	Years 11-20	West Portland Town Center- Improve sidewalks, lighting, crossings, bus shelters, and benches on Barbur, Capitol Hwy, and surrounding neighborhood streets, and in connections to Barbur Transit Center.

#90069	No timeframe	Barbur / Capitol / Huber / Taylors Ferry - Construct safety improvements for all modes at the intersections of Capitol Hwy, Taylors Ferry, Huber, and Barbur, including possible modifications to the I-5 ramps. This project will be coordinated with ODOT because it is within the interchange influence area.
#90073	No timeframe	Dolph Ct – 26 th Ave to Capitol Hwy - Construct a walkway for pedestrian travel and install a neighborhood greenway.
#90105	1-10 years	SW Corridor Light Rail - Project Development through ROW acquisition/early construction for High Capacity Transit project between Portland and Tualatin via Tigard.
#90117	No timeframe	Brugger Street – 48 th to 65th Ave, with crossing at 48th) Design and construct a neighborhood greenway and shared street along SW Brugger St to SW 48th Ave. Includes paving of unpaved street segments.

Street Classifications Changes

Each street in the city is assigned a characteristic or functions across 7 different use category areas: Pedestrian, Bicycle, Transit, Traffic, Freight, Emergency Response, and Design. For example, Capitol Highway in the WPTC area is designated as a Major City Walkway (Pedestrian), Major City Bikeway (Bicycle), Major Transit Priority Street (Transit), District Collector (traffic), Truck Access Street (freight), Major Emergency Response (Emergency), and Neighborhood Main Street (Design). These categories and designations are called street classifications.

The assigned street classification for each street influences what design elements each street is expected to have in its ideal condition and what level of improvement is required when either a capitol project is designed or when street frontage improvements are required at the time of new development. As with the TSP Project List, the WPTC

Plan work offers an opportunity to consider the classification of streets in the area and if needed propose updates to those street classifications.

In order to support the needs and vision of the town center, street classification levels are being evaluated to assure the proper level is assigned in preparation for future improvements. Work is underway to develop a detailed list of proposed classification changes that will be included in the Proposed Draft of the WPTC Plan. Following is an initial list of streets that have been identified as potentially meriting a modification to one or more street classification level changes, primarily in the pedestrian, bicycle and design categories.

Street Name	Current Classifications			
	Walkway	Bikeway	Design	Traffic
Collins Street (Barbur to Capitol)	Local Walkway	Local Bikeway	Local Street	Local Street
Brugger/Plum St. (Capitol Hwy to Barbur)	Local Walkway	Local Bikeway	Local Street	Local Street
SW 41 st Ave (Taylors Ferry to Capitol Hwy)	Local Walkway	Local Bikeway	Local Street	Local Street
SW 35 th Ave (Barbur to Dolph)	Local Walkway	Local Bikeway	Local Street	Local Street
SW 30 th Ave (Barbur to Dolph)	Neighborhood Walkway	City Bikeway	Local Street	Local Street
Barbur Transit Center I-5 pedestrian bridge	Local Walkway	City Bikeway	Local Street	N/A
Luradel I-5 pedestrian bridge (Alfred to Barbur)	Neighborhood Walkway	Local Bikeway	Local Street	N/A
Luradel Street (Capitol Hwy to Barbur)	Neighborhood Walkway	Local Bikeway	Local Street	Local Street

Galeburn Street (Capitol Hwy to 40 th Ave)	Neighborhood Walkway	Local Bikeway	Local Street	Local Street
Huber Street (Barbur to Capitol Hwy)	City Walkway	Local Bikeway	Local Street	Local Street
40 th Ave (Wilbard to Huber St)	City Walkway	Local Bikeway	Local Street	Local Street
Pomona - West (Capitol Hwy to 53 rd Ave)	Neighborhood Walkway	Local Bikeway	Community Corridor	Neighborhood Collector

How are street improvements funded and built?

Implementation through PBOT capital projects

The Portland Bureau of Transportation relies upon a variety of internal and external funding sources to pay for project implementation. These funding sources each come with their own limitations, priorities, and timelines. Full plan implementation and a precise timeline for construction will depend on funding availability and grant award success.

PBOT should work with agency partners to explore additional potential funding sources and financing strategies, including use of System Development Charge (SDC) credit overlay, infrastructure charges, Local Improvement District (LID), or other funding mechanisms to be determined.

Implementation through developer frontage requirements

As a part of redevelopment developers are required to construct frontage improvements to meet PBOT standards for streets and sidewalks. This is most useful to fill a missing gap in a sidewalk or upgrade existing sidewalks to the latest standards but can be an important strategy for developing the street and sidewalk network in areas seeing a large amount of redevelopment in a concentrated area.

