

SW HARBOR DR. - ARTHUR-KELLY-1947



Naito Main Street / Ross Island Bridgehead Land Use Plan

South Portland

Discussion Draft, July 2022

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Introduction to the Discussion Draft

The Bureau of Planning and Sustainability is pleased to release the Discussion Draft of the Naito Main Street / Ross Island Bridgehead Land Use Plan. In June 2021, PBOT published a [Conceptual Design Report](#) outlining the preliminary design of the [Naito Parkway Main Street + Ross Island Bridgehead Project](#). This Bureau of Planning and Sustainability report complements the PBOT design report and outlines a set of complementary land use changes and other community development measures intended to shape the future development of the area around the west end of the Ross Island Bridge. The draft land use plan includes potential comprehensive plan and zoning changes, changes to street classifications, and a vision for the future re-development of land currently occupied by obsolete transportation facilities. The plan was developed over several years (2018-2021) with input from a variety of stakeholders. The project was made possible by a grant from Metro that helped fund several planning initiatives in the Southwest Corridor.

Status of the Ross Island Bridgehead project

With the [defeat of the proposed \\$5 billion regional transportation funding measure](#) in November 2020, the timing of new high-capacity transit along Barbur Boulevard—and the planned Ross Island Bridgehead realignment—is uncertain. However, both projects are still part of the City's [Transportation System Plan](#), which includes a list of transportation investments needed to serve expected growth over the next 20 years. The expectation is that both projects will eventually be built in some form. When they do move forward, the projects will have significant impacts on the future of South Portland. Until a new funding strategy is developed for these regionally-important transportation investments, many aspects of the Naito Main Street / Ross Island Bridgehead Land Use Plan recommendations and implementation will remain uncertain.

NUNM campus relocation

In fall 2021, the National University of Natural Medicine (NUNM) [announced that their campus](#) would be put up for sale and the school would eventually move out of its current South Portland location. As of July 2022, a sale and relocation has not occurred yet, and the campus is still zoned CI2—campus institutional zone. A possible change in ownership and use of that campus adds more uncertainty, but also could create additional opportunities.

Next steps

Based on the uncertain status of the transportation investments that are the foundation of the plan, and considering the uncertainty surrounding the NUNM campus, BPS has put the Naito Main Street / Ross Island Bridgehead Land Use Plan on hold with the release of this Discussion Draft, and will not be immediately developing a Proposed Draft for the Planning and Sustainability Commission's consideration. We still encourage public comments, and staff is available to answer questions.

Once a funding strategy is identified for the Ross Island Bridgehead transportation improvements, and construction planning resumes, the bureau will assess the next steps. This could be 3 to 5 years in the future. At that time, next steps might include:

- Proceeding with the recommended text and map amendments to the Comprehensive Plan and Zoning Map. This includes amending the TSP classification maps. Based on public feedback, the bureau would develop a Proposed Draft and schedule hearings at the Planning and Sustainability Commission.
- Reconvening stakeholders and update equity-related recommendations based on any new information we have at that time. Continue a discussion of community benefits we hope to achieve through redevelopment of publicly-owned opportunity sites around the bridgehead.
- Considering the future use of the NUNM campus. If the campus is in a different ownership at that time, there would be an opportunity to update the plan to incorporate appropriate land use changes on the campus.
- Reconfirming the feasibility other implementation strategies in the plan.

Summary and Overview

Background and Purpose

Several major regional transportation facilities converge in South Portland and divide the neighborhood. The Southwest Corridor Light Rail project created an opportunity to implement the long-term goal of replacing the functionally obsolete Ross Island Bridge approach ramps and the remaining remnant of the Harbor Drive Expressway, and re-building Naito Parkway to become a community main street. In June of 2021 PBOT published a [Conceptual Design Report](#) outlining the preliminary design of the Naito Parkway Main Street / Ross Island Bridgehead Project. The project is a roughly \$80-120 million investment. Funding for the project was included in the regional transportation investment measure that was presented to voters in November 2020. Although the measure failed, and the project now has no identified source of funding, it remains an important capital project identified in the City's Transportation System Plan (TSP). The TSP identifies the transportation investments needed to support the land use and growth management vision of the 2035 Comprehensive Plan.

This Bureau of Planning and Sustainability report complements the PBOT design report and outlines a set of complementary land use changes and other community development measures. BPS recommends refining these measures and bringing them forward to the Planning and Sustainability Commission in the future when a funding strategy for the transportation project is identified. Complementary transportation and land use changes in South Portland present a unique opportunity to stitch a historic neighborhood back together. BPS, in a separate report, is also [proposing updated Guidelines](#) that apply to development in the adjacent South Portland National Historic District. This work was funded by a grant from Metro.

This report has several goals, which are expanded in the body of the report:

- Leverage the once-in-a-lifetime opportunity to re-align the Ross Island Bridgehead and rebuild Naito Parkway as a mixed-use community main street (see the concept design on pages 51-52 of the CDR linked above).
- Redress past harms, including land use and transportation infrastructure projects that divided this area both physically and socially.
- Improve public health outcomes for people living and working in South Portland.
- Redevelop land made available from the re-alignment of the Ross Island Bridgehead.
- Use land use and zoning to create much needed affordable and market rate housing, neighborhood serving retail, and open space.
- Coordinate with and support nearby educational institutions.

Vision

This plan envisions:

Transforming Southwest Naito Parkway from a remnant freeway to a main street for the surrounding neighborhood, divided into four distinct segments. Naito Parkway, from Southwest Harrison Street to Southwest Barbur Boulevard, would be converted to a neighborhood civic corridor with four segments defining the intended character:

- 1) **North Parkway** – *enhancing the existing wooded boulevard character with connections to the Green Loop and extension of Better Naito*
- 2) **Viaduct** – *transitioning between the North Parkway and Core segments with removal of the existing ramps to and from Arthur Street/Kelly Avenue*
- 3) **Core** – *focusing on the neighborhood main street character with new on-street parking, reduced through lanes, restored at-grade intersections to adjacent neighborhood streets, frontage road removal, and new pedestrian crosswalks*
- 4) **South Parkway** – *featuring new center median trees and a redesigned Barbur Boulevard intersection replacing the current tunnel with at-grade connections.*

The PBOT report provides more detailed drawings and design parameters for these different sections.

Context

The vision and recommendations within this report respond to the history of the area, the existing conditions, a discussion of equity, and many ideas generated through a robust community engagement process.

Historical Context

Several waves of displacement have shaped this neighborhood over several generations, including the forced removal of native people from Portland by European settlers, the removal of housing to make way for transportation infrastructure, real estate practices that excluded people of color, and urban renewal that involved large scale removal of people and housing.

- Indigenous people were the first inhabitants of this area, and the first to be displaced—physically or by disease—by European settlers.
- The area was developed in the Victorian era (1880's) as a residential neighborhood, served by several streetcar lines.

- In 1926, the Ross Island Bridge was completed, becoming the first major transportation project to disrupt South Portland.
- The neighborhood was subjected to redlining, and was designated by the real estate industry as a high risk for investment in the 1930's, in large part because of the racial and ethnic diversity of the residents.
- In the 1940s, Portland's first freeway, the Harbor Drive Expressway, was built along Front Street (now Naito Parkway) dividing the neighborhood.
- By the early 1950's, a new interchange was built to provide direct access from the Expressway to the Ross Island Bridge.
- The largest impact came in the early 1960s when the northern half of the neighborhood was demolished to make way for Interstates 5 and 405, and the South Auditorium Urban Renewal Project. The South Auditorium Urban Renewal district displaced 1,573 residents and 289 businesses. 445 buildings were demolished. The area had been a center of the Jewish community in Portland, and was home to many first-generation Chinese, Greek, Italian, and Irish immigrants.
- The Marquam Bridge opened in 1966, and Interstate 405 opened in 1969. The Waterfront Park segment of the Expressway was removed to make way for Waterfront Park in 1974.
- The area was the epicenter of Portland's first neighborhood plan, the Corbet-Terwilliger-Lair Hill Plan, adopted in 1977. The plan included a policy to "Support the redesign of the Ross Island Bridge ramps and realignment of related streets."
- A South Portland Circulation Study was subsequently completed in 1978, and significantly updated and readopted in 2001. The plan directed preliminary engineering, as funds become available, to re-establish a street grid in the neighborhood.

Existing Conditions

The current transportation network design is the result of a series of incremental traffic facility changes and is not reflective of any comprehensive and long-range transportation plan. Over time, streets that were essentially residential and local in character became more like highway bridge approach ramps and due to increased traffic, local streets are being used as regional cut-through routes. The area is a very complex exchange of regional traffic connections.

Due to the successive changes in design over time attempting to respond to increased traffic flows, the historic South Portland area has been fragmented into pieces and no longer a complete neighborhood. The highway style of Naito Parkway, built with vehicular mobility as the primary design consideration, has left pedestrian and bicycle accessibility as an afterthought with crossings on Naito Parkway limited to grade separated bridges and tunnels that are isolated and intimidating. This produces a low-quality pedestrian and bicycle environment with poor accessibility for people with disabilities.

Some other constraints and opportunities include:

- Located centrally within easy walking distance of Portland State University (PSU), Oregon Health & Sciences University (OHSU) and the National University of Natural Medicine (NUNM), the area is well situated to become an integral part of an emerging education hub. In September 2021, NUNM announced it would relocate its campus out of South Portland, another future opportunity.
- Zoning of the NUMN campus was updated in 2016 to Campus Institutional. A primary barrier to campus growth is that the campus is surrounded by limited access arterial roadways.
- Aside from the notable interruptions described above, the fragments of historic South Portland are largely built out with a walkable street grid.
- The Darlene Hooley Pedestrian Bridge over Interstate 5 makes Gibbs Street an important east-west pedestrian corridor.
- Both First Avenue north of Gibbs Street and Corbet Avenue south of Gibbs Street function as local pedestrian-scale main streets.
- The area lacks some amenities like a full-service grocery store and a contiguous retail core but has two notable parks.
- The area has significant potential to accommodate new housing, while still retaining its historic neighborhood character.

Community Engagement

The community engagement strategy for this project was carried out in tandem with PBOT's Naito Parkway Main Street outreach efforts. It involved targeted meetings with individuals and groups that represent a cross section of the neighborhood. Additionally, a series of design workshops were held to help shape the vision for future development on the Ross Island Bridgehead opportunity sites. To supplement these efforts, BPS led a racial equity analysis with a group of stakeholders associated with past and present Black, Indigenous, and People of Color groups tied to the South Portland area. The racial equity analysis was followed up with another workshop to discuss how (and whether) the equity goals could be effectively applied to the bridgehead opportunity sites. There were 20 events between September 2019 and July 2021, which are described in more detail in the body of the report.

Racial Equity

New plans and investments in South Portland should redress past harms and honor the rich history of the neighborhood as a home to indigenous, Black, Jewish, and immigrant communities, and communities of color. One of the Guiding Principles of the 2035 Comprehensive Plan calls on us to ask how the changes can reduce or exacerbate long-standing racial disparities in our community. We know the benefits of past public infrastructure investments and land use planning processes disproportionately

accrued to wealthy and predominately white landowners, while people of color often carried burdens, like involuntary displacement.

The racial equity analysis for this project described the anticipated and disproportionate burdens, as well as the likely benefits and opportunities to advance racial equity. Potential strategies for avoiding or mitigating burdens and enhancing benefits were identified. The BPS project team worked with a group of equity experts from City government and the local community. Participants included City bureau equity managers, the City's Tribal Relations office, Oregon Black Pioneers, National University of Natural Medicine (NUNM), Cedarwood School, Jewish Federation of Greater Portland, and neighborhood association members.

The racial equity analysis also looked at some present day social and racial disparities. South Portland area, despite some challenges, is considered a "high opportunity" area. The proximity of Portland State University, OHSU, and the Central City makes this a desirable location. Increasing housing choices in a "high opportunity" area is a policy priority for the City and supports our responsibility to affirmatively further fair housing. Given South Portland's status as a high opportunity area, it is not surprising to find almost all types of housing are unaffordable to almost all the average households of color living in Portland.

With this history and current day inequities in mind, the racial equity analysis turned to the opportunity to redevelop the land areas that will be freed up after the Ross Island Bridgehead realignment. The process culminated in racial equity goals for the remnant bridgehead parcels, including:

Racial equity process goals

"Redeveloping publicly owned properties will improve racial equity through...."

- Honoring the history, stories, and cultures of all historically displaced communities in this area
- Prioritizing public investments for those historically impacted communities that also experience the greatest inequitable outcomes today
- Ensuring BIPOC communities have greater self-determination, capacity, and decision-making authority to benefit from any change

Racial equity development goals

"Redeveloping publicly owned properties will improve racial equity through...."

- Community power and self-determination through community ownership of land

- Zoning requirements and community benefits agreement to support the community's vision for equitable growth
- BIPOC wealth generation through ownership of housing and commercial space
- Ecosystem of community development to reduce poverty and racial disparities by aligning education, economic, cultural and human services with transportation and affordable family sized housing
- Design and programming of inclusive, welcoming, safe, multi-cultural institutions and public spaces

Recommendations

The Naito Main Street land use plan is a package of land use changes and development concepts for publicly owned opportunity sites in the area. The recommendations include text changes to the 2035 Comprehensive Plan and Zoning Code, amendments to the Comprehensive Plan Map and Zoning Map, changes to street classifications in the TSP, and several other implementation actions. This includes:

- Amending Chapter 3 of the 2035 Comprehensive Plan, which addresses Urban Form, to designate Naito Parkway as a Civic Corridor.
- Update several maps in the Zoning Code to show Naito Parkway as a Civic Corridor.
- Rezone the Ross Island Bridge opportunity sites east of Naito Parkway to CM3d (MU-U)
- Rezone the half-block at Naito/First/Porter/Woods to CM2 (MU-C)
- Rezone the area bounded by Arthur, Naito, Hooker, and First to RM2
- Rezone several smaller remnant parcels to RM1, RM2 and CM2
- Update the Transit Station Areas diagram in Chapter 3 of the 2035 Comprehensive Plan to reflect the locally preferred alternative approved for the Southwest Corridor.
- Change transit, traffic, design, bike, pedestrian and freight street classifications in the Transportation System Plan to better align with the Naito Parkway Main Street / Ross Island Bridgehead project design and the locally preferred alternative for the Southwest Corridor Light Rail project.
- Continue working with ODOT to implement a Memorandum of Agreement on next steps regarding the Ross Island Bridgehead opportunity sites.
- Conduct a future process to determine ownership and future plans for several smaller remnant ROW parcels

- Explore the creation of a voluntary "receiver site" program that would promote the relocation of existing historic houses and other buildings built during the period of significance (1850s to 1926) from in and near the historic district to the receiver sites. Receiver sites could include some of the potential remnant parcels.
- Explore renaming Pennoyer Street. Sylvester Pennoyer, former mayor of Portland and governor of Oregon was known for his vocal opposition to Chinese immigration and refusal to protect Chinese Americans during violence associated with the Chinese Exclusion Act.

Organization of this Report

The report is organized into four main sections:

The **Introduction** outlines the purpose and goals, provides historical context, summarizes existing conditions, and summarizes the community engagement and equity analysis.

The **Vision** section provides the overall vision and describes the four segments of Naito Parkway. It also provides a summary of the transportation project, which is presented in more detail in the PBOT Conceptual Design Report.

The **Naito Main Street Segments** section dives deeper into each segment and describes the key considerations and land use opportunities.

The **Recommendations** section presents the specific recommendations for changes to the 2035 Comprehensive Plan and Zoning Code, amendments to the Comprehensive Plan Map and Zoning Map, changes to street classifications in the TSP, and several other implementation actions.

Introduction

Purpose and Goals

Several major regional transportation facilities converge in South Portland and divide the neighborhood. The Southwest Corridor Light Rail project created an opportunity to implement the long-term goal of replacing the functionally obsolete Ross Island Bridge approach ramps and the remaining remnant of the Harbor Drive Expressway, and re-building Naito Parkway to become a community main street. In June 2021, PBOT published a Conceptual Design Report outlining the preliminary design of the Naito Parkway Main Street / Ross Island Bridgehead Project. The project is a roughly \$80-120 million investment. Funding for the project was included in the regional transportation investment measure that was presented to voters in November 2020. Although the measure failed, and the project now has no identified source of funding, it remains an important capital project identified in the City's Transportation System Plan (TSP). The TSP identifies the transportation investments needed to support the land use and growth management vision of the 2035 Comprehensive Plan.



Left: Google Earth view of the current bridgehead alignment. Right: Conceptual view of the realigned bridgehead and new buildings on the opportunity sites, remnant parcels, and other private property.

This Bureau of Planning and Sustainability report complements the PBOT design report and outlines a set of complementary land use changes and other community development measures. BPS recommends refining these measures and bringing them forward to the Planning and Sustainability Commission in the future when a funding strategy for the transportation project is identified. Complementary transportation and land use changes in South Portland present a unique opportunity to stitch a historic neighborhood back together. BPS, in a separate report, is also proposing updated

Guidelines that apply to development in the adjacent South Portland National Historic District. This work was funded by a grant from Metro.

The project has several goals:

Goal 1: Leverage the once-in-a-lifetime opportunity to re-align the Ross Island Bridgehead to improve safety and multimodal traffic circulation and rebuild Naito Parkway as a mixed-use community main street.

Goal 2: Redress past harms from prior government actions, including land use and transportation infrastructure projects that divided this area both physically and socially—and disproportionately impacted low-income households, immigrants, and Black, Indigenous, and people of color (BIPOC) communities.

Goal 3: Improve public health outcomes for people living and working in South Portland by creating a safer, more walkable and bikeable environment on and connecting to Naito Parkway.

Goal 4: Redevelop publicly-owned land made available from the re-alignment of the Ross Island Bridgehead to achieve community-identified racial equity goals outlined in the plan, including increasing affordable housing choices for a diversity of household types and incomes, and meet other community needs for gathering spaces, commercial services, and open space.

Goal 5: Regulate land use and zoning to create more mixed-use development to provide much needed affordable and market rate housing, neighborhood serving retail, and open space.

Goal 6: Coordinate with nearby educational institutions—such as the Cedarwood Waldorf School, Oregon Health and Science University (OHSU), Portland State University (PSU), and the future owners of the National University of Natural Medicine (NUNM) campus—to ensure that they can continue to connect underserved persons with economic opportunities.

Background

Steeped in historic character, within walking distance of downtown and several key institutions and at a confluence of important regional transportation networks, the South Portland Focus Area is a critical opportunity area for the SW Corridor Plan and future light rail transit decisions.

The Southwest Corridor Plan considered a broad range of transportation projects in the corridor, including road, walking, biking and transit improvements. These projects were drawn from the local Transportation System Plan (TSP) and Metro’s Regional Transportation Plan (RTP), and were studied as part of the draft Environmental Impact Statement (EIS).

Planning for this area was part of the prior South Portland Circulation Study (1977, 2001 update) and the Barbur Concept Plan (2012). Building from these, the Southwest Corridor Plan analyzed alternatives and impacts related to a future light rail line traversing the area. The preferred route would include light rail on Barbur Boulevard with a station near Gibbs Street in the South Portland Focus Area.

The 2012 Barbur Concept Plan, adopted to help establish the land use basis for high-capacity transit planning, expressed a strong preference for Naito Parkway as the main street of this focus area. The plan notes that if the Ross Island Bridge ramps are reconfigured, a station near this newly freed up developable land could catalyze transit oriented mixed-use development.

Ross Island Bridge ramp reconfiguration concepts have emerged from several past planning efforts, but have not yet been implemented due to the large scale of improvements needed. Preliminary cost estimates have ranged from \$80M to \$120M. The Barbur Concept Plan set forth a strategy to leverage regional investment in high-capacity transit to achieve community aspirations for a more walkable, vibrant Naito Parkway in keeping with its inclusion in the Lair Hill pedestrian district and guide its continued transformation.

In October 2018, the Portland City Council adopted the [Southwest Corridor Equitable Housing Strategy](#) (the “EHS”) as binding city policy. The EHS is a unified, strategic approach to housing for the entire future light rail corridor. The strategy sets goals and provides a roadmap to align policies and housing investments to: a) prevent displacement of vulnerable households; and b) increase housing choices for all people over the next 10 years.

- [EHS Goal 3](#): Increase choices for new homes for all household types and incomes
 - Strategy 3-1: Secure and develop opportunity sites for new construction of equitable transit-oriented development (TOD)
 - Develop TOD-scale (100+ homes) affordable multi-family buildings in each of the ten station areas

As part adopting the EHS, the [City Council directed BPS](#) “to conduct station area planning and pursue public private partnerships when appropriate to maximize public resources including increased development entitlements and publicly owned land to incentivize affordable housing.” One of the station areas is the South Portland / Ross Island Bridgehead / Naito Main Street area.

Section 4 of the EHS identifies the publicly-owned land around the Ross Island Bridgehead ramps as high-priority opportunity sites for affordable housing. “The Oregon Department of Transportation and the City of Portland own the land under portions of the Ross Island Bridgehead. Should the bridgehead be reconfigured, an estimated 2-3 acres of land could be available for redevelopment. This land could support 300-450 units of housing under the current zoning regulations.”

With the defeat of Metro’s proposed \$5 billion transportation funding measure in November 2020, the timing of new high capacity transit along Barbur Boulevard—and the planned Ross Island Bridgehead realignment—will be delayed. However, the City’s expectation is that both projects will eventually come to the South Portland area within the life span of this plan.

Implementing the 2035 Comprehensive Plan

The **2035 Comprehensive Plan** lays out an urban design framework as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities. This framework includes many policies that align with the goals of the **Southwest Corridor Equitable Housing Strategy**.



Photo taken during construction of the Ross Island Bridge in 1926, looking north on Water Avenue toward the Failing School. This view gives a sense of the depth of the former ravine that was filled near the bridgehead area. (Portland Archives, A2009-009.266)

The following 2035 Comprehensive Plan policies have informed this plan:

CHAPTER 2 – Community Involvement

- Policy 2.28 To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and underserved groups, and persons with limited English proficiency. Review preliminary findings with members of the community who have institutional and historical knowledge.

CHAPTER 3 – Urban Form

- Policy 3.3.c. Encourage use of plans, agreements, incentives, and other tools to promote equitable outcomes from development projects that benefit from public financial assistance.
- Policy 3.3.d. Incorporate requirements into the Zoning Code to provide public and community benefits as a condition for development projects to receive increased development allowances.
- Policy 3.3.e. When private property value is increased by public plans and investments, require development to address or mitigate displacement impacts and impacts on housing affordability, in ways that are related and roughly proportional to these impacts.

CHAPTER 5 – Housing

- Policy 5.10 Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.
- Policy 5.17 Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.
- Policy 5.18 Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.
- Policy 5.35 Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing. Work to remove regulatory barriers that prevent the use of such tools.

CHAPTER 6 – Economic Development

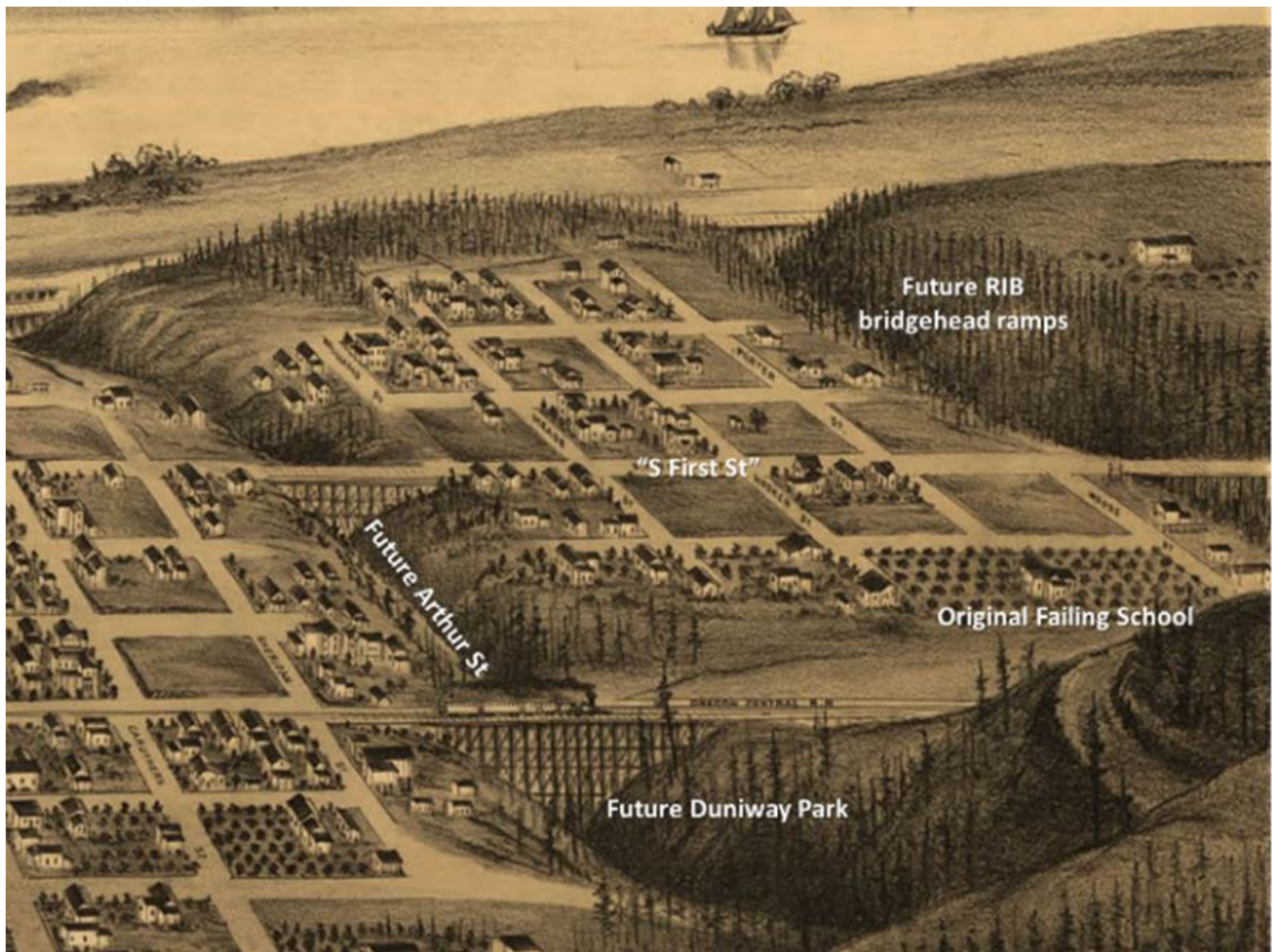
- Policy 6.27 Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not require a 4-year college degree.
- Policy 6.29 Encourage investment in, and alignment of, poverty-reduction efforts that address economic development, land use, transportation, housing, social services, public health, community development, and workforce development.
- Policy 6.31 Ensure that plans and investments improve access to contracting opportunities for minority-owned, woman-owned, and emerging small businesses.

Historical Context

This plan is informed by the history of the South Portland area. Several waves of displacement have shaped this neighborhood over several generations, including the forced removal of native people from Portland by European settlers, the removal of housing to make way for transportation infrastructure, real estate practices that excluded people of color, and urban renewal that involved large scale removal of people and housing.

Earliest known inhabitants

Indigenous people were the first inhabitants of this area, and the first to be displaced—physically or by disease—by European settlers. Many tribes used the area, mostly for seasonal hunting and fishing. Likely temporary shelters, but no known permanent villages. By the time settlers arrived their diseases had preceded them and wiped-out tribal populations. Survivors were forcibly relocated to other parts of Oregon.



1879 lithograph of Portland drawn and published by E.S. Glover (Portland Archives, A2004-002). There were ravines or gulches roughly where Arthur Street is today and where the Ross Island Bridgehead is today south of Porter Street.

Early European settlement

The area was initially developed in the Victorian era (1880's) as a residential neighborhood, served by several streetcar lines. Streetcars ran on Front Avenue and on 1st Avenue, connecting the neighborhood with Portland's historic commercial core, which was then near the present-day Skidmore Fountain. At that time, a freight and passenger rail line ran where Barbur Boulevard is located now connecting the City to the Tualatin and Willamette Valleys.

Displacement Events

Over the years the neighborhood has been repeatedly impacted by major transportation projects. In 1926, the Ross Island Bridge was completed, becoming the first major project to disrupt South Portland. In the 1940s, Portland's first freeway, the Harbor Drive Expressway, was built along Front Street dividing the neighborhood. By the early 1950's, a new interchange (the current ramps) was built to provide direct access from the Expressway to the Ross Island Bridge.

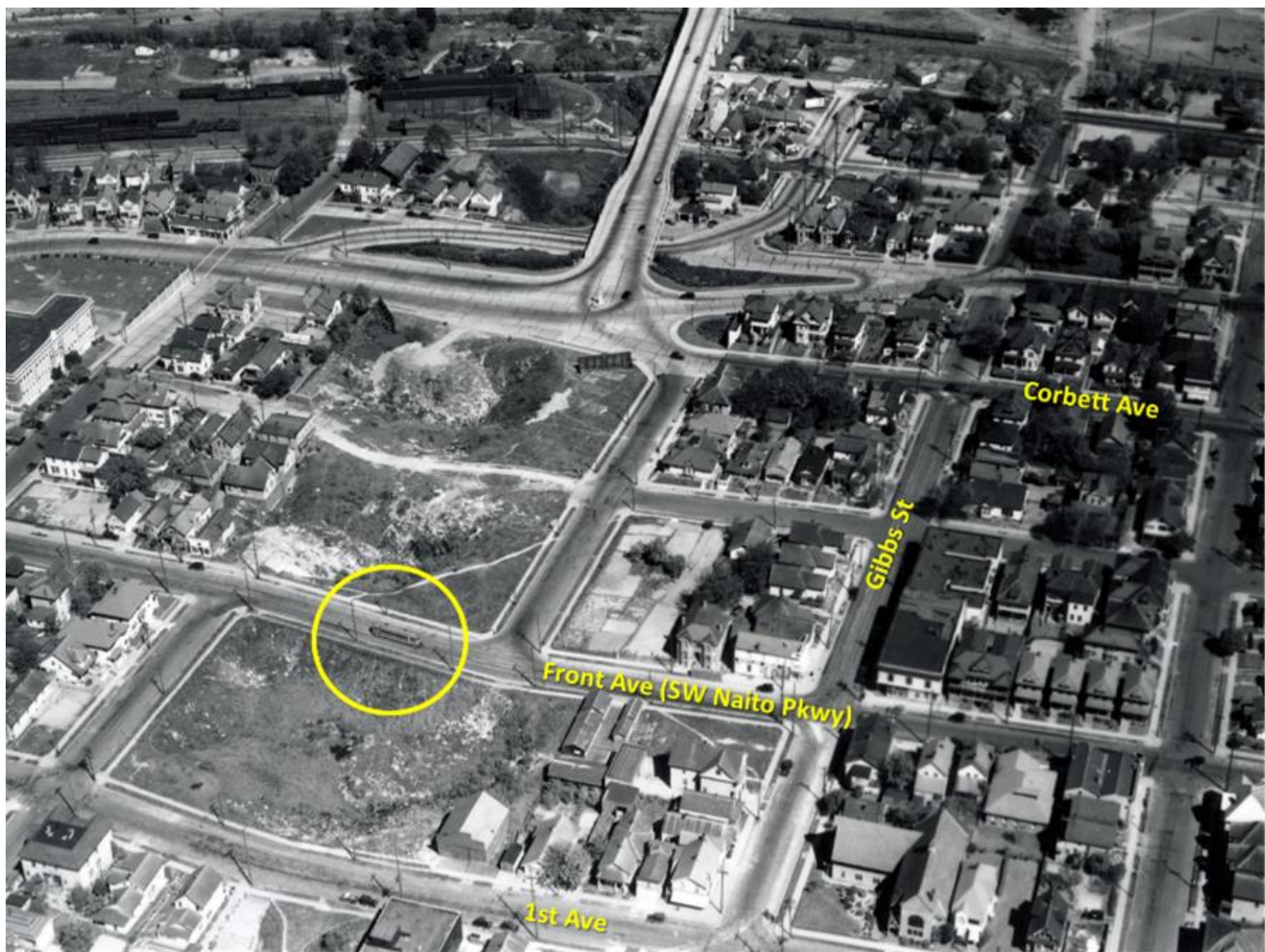


Aerial photos of South Portland before in 1925 (left) and after in 1928 (right) the Ross Island Bridge was built. (Portland Archives, A2010-001 & A2004-002.11385)

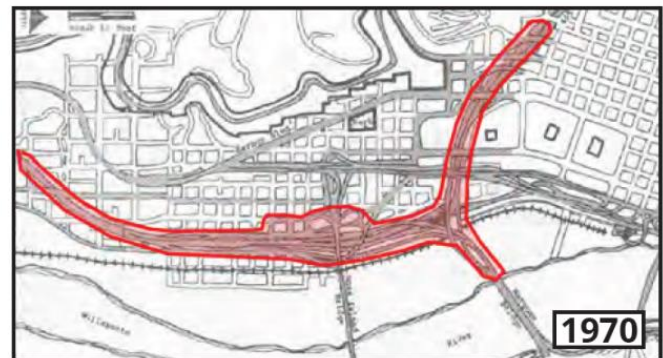
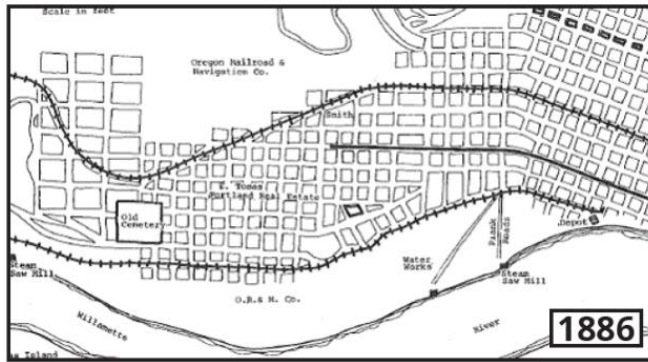
In the 1925 aerial on the left, downtown is to the right, the Willamette River is at the bottom, Marquam Hill is at top, and South Portland in the center. Naito Parkway was then called Front Avenue and was a typical street width. The original street grid was intact, before the Ross Island Bridge and the Kelly Street connector to Arthur Street. Barbur Boulevard was not built yet and was still railroad right-of-way. A streetcar ran along 1st Avenue to Porter Street, then to Front Avenue to Gibbs Street, then onto Corbett Avenue. Ross Island Bridge was completed in late 1926 (right) and was the first major disruption of the original street grid and displacement event to the immigrant neighborhood. The original bridgehead connected to existing neighborhood streets.



The series of photos above show some of the impacts of the bridge construction to South Portland in 1925 and 1926. (Portland Archives, A2009-009-476, A2009-009.265, A2009-009.493)



Another view of the original bridgehead facing the river. The area where the ramps are today was left vacant, after removing existing buildings and filling in the ravine. Naito Parkway was then called Front Avenue and was standard street width before it was widened to become part of Harbor Drive in the 1940s; there was a commercial corner at Front Ave & Gibbs St, and the streetcar ran from downtown on 1st Ave to Porter St to Front Ave (see circled above) to Gibbs St to Corbett Ave. (Portland Archives, A2005-005.1482.4)



South Portland changes over time, 1886 to 1970. (Source: South Portland Circulation Study, 1978)

The largest impact came in the early 1960s when the northern half of the neighborhood was demolished to make way for Interstates 5 and 405, as part of the South Auditorium Urban Renewal Project.

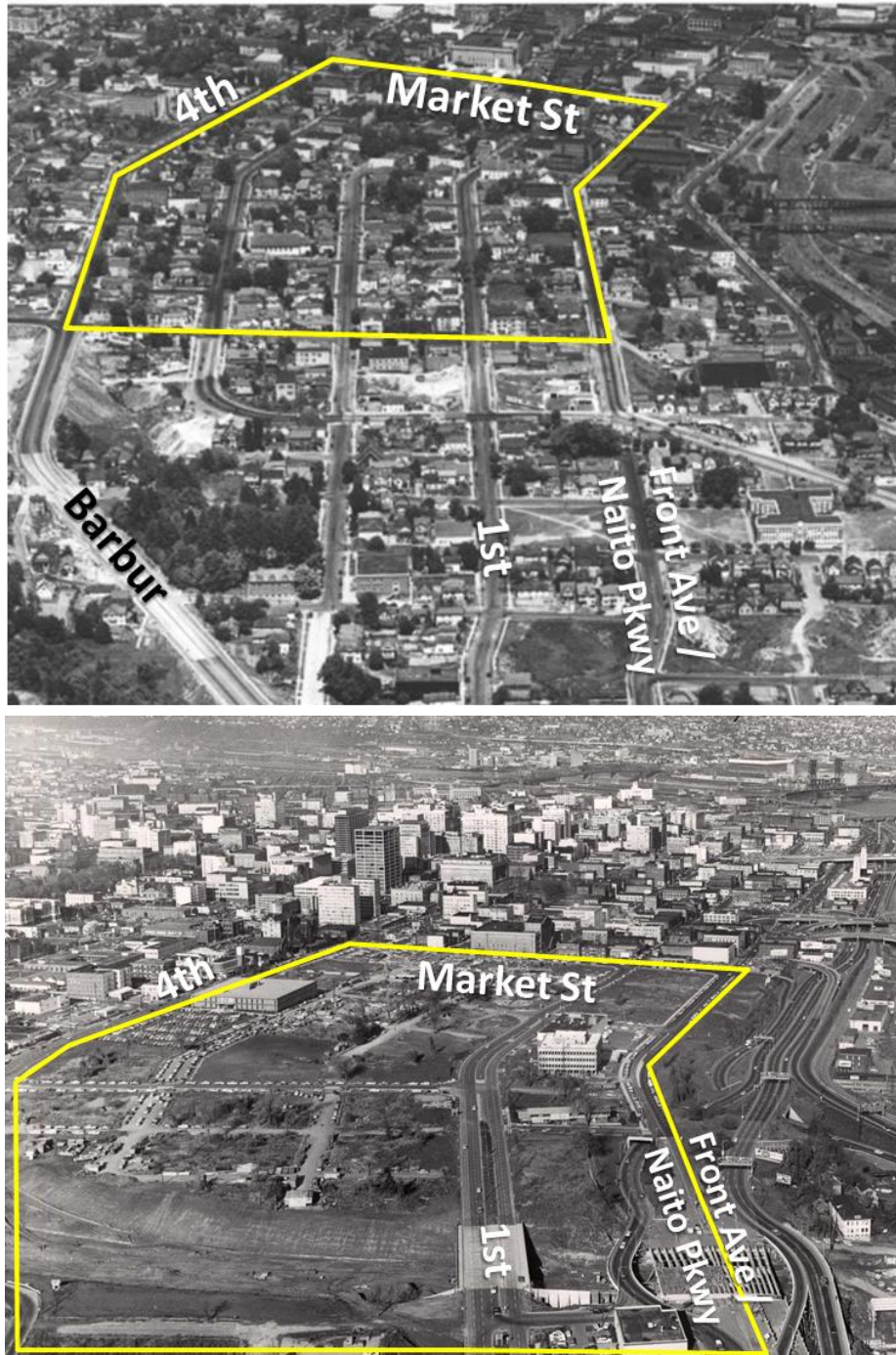
The South Auditorium Urban Renewal district displaced 1,573 residents and 289 businesses. 445 buildings were demolished. The area had been a center of the Jewish community in Portland, and was home to many first generation Chinese, Greek, Italian, and Irish immigrants.

“On S.W. First Avenue there was a kosher shopping district and, dispersed throughout the designated area, five synagogues, and the Jewish Community Center, a meeting and recreation place for the community, especially important to those in the younger generation who had left the core, but wished to remain in touch with their roots”

(from Brief History of Urban Renewal in Portland, Wollner, Provo, Schablinsky).

Census data reveals the impact. Tract 57 corresponds to the blocks riverward from Barbur, north of the Ross Island Bridge, and south of Market Street. In 1960 there were 2,590 inhabitants in this tract (86% white, 35% foreign born). By 1970 the tract only had 1,015 inhabitants (96% white, 26% foreign born).

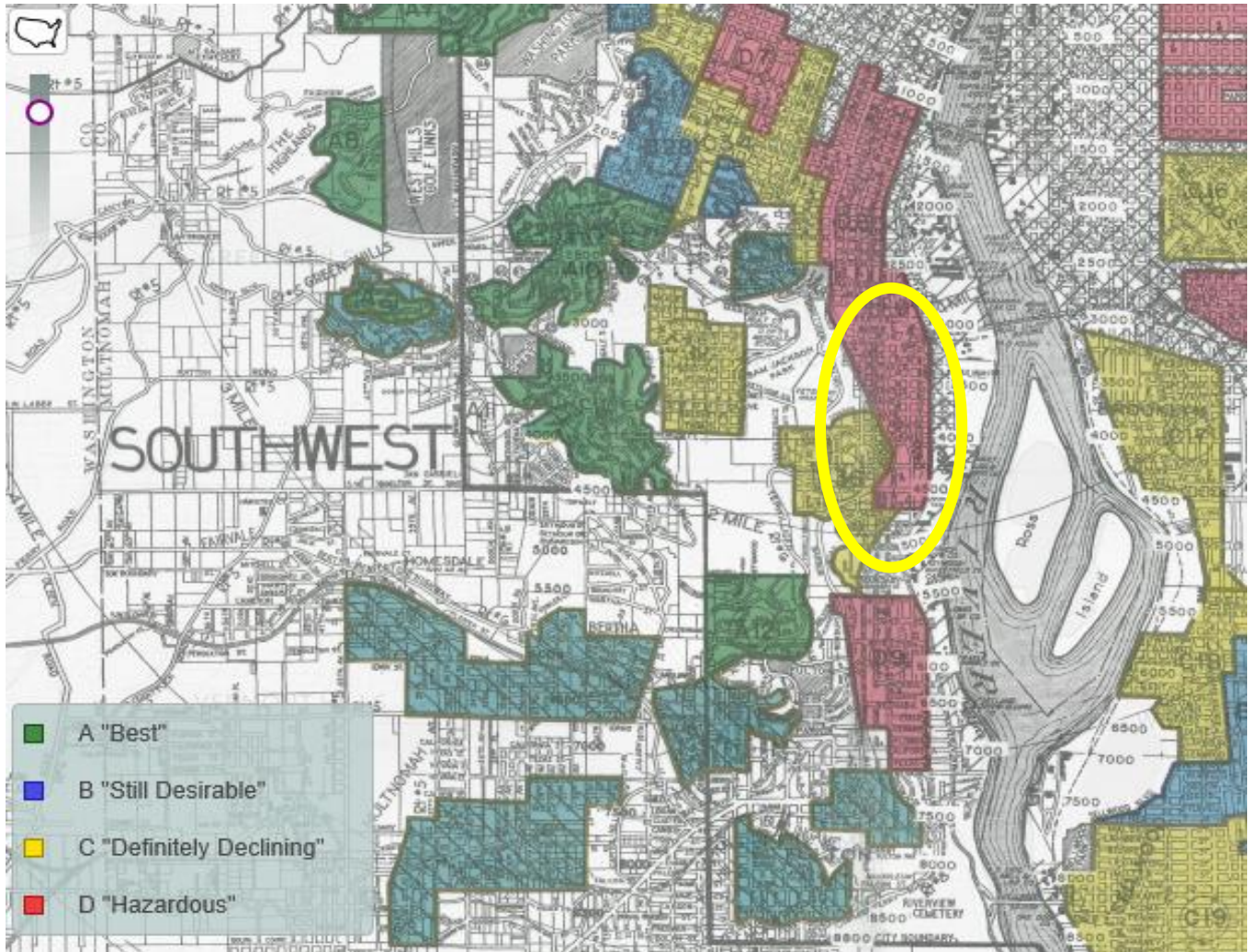
The Marquam Bridge opened in 1966, and Interstate 405 opened in 1969. The Waterfront Park segment of the Expressway was removed to make way for Waterfront Park in 1974, but the South Portland segment remains. The impact of these regional transportation projects and urban renewal clearances can be seen in the photos below.



South Portland as it looked in 1938 (top) and 1964 (bottom). The yellow outline indicates the same area in both photos. The South Auditorium Urban Renewal Project displaced over 500 households and nearly 300 businesses between 1958 and 1974. (Portland Archives, A2010-001.95 & A2005-001-274)

Redlining

This area was also subjected to redlining, the discriminatory real estate lending practice. Redlining was used to deny federally secured loans to non-white prospective homeowners, particularly African Americans. The South Portland area was designated a high risk for investment in large part because of the racial and ethnic diversity of the residents.



1937 redlining map; South Portland study area circled in yellow

The 1937 HOLC assessment of the area indicates that 35% of the families were foreign born, predominately "Orientals." The assessment lists "Detrimental Influences," including "Presence of subversive foreign population" and "Heterogeneous character of district."

2. INHABITANTS: Factory, white collar
a. Occupation and service workers, ; b. Estimated annual family income \$ 1000-1500
artisans, laborers, etc.
c. Foreign-born families 35 %; Orientals predominating; d. Negro 30 ; %
750 Chinese, 250 Japanese, 35 Filipinos
e. Infiltration of Subversive races ; f. Relief families Many
has occurred
g. Population is increasing Yes ; decreasing ; static

5. CLARIFYING REMARKS: Zoned business and light industry, however 85% of improvements consist of single-family dwellings. The concentration of orientals and other foreign-born population is confined almost entirely to the northern half of the area, the southern part being practically free of subversive racial elements. This is distinctly a workmen's rental district and approximately half of the population being employed in the industrial plants along the river. The southern part below Porter St., while still hazardous, is distinctly better grade. The area is accorded a low red in the northern part and a medium red grade in the southern portion.

6. NAME AND LOCATION Southwest River District SECURITY GRADE D AREA NO.

Excerpts from the 1937 HOLC assessment of the area that today includes South Portland.

Other nearby neighborhoods were designated green ("best") or blue ("still desirable") because of their homogenous population, composed almost exclusively of white and high-income households. The HOLC also deemed these neighborhoods desirable because they either had single-family zoning or racially-restrictive covenants that excluded non-white residents. For example, a 1928 restrictive covenant for the Palatine Hill subdivision—located between what is today the Tryon Creek Natural Area and the Willamette River—stated that prior to "January 1, 1975 no person of African, Asiatic or Mongolian descent shall be allowed to purchase, own or lease said premises or any part thereof."

CONDITIONS AND RESTRICTIONS

Affecting PALATINE HILL
by deed recorded Feb. 3, 1928,
in Deed Book 1122 at page 339.

Subject to the additional covenants herein contained to-wit:

- (1) That no building nor structure, which shall be used for any purpose except that of a dwelling house, or appurtenances thereto, shall be erected or placed upon the above described property at any time before January 1, 1975.
- (2) That no store, saloon, grocery or mercantile business of any character, nature or description shall be carried on, nor any spirituous or malt liquors be manufactured, sold or exchanges, bottled or dealt in, upon the above described real property at any time before January 1, 1975 and that said real property shall not be used for anything except residence purposes at any time before said last mentioned date.
- (3) That prior to said January 1, 1975 no store, business or manufacturers of any kind or any thing of the nature thereof shall be carried on or conducted upon said real property or any part thereof.
- (4) That prior to the January 1, 1975 no person of African, Asiatic or Mongolian descent shall be allowed to purchase, own or lease said premises or any part thereof.

Excerpt from a 1937 restrictive covenant for the Palatine Hill subdivision, a neighborhood located south of the study area.

Historic District and Neighborhood Planning

Portland's first National Register Historic District is within the South Portland focus area. The area was the epicenter of Portland's first neighborhood plan, the Corbet-Terwilliger-Lair Hill Plan, adopted in 1977. The plan included a policy to "Support the redesign of the Ross Island Bridge ramps and realignment of related streets."

A South Portland Circulation Study was subsequently completed in 1978, and significantly updated and readopted in 2001. The plan directed the Office of Transportation (now PBOT) to proceed with preliminary engineering, as funds become available, to re-establish a street grid in the neighborhood. The preferred alternative would remove the remaining portion of the Harbor Drive Expressway, and change Naito Parkway back into a neighborhood main street with connections to the east-west streets where they intersect. The Ross Island Bridgehead reconfiguration project is on the Major Projects List adopted with the City's Transportation System Plan.

Existing Conditions

The current transportation network design is the result of a series of incremental traffic facility changes over time from building state highways and implementing an interstate freeway system through a historic grid of residential and commercial land uses. Streets that were essentially residential and local in character became highway bridge approach ramps and due to increased traffic, local streets are being used as regional cut-through routes. The area is a very complex exchange of regional traffic connections.

Additionally, much of the network connections feature a merge and weave design typical of more free-flow highways. This design does not work well in stop and go conditions and requires drivers to look around awkwardly for movements creating safety hazards. Naito Parkway itself was once part of the Harbor Drive Expressway, which was the major north/south traffic facility built along the downtown waterfront between then Front Avenue and the river connecting to the Steel Bridge. This function was replaced by Interstate Highways 5 and 405. The downtown segment of the Harbor Drive Expressway was removed and became Tom McCall Waterfront Park. However, the segment of Naito Parkway adjacent to the Ross Island Bridge is a remnant of the former Harbor Drive Expressway, mismatched in design and function with Naito Parkway, both north and south of the Ross Island Bridge.

Due to the successive changes in roadway design over time attempting to respond to increased traffic flows, the historic South Portland area has been fragmented into pieces and is not a complete neighborhood. The highway style of Naito Parkway, built with vehicular mobility as the primary design consideration, has left pedestrian and bicycle accessibility as an afterthought with crossings on Naito Parkway limited to grade separated bridges and tunnels that are isolated and intimidating. This produces a low-quality pedestrian and bicycle environment with poor accessibility for all people, especially people with disabilities.

Constraints and opportunities include:

Opportunities

- Located centrally within easy walking distance of Portland State University (PSU), Oregon Health & Sciences University (OHSU) and the National University of Natural Medicine (NUNM) campus, the area is well situated to become an integral part of an emerging education hub.
- A proposed light rail station on Barbur Boulevard at Gibbs Street, in tandem with the Southwest Corridor project and the reconfiguration of the Ross Island Bridgehead area, offers an opportunity to stitch this historic neighborhood back together and address long-standing transportation issues in the area.
- A revitalized Naito Parkway, with wider sidewalks and bike lanes, and crosswalks, could serve as the neighborhood core.
- The Darlene Hooley Pedestrian Bridge over Interstate 5 makes Gibbs Street an important east-west pedestrian corridor connecting the two OHSU campuses. Gibbs could be improved with a wider sidewalk on one side, becoming an east-west spine for the neighborhood. Both 1st Avenue and Corbett Avenue could function as local pedestrian-scale main streets, with nodes of small commercial uses.
- Both First Avenue north of Gibbs Street and Corbet Avenue south of Gibbs Street function as local pedestrian-scale streets. Both streets were once part of a historic streetcar route.
- The planned Central City Green Loop could cross Naito Parkway at the north end of the new station area, connecting the district to numerous cultural amenities on both sides of the river.
- The area has significant potential to accommodate new housing, while still retaining its historic neighborhood character. Current zoning provides for significant development capacity and a diverse mix of uses. Including the land that could be made available by the Ross Island Bridgehead reconfiguration, there are over 30 vacant or underutilized parcels within easy walking distance of the proposed Gibbs Street LRT station. Together these parcels have capacity for over 3,000 units of new housing, some portion of which will include affordable housing. Single-family residential zoning is concentrated in the hills to the west of South Portland.
- South Portland has two notable parks, and good park access; most of the area is within a 15-minute walk of at least two acres of parkland.

Constraints

- South Portland is largely built out with a walkable street grid that is frequently interrupted by limited access highway facilities that offer no or inconvenient pedestrian connections. Barbur Boulevard and Naito Parkway are barriers to east-west connectivity, I-405 is a barrier to downtown, and the Ross Island Bridge ramps occupy nearly four city blocks.
- Zoning of the NUMN campus was updated in 2016 to Campus Institutional. A primary barrier to campus growth is limited access due to the campus being surrounded by limited access arterial roadways serving state highways and interstate freeways.
- The area lacks amenities like a full-service grocery store and a contiguous retail core. This is reflected in the area's walkability score, which is relatively low compared to downtown Portland and other inner neighborhoods.

Equity Framework

The City is committed to ensure new plans and investments redress past harms and honor the rich history of South Portland as a home to indigenous, Black, Jewish, and immigrant communities, and communities of color.

In addition to determining if these plans and investments support City objectives—such as increased transit use, expanded housing options, and reduced carbon emissions—we should ask how the changes can reduce or exacerbate long-standing racial disparities in our community. Such an analysis is called for in the Guiding Principles of the 2035 Comprehensive Plan. This project’s equity analysis begins to identify an approach to answering these questions.



View of the west end of the Ross Island Bridge in 1958 after the current ramps were built. (Portland Archives, A2010-002.918)

We know the benefits of past public infrastructure investments and land use planning processes disproportionately accrued to wealthy and predominately white landowners, while people of color often carried burdens, like involuntary displacement. With the 2035 Comprehensive Plan, the City has adopted new equitable growth policies and is committed to future growth that supports people of color and explicitly reduces long-standing racial disparities.

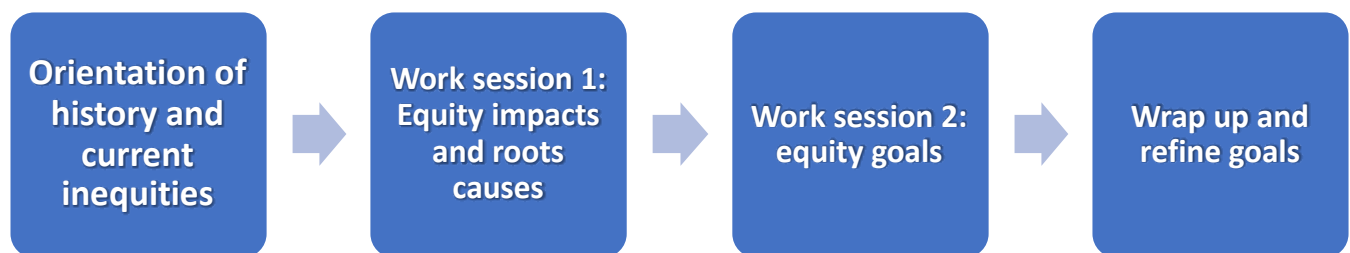
As is often the case with racial equity analyses, the answers are nuanced. There is not an ‘either/or’ answer, but often a ‘yes/and’ answer. This does not mean that we should or should not make investments and pursue land use changes that broadly meet our objectives. We must consider actions beyond traditional regulatory changes and status quo infrastructure investments to ensure that

realigning the Ross Island Bridgehead and planning for a new and improved Naito Main Street will equitably benefit people with lower-incomes and people of color.

The analysis describes the anticipated and disproportionate burdens, as well as the likely benefits and opportunities to advance racial equity. Potential strategies for avoiding or mitigating burdens and enhancing benefits are identified. Recommendations are also provided for making the next phase of planning an inclusive process that takes the City's practice of racial equity analysis and planning to a higher level of integrity and sophistication.

Redressing past harms, but also honoring history. What does that mean in practice? Specifically, this project seeks to answer the question "What is the opportunity to advance racial equity through the redevelopment of publicly owned properties?"

To help answer that, an equity analysis was conducted to identify who benefited and who was burdened by this past, what current day inequities still exist, and which racial equity goals help shape the Ross Island Bridgehead and Naito Main Street improvements to achieve more equitable outcomes. Specifically, how these publicly-owned properties—particularly the sites where the Ross Island Bridge ramps are today—can be best used and how zoning and land use tools can create public benefits.



The BPS project team worked with a group of equity experts from City government and the local community. Participants included City bureau equity managers, the City's Tribal Relations office, Oregon Black Pioneers, National University of Natural Medicine (NUNM), Cedarwood School, Jewish Federation of Greater Portland, and neighborhood association members.

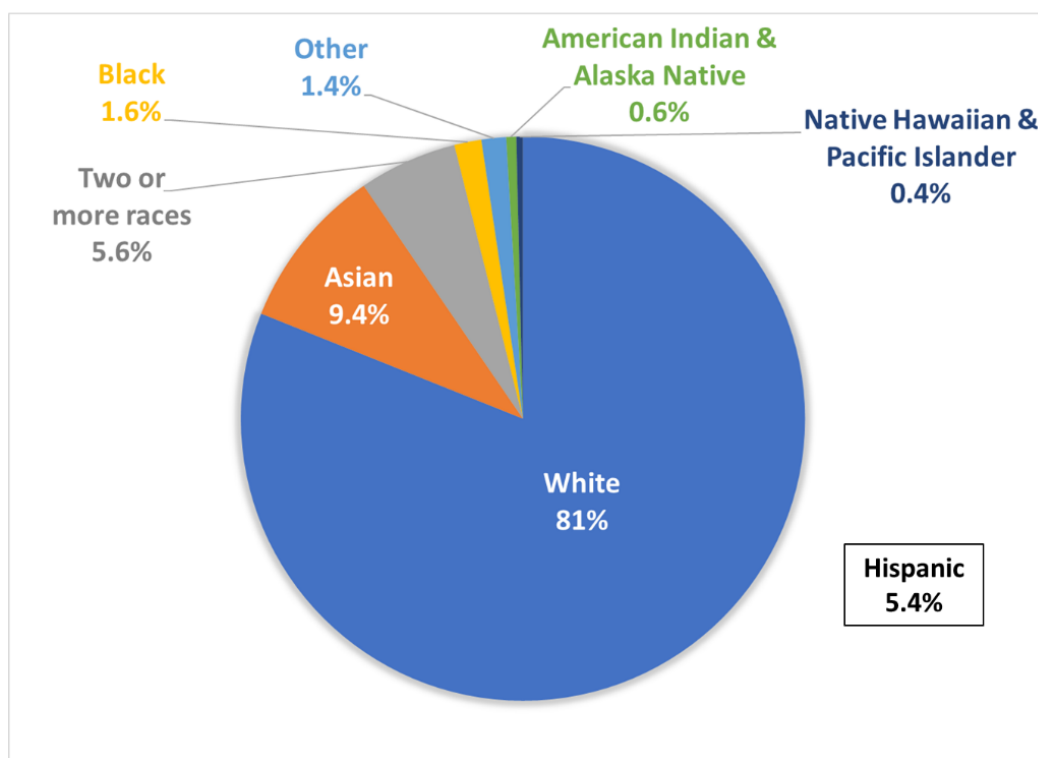
The participants' discussion of the historical harms described above led to the identification of common root causes of inequitable growth in both Portland generally and South Portland specifically:

- 1) Property as an investment commodity
- 2) A history of ownership of property restricted to white communities for generations
- 3) Heavy public investment to attract wealthy residents to cities
- 4) Lack of public investment in Black and Brown neighborhoods

- 5) Public infrastructure and urban renewal projects targeted to displace renters, low-income households, and Black and Brown communities
- 6) Biased real estate finance system that concentrates white wealth (ex. business and home loans)
- 7) Segregated education and inequitable funding
- 8) Zoning that segregated white wealth and fueled speculation in Black and Brown communities
- 9) Land-owners and developers access to government decision makers
- 10) Civic structures biased toward land and property owners

The racial equity analysis looked at some present day social and racial disparities and the structural racism that underpins them. First, we looked at the demographics of who lives here, what benefits they experience, and who is excluded from accessing these benefits due to the high cost of living.

South Portland Population by Race, 2020



Citywide white population is 70%

2020 Census data shows that the South Portland area trends whiter than the Citywide average.

Opportunity mapping is a tool used to show an area's proximity to multiple public and private community amenities that correlate with better quality of life outcomes (for example, schools, civic buildings and services, grocery stores, jobs). The Portland Housing Bureau uses this tool to guide the siting of regulated affordable multi-family housing. The South Portland area is considered a "high opportunity" area. The proximity of Portland State University, OHSU, and the Central City makes this a

desirable location. Increasing housing choices in a “high opportunity” area is a policy priority for the City and supports our FHA responsibility to affirmatively further fair housing.

Housing costs are one element for an area’s inclusivity or exclusivity. Given South Portland’s status as a high opportunity area, it is not surprising to find almost all types of housing are unaffordable to almost all the average households of color living in Portland.

Household Characteristics, Housing Size/Tenure and Affordability

Housing Affordability	Rental				Homeownership
	Studio	1-BR	2-BR	3-BR	
Avg. Portland Household	YES	NO	NO	NO	NO
3-Person Extremely Low-Income	NO	NO	NO	NO	NO
3-Person Extremely Low-Income	NO	NO	NO	NO	NO
3-Person Moderate-Income	YES	NO	NO	NO	NO
Couple with Family	YES	YES	NO	YES	NO
White	YES	YES	NO	NO	NO
Black	NO	NO	NO	NO	NO
Latino	NO	NO	NO	NO	NO
Native American	NO	NO	NO	NO	NO
Asian	YES	NO	NO	NO	NO
Hawaiian-Pacific Islander	NO	NO	NO	NO	NO
Senior	NO	NO	NO	NO	NO
Single Mother	NO	NO	NO	NO	NO
Foreign-Born	NO	NO	NO	NO	NO

Source: Portland Housing Bureau State of Housing in Portland Report, 2018

With this history and current day inequities in mind, the racial equity analysis turned to the opportunity to redevelop the future land areas that will be freed up after the Ross Island Bridgehead realignment. Participants identified who could benefit and who could be burdened by this new change and ways to enhance benefits to be more equitable and address root causes.

Burdens: Without prioritizing racial equity, the status quo harms BIPOC communities

- Unaffordable housing
- Homogenous businesses with low wages
- Exclusive open space
- Private land ownership enriches the already affluent

Benefits: Racial equity results in a new (old) identity of inclusive community and amenities for the area, benefiting all people such as:

- Open space and indoor gathering space can be programmed to build community relationships
- Design can enhance multi-cultural identity and tell stories of the people and place
- Community controlled land can be taken out of the speculative market
- More comprehensive eco-system of amenities can better address systemic poverty and racism
- Affordable housing coupled with education and daycare brings families back

The analysis culminated in the drafting and vetting of racial equity goals for both an equitable process to redevelop the remnant bridgehead parcels and equitable development outcomes for the ultimate redevelopment of the sites. Process goals should guide the community engagement model and design process going forward. Development goals should serve as a starting point for implementation, starting with the design of new zoning tools. These will inform the next phase of discussions between the City and ODOT about the ownership and fate of the properties, and future agreements with private and non-profit developers awarded the opportunity redevelop the sites.

Racial equity process goals

"Redeveloping publicly owned properties will improve racial equity through...."

Goal (example)	Root cause
Honoring the history, stories, and cultures of all historically displaced communities in this area; Native Americans, African Americans, Southern European immigrants, and the Jewish community (Historic Black Williams Project)	
Prioritizing public investments for those historically impacted communities that also experience the greatest inequitable outcomes today; African Americans and Native Americans (N/NE preference policy)	Lack of public investment in BIPOC communities
BIPOC communities have greater self-determination, capacity, and decision-making authority to benefit from any change and ensure solutions are grounded in and emerge from their lived experience (SW Equity Coalition)	Civic structures bias toward land and property owners

Racial equity development goals

"Redeveloping publicly owned properties will improve racial equity through...."

Goal (example)	Root cause
Community power and self-determination through community ownership of land (Community land trust)	Property as an investment commodity
Zoning requirements and community benefits agreement to support the community's vision for equitable growth (Post Office CBA)	Zoning that segregates fuels speculation
BIPOC wealth generation through ownership of housing and commercial space (Vanport Plaza)	A history of ownership of property restricted to white communities
Ecosystem of community development to reduce poverty and racial disparities by aligning education, economic, cultural and human services with transportation and affordable family sized housing (NAYA Generations project)	Lack of public investment in BIPOC communities
Design and programming of inclusive, welcoming, safe, multi-cultural institutions and public spaces (SE Mercado) <ul style="list-style-type: none"> • providing places of gathering, culturally relevant goods and services, public art • rename streets and open space to celebrate multicultural diversity and educate about history 	

The process also identified some key questions to answer and some recommendations as the City and ODOT move forward with the community.

- Equity analysis is iterative – go deeper in next phase of planning
- Design form and layout should reflect culture
- Nonprofit community development corporations should have roots in the community
- Don't let Naito Main Street project co-opt projects from other parts of the city
- Growing more diverse when area is so disproportionately white now requires intentional design and programs (ex. Marketing and recruitment for housing and business opportunities is led by BIPOC orgs)
- What's government's role going forward?
- What's the role of communities most impacted by displacement and racial oppression in the planning, development and long-term ownership of the remnant parcels?
- Where are opportunities to deepen our commitment to racial equity?

On July 28, 2021, a follow-up equitable development workshop was held with the target audience being members of the equity analysis stakeholder group, members of the community advisory group for the historic district design guidelines update, and affordable housing representatives that are active in the Southwest Corridor planning. The workshop centered around asking questions that tie back to the racial equity goals, looking at how to operationalize and visualize select goals. The main takeaway for this workshop was that more work should be done on refining and applying the racial equity goals to the primary opportunity sites near the bridgehead area. Workshop feedback, as captured in the online Mural boards, is attached as an appendix.

Community Engagement

The community engagement strategy for BPS's South Portland Area Planning project involved both paralleling PBOT's Naito Parkway Main Street outreach efforts, and arranging targeted meetings with individuals and groups that represent a cross section of the neighborhood. Initially, this meant coordinating with PBOT's planned year-long series of public events, as well as meetings with institutions like NUNM and the South Portland Neighborhood Association. Additionally, a series of design workshops were held to help shape the vision for future development on the Ross Island Bridgehead opportunity sites. To supplement these efforts, BPS led a racial equity analysis with a group of stakeholders associated with past and present Black, Indigenous, and People of Color groups tied to the South Portland area. The racial equity analysis was followed up with another workshop to discuss how (and whether) the equity goals could be effectively applied to the bridgehead opportunity sites.

Community Engagement Summary

Event / Date / Location	Summary / Attendance
NUNM Leadership team meeting #1 September 4, 2019 NUNM Administrative Building	First in a series of meetings between City project staff and NUNM leadership team an overview of the project. 8 NUNM attendees.
Public event #1 November 20, 2019 NUNM Academic Building	First joint event co-hosted by PBOT and BPS staff to discuss the Naito Parkway Main Street project. 28 attendees.
Naito Main Street urban design workshop December 18, 2019 BPS Conference Room 7A	PBOT and BPS consultants facilitated an urban design workshop with input from TAC and community members. Workshop outcomes were used to create land use and transportation conceptual designs for Naito Parkway. Approximately 14 participants.
South Portland Neighborhood Association (SPNA) Board meeting January 8, 2020 PBS Conference Center	PBOT and BPS project team members gave a high-level presentation on the project. Approximately 50 attendees.
One-on-one stakeholder meetings February 3 and 5, 2020 Various locations	BPS and PBOT project staff met in small groups and individually with key stakeholders, including the SPNA leadership team, South Portland resident Darrell Grant, and co-founder and chairman Bob Walsh of Walsh Construction Co.
Conceptual design workshop February 14, 2020 BPS Conference Room 7A	The project team led 15-20 participants, including staff and community members, through a set of exercises to draft redevelopment concepts for the Ross Island Bridge opportunity sites.
NUNM Leadership team meeting #2 February 25, 2020 NUNM Administrative Building	City project staff gave the NUNM leadership team an overview of the project. 7 NUNM attendees.
Public event #2 February 25, 2020 University Place Hotel	Second joint event co-hosted by PBOT and BPS staff. Drop-in open house format, with two short staff presentations at 6:30 pm and 7:15 pm. Coincided with one of TriMet's public events on the Conceptual Design Report for the Southwest Corridor. Approximately 33 attendees.
NUNM Leadership team meeting #3 May 19, 2020 Online via Microsoft Teams	Follow-up with the NUNM leadership team to finish the presentation and provide time to answer questions. 9 NUNM attendees.

Event / Date / Location	Summary / Attendance
NUNM Leadership team meeting #4 June 16, 2020 Online via Microsoft Teams	Follow-up with the NUNM leadership team to give them more time to ask questions. 7 NUNM attendees.
Equity analysis framework meeting July 21, 2020 Online via Zoom	First meeting as part of the racial equity analysis for the project with an initial group of 3 South Portland neighborhood residents.
Equity analysis orientation session September 11, 2020 Online via Zoom	Orientation session as part of the racial equity analysis for the broader group of stakeholders, including representatives of institutions and people of color that were historically displaced by prior land development and transportation projects in the South Portland neighborhood. 8 participants.
Equity analysis orientation session September 25, 2020 Online via Zoom	Orientation session for 2 participants from Cedarwood Waldorf School as part of the racial equity analysis for the broader group of stakeholders.
Public event #3 October 20, 2020 Online via Zoom	Third and final joint event co-hosted by PBOT and BPS staff. The project team gave a presentation showing early concepts that came out of the prior year of planning and community engagement. Approximately 50 attendees.
Equity analysis work session #1 November 13, 2020 Online via Zoom	First of two work sessions with the broader group of stakeholders with the goals of exploring the racial equity opportunities for redeveloping of publicly-owned bridgehead sites, prioritizing goals/outcomes, and identifying who has benefitted and been burdened from past neighborhood changes and the future project. 9 participants.
Equity analysis work session #2 November 20, 2020 Online via Zoom	Second of two work sessions with the broader group of stakeholders with the goals of exploring root causes of displacement, and determining which strategies can best advance racial equity and mitigate unintended consequences. 10 participants.
South Portland Neighborhood Association (SPNA) Board meeting December 2, 2020 Online via Zoom	PBOT and BPS project team members gave an update on the project, following the defeat of Metro's regional transportation funding measure in November.
Equity analysis debrief / wrap-up session December 4, 2020 Online via Zoom	Final session with the broader group of stakeholders. Reviewed root causes, burdens, and draft goals identified by the group. 13 participants, including 5 TAC members.

Event / Date / Location	Summary / Attendance
Equity follow-up / European & Jewish immigrant displacement January 7, 2021 Online via Zoom	A follow-up conversation with some members of the equity stakeholder group about the European and Jewish immigrant experience in the South Portland area. 4 participants.
Equitable development workshop July 28, 2021 Online via Zoom	Revisited the proposed redevelopment of the Ross Island Bridge opportunity sites with the process and development goals from the racial equity analysis. 30 participants, including staff and TAC members.

Vision

Transportation Changes

The reconfiguration of the Ross Island Bridgehead allows Naito Parkway to be transformed from a limited access highway to a functioning urban arterial with main street design characteristics. The entire street network around the Ross Island Bridge area would be modified under a cohesive plan that deemphasizes regional connections through the neighborhood and reestablishes the local street network. This improves driver orientation for through connections like Highway 26, while allowing smaller scale streets to be dedicated to local neighborhood circulation functions for all modes.

Traffic connections would become more of an urban network in form with 90-degree intersections that are controlled by traffic signals, replacing the current weave/merge design and thereby improving safety and driver orientation. The overall pattern would produce a more regular urban street grid with improved neighborhood cohesiveness throughout South Portland.

This urban grid network would be safer and more inviting for pedestrians, bicyclists, those with disabilities, and those accessing transit. The proposed design would also allow for multiple at-grade crossings of Naito Parkway, marked crosswalks at intersections, and would highlight Gibbs Street as the primary connection to a potential LRT station on Barbur Boulevard.

As for Naito Parkway itself, this thoroughfare can be rebuilt to become an urban main street with opportunity for a complete street design with wider sidewalks, bike lanes, and on-street parking in certain locations. Other urban street amenities like new pedestrian-scaled street lighting, street trees, benches, public art, bike racks, and creative stormwater management could also be provided. This will transform Naito Parkway from an obsolete limited access highway design to a multi-purpose urban arterial.

Naito Parkway, from Southwest Harrison Street to Southwest Barbur Boulevard, would be converted to a neighborhood civic corridor with **four character segments**, as illustrated using the color bar on the left side of the diagram on the next page:

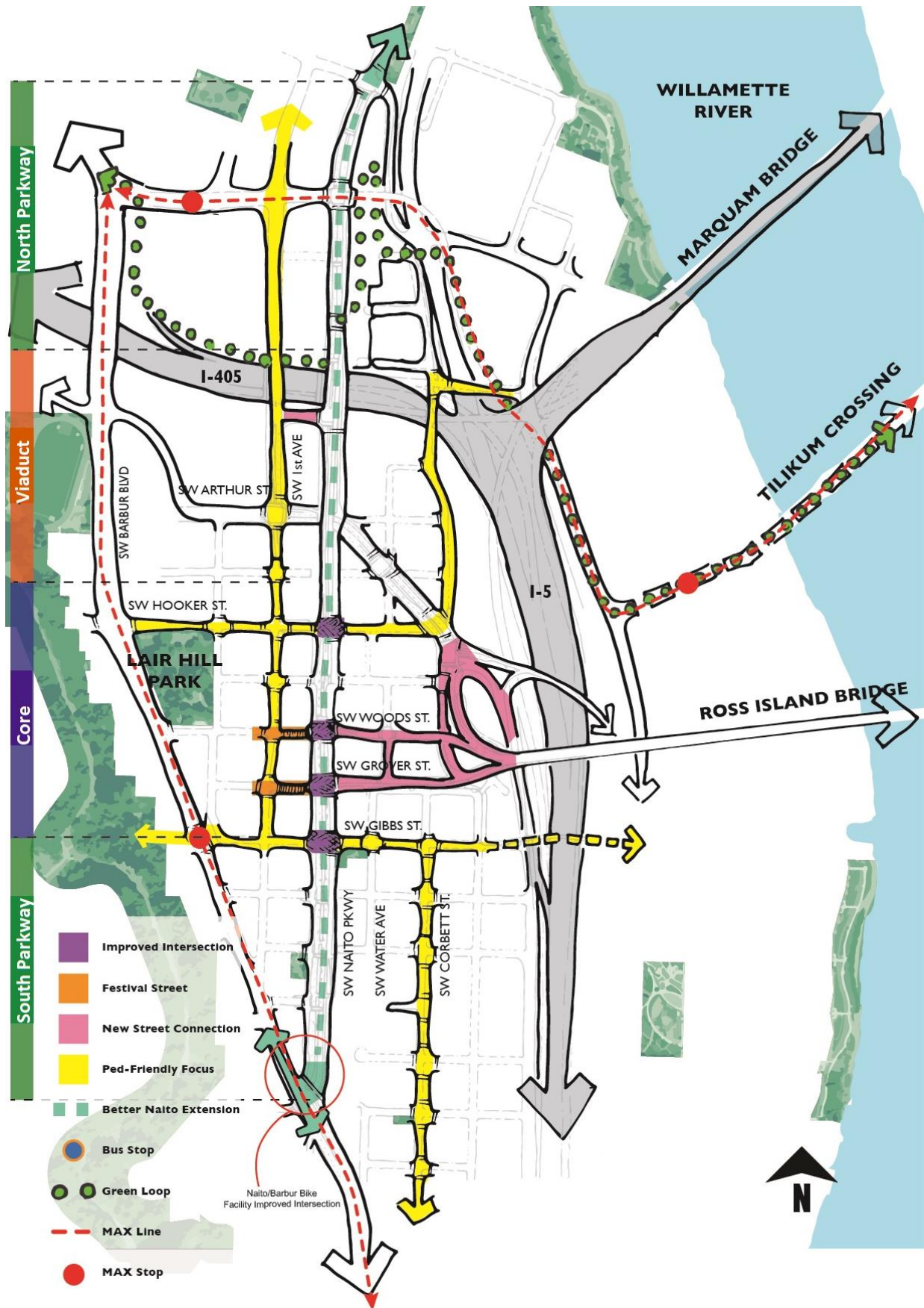
- 1) **North Parkway** – enhancing the character of the existing tree-lined boulevard with connections to the Green Loop and extension of Better Naito
- 2) **Viaduct** – transitioning between the North Parkway and Core segments with removal of the existing ramps to and from Arthur Street/Kelly Avenue
- 3) **Core** – focusing on the neighborhood main street character with new on-street parking, reduced through lanes, restored at-grade intersections to adjacent neighborhood streets, frontage road removal, and new pedestrian crosswalks
- 4) **South Parkway** – featuring new center median trees and a redesigned Barbur Boulevard intersection replacing the current tunnel with at-grade connections.

The full length of Naito Main Street in South Portland will benefit from reduced traffic lanes, removed freeway-era ramps and frontage roads, new on-street parking, new wide sidewalks, extension of Better Naito (the separated two-way bike facility), and restored at-grade street intersections connecting to neighborhood with pedestrian crosswalks and traffic signals.

This new Naito Main Street will coincide with the planned removal of the existing Ross Island Bridge ramps and replacement with a multimodal street grid.

Transportation Features

- Removal of bridgehead braided ramps, replace with multimodal street grid
- Reduced regional traffic in neighborhoods
- Signalized intersections
- Pedestrian street crossings
- Extend Better Naito to Barbur Boulevard
- NUNM-Lair Hill-Corbett neighborhood connectivity



Urban Design Concept

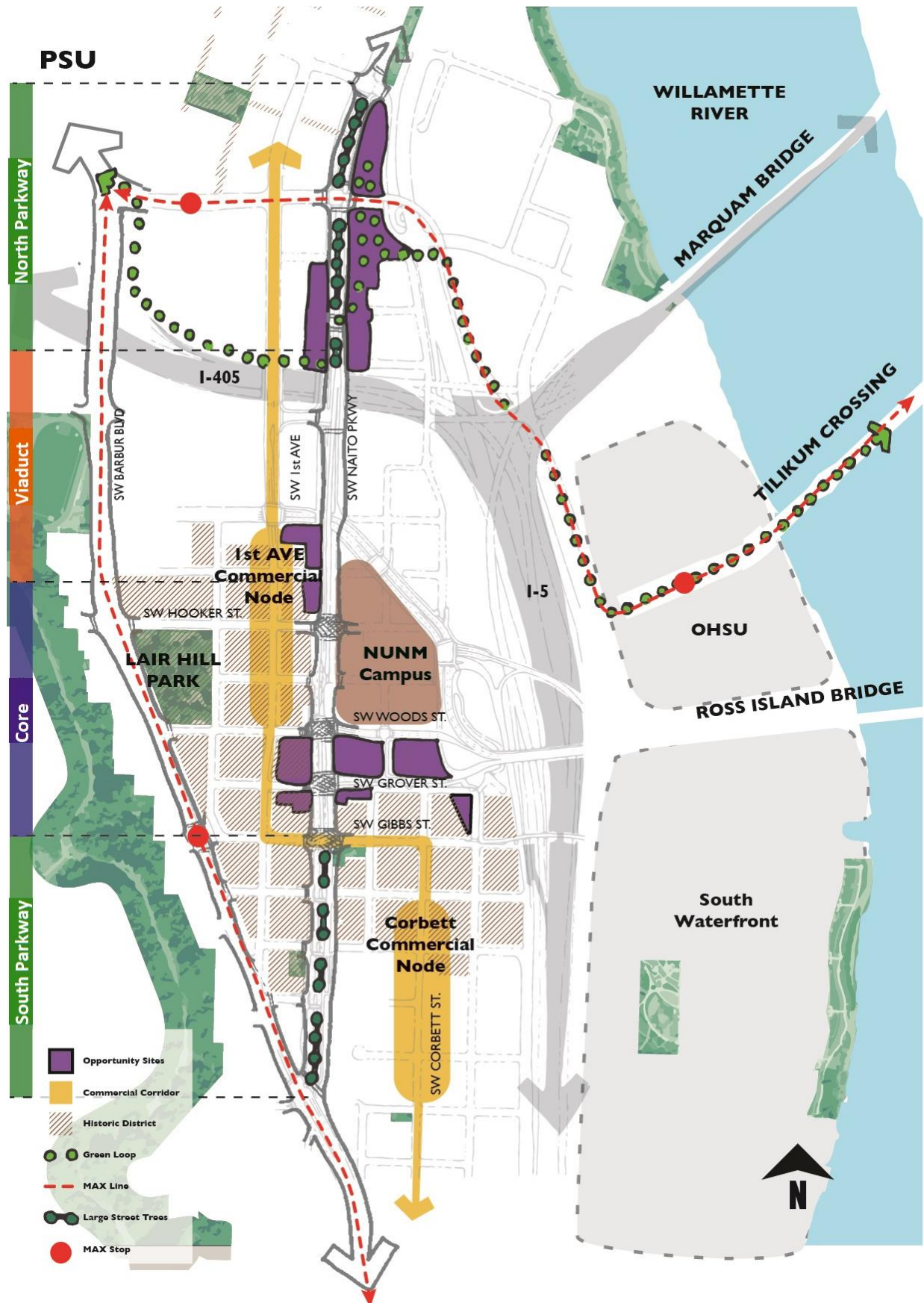
An urban design concept for land use pairs with the transportation concept. Thematically, the urban design concept is broken down into four sections. You can see the color bar on the left side of the diagram (see next page), running parallel with Naito Parkway, from top to bottom.

Starting at the top is the North Parkway in green that features a Better Naito extension and Green Loop connections. Next is the Viaduct section in orange where the existing overpasses over I-405 and Arthur Street/Kelly Avenue are located. Next is the Core Area in blue that is the focal point of our land use planning. Lastly, the South Parkway in green that will be similar in feeling to the North Parkway and will have a redesigned intersection with Barbur Boulevard and the future light rail line.

Some key features are the development opportunity sites, which are the purple shapes on the diagram. Most of these are publicly-owned parcels that are currently right-of-way, such as the three blocks where the Ross Island Bridge ramps are located today, and some are just vacant lots. There may also be several smaller remnant parcels, that are also right-of-way today, but could be redeveloped in the future.

Land Use Features

- Historic district
- Core commercial district
- Major institutions
- Opportunity sites to redevelop



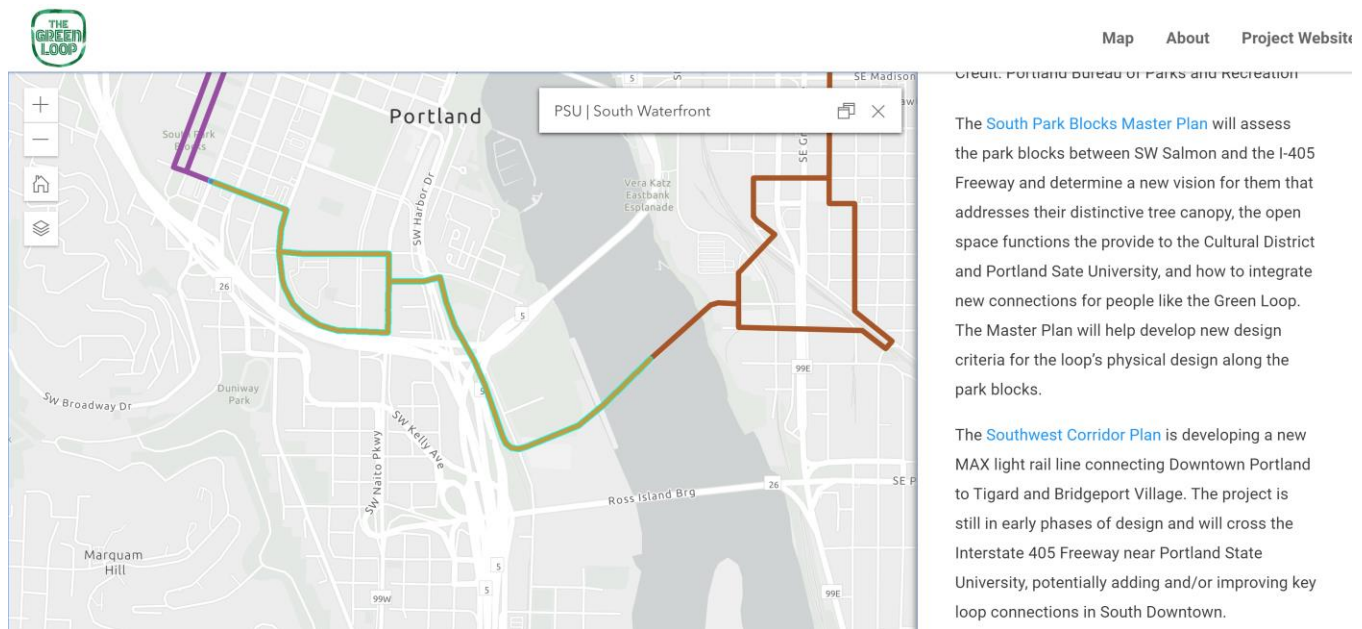
Naito Main Street Segments

North Parkway

Transportation Improvements

The North Parkway segment of the new Naito Main Street, running from Southwest Harrison Avenue to Interstate 405, will feature:

- An extension of [Better Naito](#) through South Portland to Barbur Boulevard
- Connections to one of the proposed Green Loop bicycle routes (see map below)
- Integration with planned redevelopment of City-owned parcels
- Enhancements to the existing wooded boulevard character



Green Loop map (Source: www.portlandmaps.com/bps/greenloop/#map)

Existing land use character and zoning

Located within the Central City area, the existing land use character in the North Parkway segment consists of low-rise office buildings built during the urban renewal era in the 1960s, along with a few remnants of the previous South Portland neighborhood surrounding the International School. The MAX Orange Line, connecting downtown Portland to Milwaukie, crosses Naito Parkway at Southwest Lincoln Street. All land along both sides of Naito Parkway is zoned CXd (Central Commercial with a Design Overlay) and is located within the Central City Plan District. There are no known historic resources nearby.

Redeveloping publicly-owned sites

A 4.7-acre site near Southwest Naito Parkway and Lincoln Street—jointly owned by PBOT, ODOT, and Prosper Portland—would be redeveloped with affordable housing, office, and retail uses. The site would also provide green spaces and help facilitate connections to the Green Loop and Better Naito.



Conceptual plan showing a potential development design for the site.



Rendering showing a potential design for the site; facing north, Naito Parkway is to the left.

Viaduct Area

Transportation Improvements

The Viaduct segment of the new Naito Main Street, running from Interstate 405 to Hooker Street, will feature:

- Reduced through lanes, from 2 lanes to 1 lane in each direction
- New dedicated turn lanes for Southwest Sheridan Street (and a traffic signal?)
- Removal of the existing ramps from Southwest Kelly Avenue / Arthur Street
- Extension of the Better Naito protected bicycle lanes
- Wider sidewalks

Existing land use character and zoning

Located just south of the Central City area, this segment spans the entire viaduct, which was originally built for the Harbor Drive Expressway in the 1940s. The viaduct extends from Interstate 405 to Arthur Street / Kelly Avenue, crossing terrain that slopes steeply downward east toward the Willamette River. The south end of the viaduct meets an earthen approach that transitions back to surrounding grade at Hooker Street. The whole viaduct runs above the ground level of the surrounding streets and buildings, particularly along the eastern side. Existing land uses include a private middle school, warehouses, public utilities, single- and multi-family residential, as well as some retail and office. The northern portion of NUNM's main campus is within the Viaduct segment. Most of this segment is zoned CM2d or CM3d, with RM1 and CI2 south of Arthur Street / Kelly Avenue. The South Portland Historic District is located west of Naito Parkway, starting at Arthur Street towards the south.

Recommended zoning map amendments

Staff recommends rezoning the area bounded by Naito Parkway, Hooker Street, 1st Avenue, and Arthur Street from RM1 to RM2 to be more compatible with the future Naito Main Street design and encourage transit-oriented development. See Section E for more about the recommended map amendments.

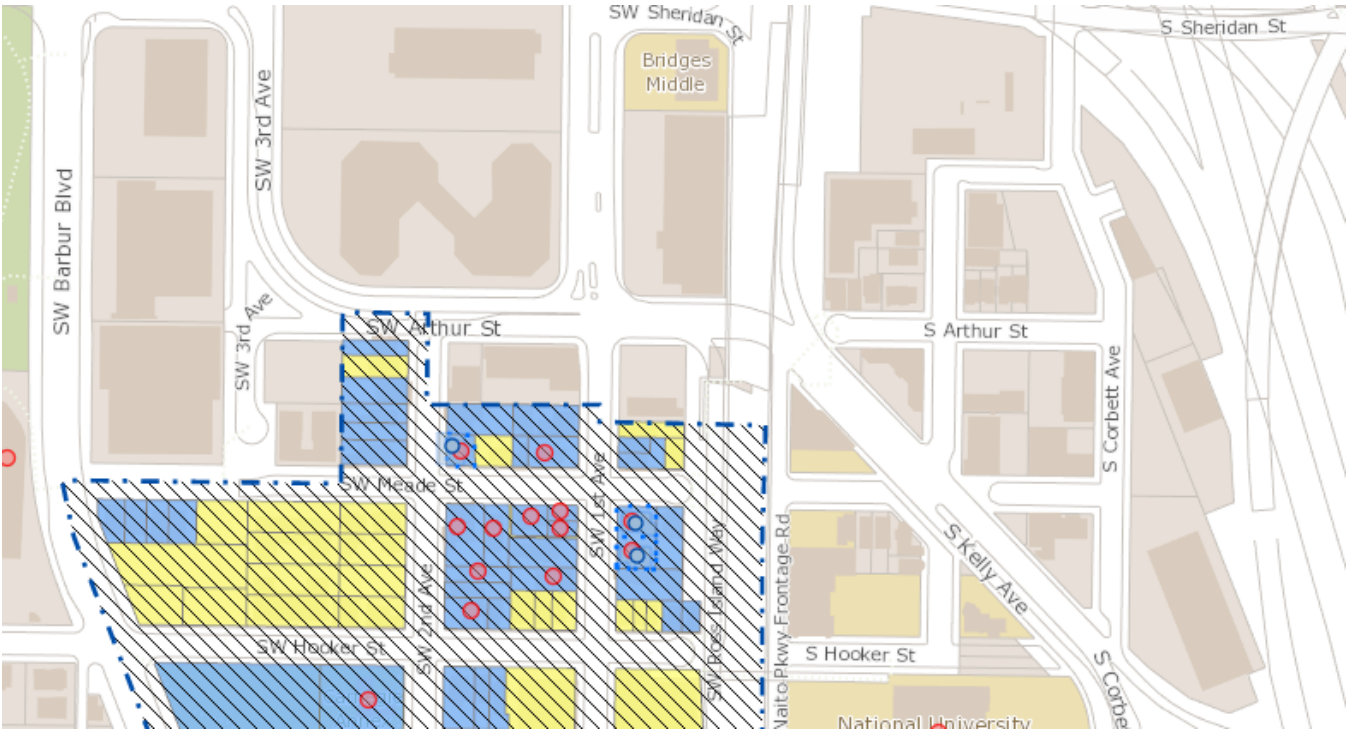
Use of remnant parcels

There may be additional opportunity sites on both sides of Naito Main Street as a result of the planned abandonment of existing frontage roads and ramps. These remnant parcels will initially remain in public ownership, and later may be transferred to private ownership. In some cases, the remnant parcels could revert to the adjacent private property owners, such as along frontage roads. It is also likely that sites with non-contributing resources located inside the South Portland Historic District could redevelop. ODOT and PBOT staff have indicated that a maintenance easement will likely be required along the

edge of the viaduct structure, which will reduce the developable area. See pages 97-99 for more about the remnant parcels.

Historic district considerations

The South Portland Historic District is located west of Naito Parkway, starting at Arthur Street and runs towards the south. The future remnant parcel, mentioned above, could help serve as a transitional space between the viaduct and the historic district. As the map below shows, there are contributing resources (blue shading) that are adjacent to the on-ramp being removed along Naito Parkway. Additionally, the design guidelines for the historic district are being updated in a separate, but related project. That project is considering guidelines for sites near a future Naito Main Street.



Historic district status: contributing (blue shading), non-contributing (yellow shading)

Core District

Transportation improvements

A revitalized Naito Main Street, with wider sidewalks, new bike lanes, and new crosswalks, could serve as the neighborhood core. New 3- to 6-story mixed-use buildings would cluster along Naito Parkway, replacing the highway ramps and some of the parking lots and warehouse buildings. First and Corbett Avenues would serve as secondary north-south streets, with smaller scale nodes of neighborhood-serving uses. Buildings along those streets would be 3 to 4 stories, a scale compatible with the historic district. Gibbs Street would be improved with a wider sidewalk on one side, becoming an east-west walking and biking spine for the neighborhood. Hooker Street, with new crosswalks at Naito Parkway, would serve as a secondary east-west connector for bikes and pedestrians.

The Core segment of the new Naito Main Street, running from Hooker Street to Gibbs Street, will feature:

- Removal of the existing frontage roads and pedestrian bridge at Hooker Street
- Removal of the existing Ross Island Bridge ramps and replacement with a new couplet design that echoes the original street grid
- New at-grade intersections at Hooker, Porter, Woods, Grover, and Gibbs Streets
- New traffic signals and crosswalks at Hooker, Woods, Grover, and Gibbs Streets.
- New wider sidewalks, on-street parking, landscaping, and protected bike lanes.

Additional features surrounding the Core area include:

- **Gibbs Street pedestrian connection to light rail.** A light rail station on Barbur Boulevard near Gibbs Street, in tandem with reconfiguration of the Ross Island Bridgehead area, offers an opportunity to stitch this historic neighborhood back together and address long-standing transportation issues in the area. It is anticipated that a light rail station at Barbur and Gibbs will serve roughly 8,550 daily on and off riders in 2035. This level of ridership is similar to the Lloyd Center and Rose Quarter Transit Centers and the majority of riders (8,000) are walk trips.

Due to the significant hillside slopes, an accessible ramp will be built connecting Gibbs Street to the light rail station on Barbur Boulevard. A new enhanced pedestrian crossing of Naito Parkway will be installed at the Gibbs Street intersection. For more details, see TriMet's [Conceptual Design Report](https://trimet.org/swcorridor/route/gibbs.htm) at trimet.org/swcorridor/route/gibbs.htm.



Conceptual sketch showing the future Gibbs Street light rail station area. (TriMet CDR)

PROJECT SCOPE

- Gibbs Street Station and light rail infrastructure
- SW Barbur Blvd bike and pedestrian improvements
- Short-term and long-term bike parking
- Shared transitway for light rail and bus
- Marquam Hill Connector and Plaza
- Pedestrian ramp and staircase down to SW 2nd Ave/ SW Gibbs St

 Viewpoint of station vision rendering

New or Enhanced Project Elements

-  Roadway
-  Sidewalk
-  New/Enhanced Signal
-  Gated Crossing
-  Crosswalk
-  Enhanced Ped. Crossing
-  Project Feature

Existing Assets

-  Multifamily
-  Employment
-  Retail
-  Existing Trail
-  Signal at major road
-  Crosswalk(s) at major road



Diagram showing planned improvements at the Gibbs Street station area. (TriMet CDR)

- **Kelly Street** changes and new overpass. Includes new signalized intersection at the freeway on/off ramps.
- **New festival streets.** New festival streets would be created on Woods and Grover Streets between 1st Avenue and Naito Parkway. These car-free blocks will allow pedestrians and bicyclists to cross Naito Main Street, but not vehicles.
- **Grover green street.** One idea that came out of the design workshops is to convert Grover Street between Naito Parkway and Kelly Avenue from a two-way local street to a greenway or open space with alley-type access for adjacent property owners. The concept could include a pedestrian connection to the new Water Avenue extension through the opportunity sites to the north. See page 62 for conceptual designs of the opportunity sites with festival streets and Grover green street.

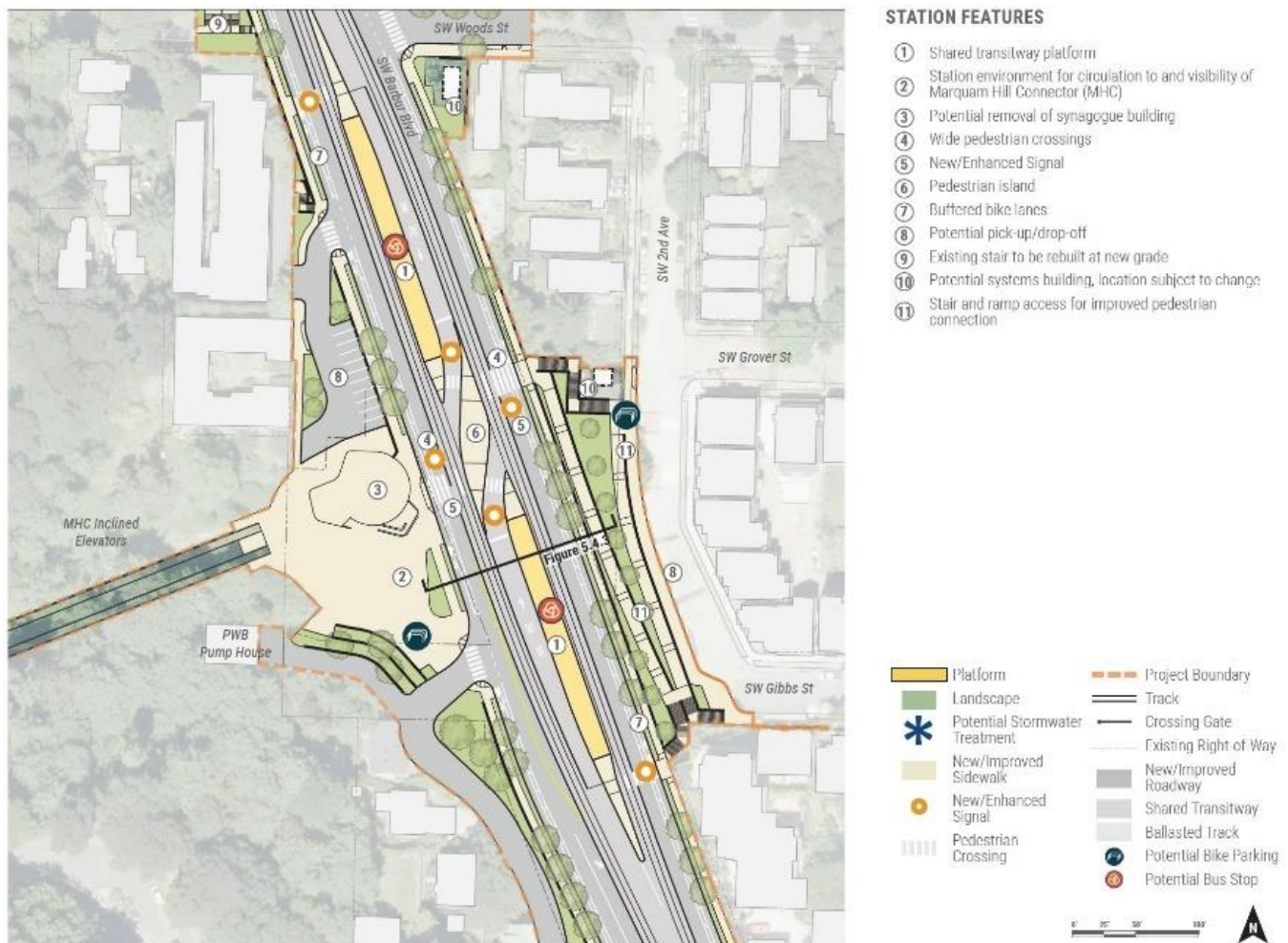


Diagram showing the Gibbs Street station features. (TriMet CDR)

Existing land use character and zoning

The land surrounding the Core segment of Naito Main Street could arguably be considered the heart of the neighborhood. This area includes institutions like the NUNM campus (formerly the Failing School, a Portland public school) and the Cedarwood Waldorf School (formerly the Settlement House, which played a major role for newly arrived immigrants in the early 1900s). The area features a mixed-use commercial strip along 1st Avenue and Lair Hill Park. Single- and multi-dwelling residences fill out the rest of the Core area. The NUNM campus area is zoned CI2 with small pockets of RM4. First Avenue is zoned CM2 between Hooker and Gibbs Street. Lair Hill Park is zoned OS. The rest of the Core area is primarily zoned RM1.

Recommended zoning amendments

Staff recommends rezoning two sites in the Core area. The publicly-owned opportunity site east of Naito Parkway would change from RM3d to CM3d to allow a wider range of uses, more flexible development standards, and help maximize opportunity for community benefits. The privately-owned half-block bounded by Naito Parkway, Woods Street, 1st Avenue, and Porter Street would change from RM1 to CM2 to match the surrounding zoning and complement the desired transit-oriented character of Naito Main Street. See Section E for more about the recommended map amendments.

Ross Island Bridge opportunity site development concepts

Working with the community, development concepts were drafted for the three large opportunity sites and three smaller sites made available by the reconfiguration of the Ross Island Bridge ramps. Future development would maximize the City's goals of racial equity, affordable housing in high opportunity areas, neighborhood-serving retail and services, and honoring the immigrant and refugee history in South Portland.

Note about timing: Due to the failure of Metro's regional transportation funding measure in November 2020, the timing of the transportation improvements is delayed until alternative funding can be obtained. Due to the unknown timeframe, further refinement of the opportunity site design concepts should wait until funding for the transportation improvements is secured. Once construction is imminent, the design concepts should be revisited to make sure community and equitable development goals will be met.

Action needed: Execute a development agreement with ODOT to ensure these development concepts and goals are met.



The diagram above shows the three main opportunity sites in the center and the three smaller remnant parcels south of Grover Street. After the current bridgehead ramps are removed and the new streets are built more-or-less along the old street grid, the main opportunity sites will essentially form three city blocks.

The City Council identified this area as a priority for affordable- and mixed-income housing through the Equitable Housing Strategy for the whole Southwest Corridor. But the vision for the main opportunity sites is to create an equitable development scheme that delivers on its commitment to honor the past and right past harms.

Program Highlights

- 400-500 units of housing, approximate 150 would be affordable
- Grocery store
- Cultural center
- Office space – could provide neighboring institutions with office, classroom, clinic space – and also serve as a buffer from traffic noise/visuals
- The bridgehead realignment creates an opportunity for an artistic mural wall and greenway along Grover Street
- New festival streets on Woods and Grover Streets between Naito Parkway and 1st Avenue.



Naito Main Street at Woods Street facing southeast



Existing conditions at Naito Parkway and Woods Street facing southeast (February 2020)



Festival street on Woods Street between 1st Avenue and Naito Parkway facing east



Existing conditions at 1st Avenue and Woods Street facing east (February 2020)

Future redevelopment of other remnant parcels

Beside the three main opportunity sites where the existing bridge ramps will be removed, there will be other smaller remnant parcels left over after existing excess right-of-way is repurposed. These parcels could be receiver sites for relocating historic buildings from outside and inside the historic district. See page 100 for more details on receiver site proposal.



Conceptual view of Naito Parkway at SW Porter Street, looking north

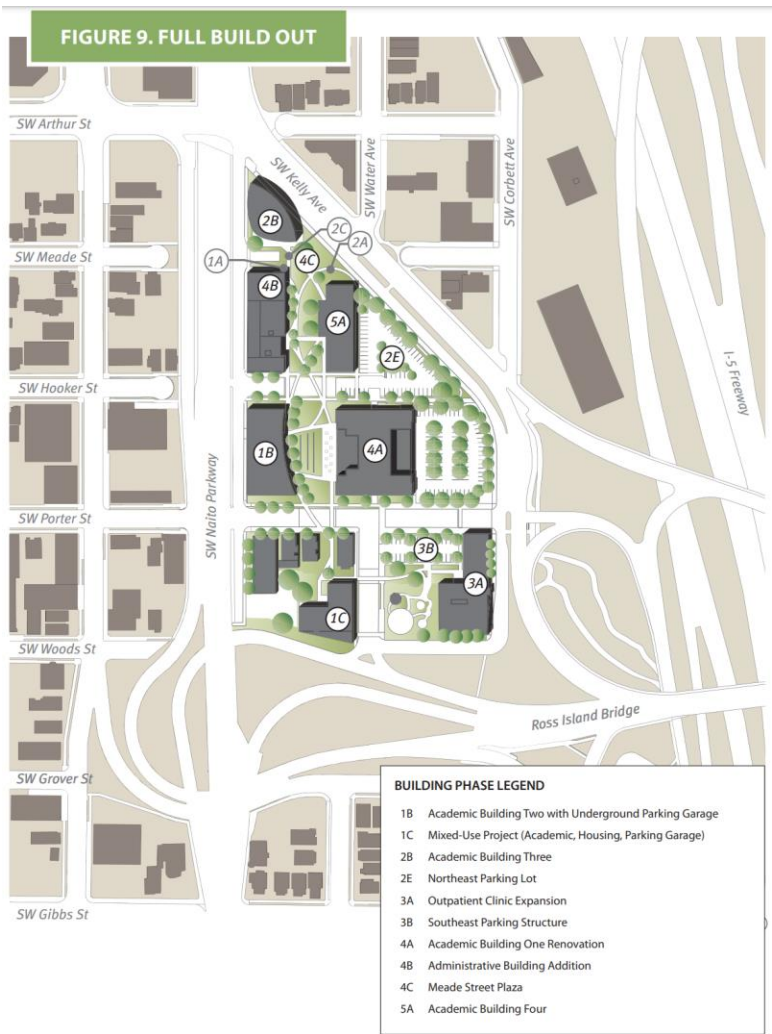
Historic district considerations

The South Portland Historic District is located between Barbur Boulevard and Naito Parkway, starting at Arthur Street and running towards the south. At Grover Street, the historic district widens east to Interstate 5 and extends south to Curry Street east of Naito Parkway and Pennoyer Street west of Naito Parkway. The design guidelines for the historic district are being updated in a separate, but related project. New construction and certain alterations to existing buildings within the historic district are subject to the design guidelines. Future development on the opportunity site west of Naito Parkway—bounded by Grover Street, 1st Avenue, and Woods Street—would need to be designed to meet the historic design guidelines. The opportunity sites east of Naito Parkway, although located outside of the historic district, should be respectful of the proximity to contributing historic resources—particularly to the south.

National University of Natural Medicine (NUNM) Campus

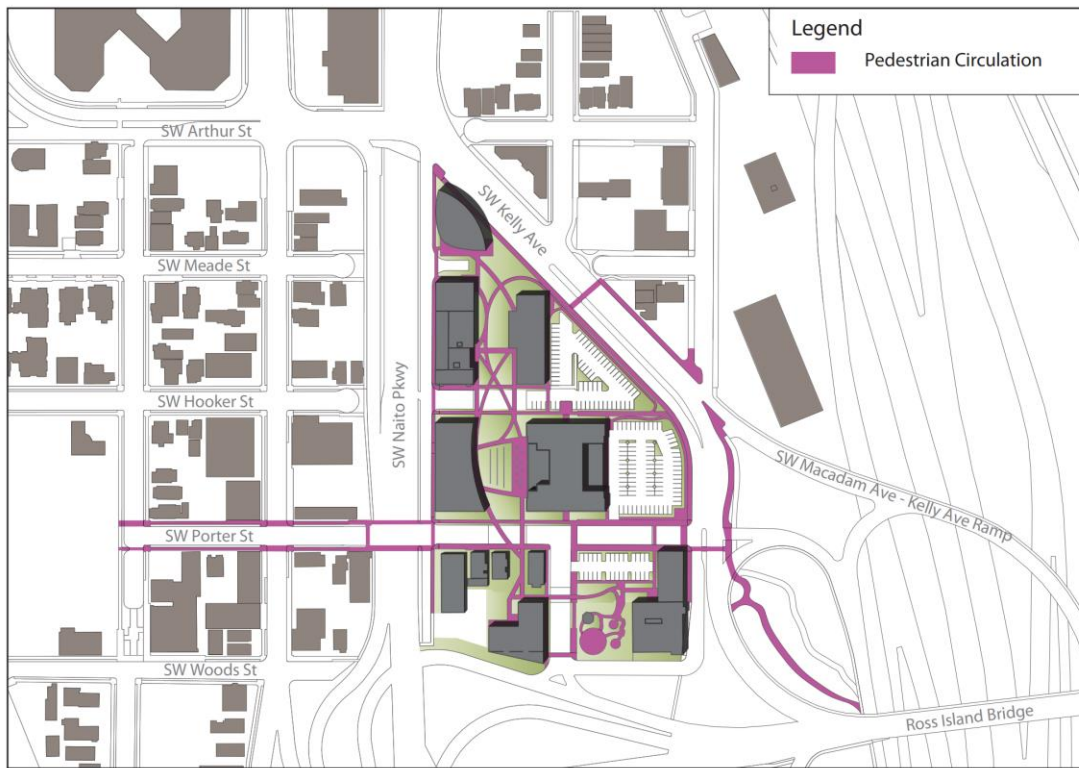
The main NUNM campus is surrounded by Naito Parkway, Kelly Street, and the existing Ross Island Bridge ramps. As such, the NUNM campus is uniquely positioned in the center of the planned transportation project. BPS will continue to coordinate with NUNM to better understand their future campus plan. PBOT will continue to coordinate with NUNM to manage impacts to their campus, particularly during construction.

NUNM has a 10-year master plan from 2012 that shows new buildings, underground parking, street abandonments, and a central landscaped greenway. As mentioned previously, the Naito Main Street plan includes the removal of the existing Naito Parkway frontage roads. Once vacated, this change would help NUNM establish a new vehicle connection in the center of their campus and move the footprint of a future building toward the edge of Naito Main Street. BPS, PBOT, and NUNM will continue to explore the potential construction-related impacts to on-street parking, at-grade street intersections, and future internal circulation on campus.



Excerpt from NUNM's 2012 Campus Master Plan showing new buildings and green spaces

Figure 14. Full Build Out Pedestrian Circulation



Excerpt from NUNM's 2012 Campus Master Plan showing planned pedestrian circulation



Image of new Naito Main Street design showing changes to Kelly Street and the Ross Island Bridge connections. The NUNM campus is in the center of these proposed transportation changes.

South Parkway

Transportation improvements

The South Parkway segment of the new Naito Main Street, running from Southwest Gibbs Street to Barbur Boulevard, will feature:

- An enhanced parkway character with center median trees added
- Restored at-grade intersections and wider sidewalks
- Better Naito protected bike lane extension
- Redesigned at-grade signalized intersection at Barbur Boulevard, and removal of the existing tunnel, which will improve bicycle and pedestrian mobility.

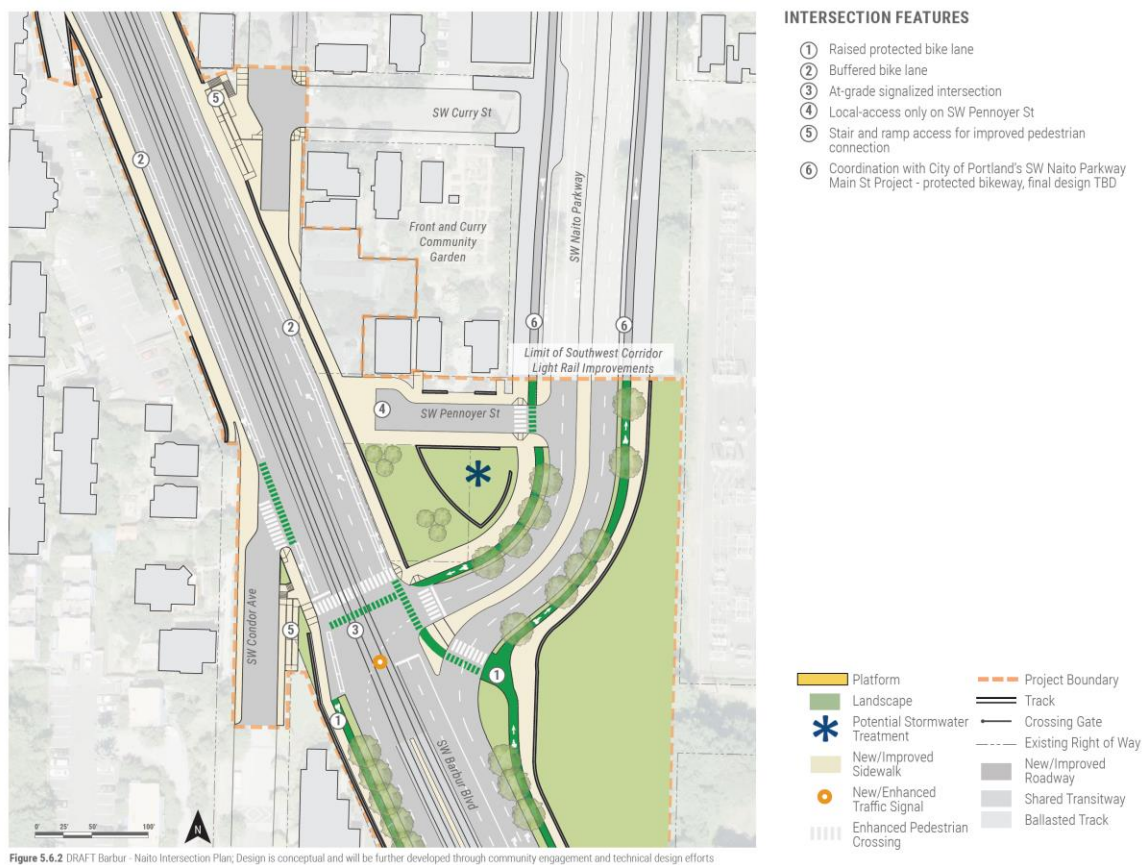


Figure 5.6.2 DRAFT Barbur - Naito Intersection Plan; Design is conceptual and will be further developed through community engagement and technical design efforts

Drawing showing planned intersection at Barbur Boulevard and Naito Parkway. (TriMet CDR)

Existing land use character and zoning

Land uses along Naito Main Street in the South Parkway segment are primarily residential, including single-family houses, plexes, and a few apartment buildings. Two community gardens front on Naito Parkway. A small commercial node is located on Corbett Avenue near Whitaker and Curry Streets. Office uses are scattered amongst the houses. There is also a large electrical substation located on the east side of Naito Parkway between Curry and Gaines Streets, but due to the slope is not highly visible from the future main street. The South Parkway area is primarily zoned RM1 with pockets of RM2 and RM3 zone. Existing retail uses are zoned CM1 or CM2.

Historic district considerations

The South Portland Historic District runs on both sides of Naito Parkway from Grover to Curry Streets, and then just the west side of Naito Parkway from Curry to Pennoyer Streets. The restored at-grade intersections particularly along the western side of this segment will help bring back a sense of the neighborhood that once existed before Front Street was widened to come part of the Harbor Drive Expressway.

Recommended Text Amendments

Comprehensive Plan Amendments

Amend Chapter 3: Urban Form to add Civic Corridor designation to Naito Parkway

After the Naito Main Street project, Naito Parkway would become a designated Civic Corridor to reflect its transformation from the remnant freeway that it is today to a multi-modal neighborhood-serving main street for South Portland. Barbur Boulevard would remain a Civic Corridor.

From 2035 Comprehensive Plan pages GP3-16 and GP3-17:

"Civic Corridors are the city's busiest, widest, and most prominent streets. They provide major connections among centers, the rest of the City, and the region. They support the movement of people and goods across the city, with high levels of traffic and pedestrian activity. Civic Corridors provide opportunities for growth and transit-supportive densities of housing, commerce, and employment. Development in Civic Corridors is intended to be up to mid-rise in scale, with lower scale generally more appropriate in locations far from the Central City or transit stations. Mid-rise development typically ranges from five to seven stories.

Abundant trees and high-quality landscaping beautify Civic Corridors and offset the impacts of their large paved areas. These corridors exemplify the benefits of green infrastructure by cleaning and soaking up stormwater runoff and minimizing urban heat island effects, while also being enjoyable places to live, work, and gather. Civic corridors are safe for all types of transportation. Civic Corridors policies apply to the roadway, the public realm of the street, and the buildings that line the street."

See Civic Corridor-related Policies 3.48 through 3.51 on page GP3-17.

- Policy 3.48** **Integrated land use and mobility.** Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.
- Policy 3.49** **Design great places.** Improve public streets and sidewalks along Civic Corridors to support the vitality of business districts, create distinctive places, provide a safe, healthy, and attractive pedestrian environment, and contribute to quality living environments for residents.
- Policy 3.50** **Mobility corridors.** Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.
- Policy 3.51** **Freight.** Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

Figure 3-1, *Urban Design Framework*, will need to be amended to indicate Naito Parkway as a Civic Corridor from Southwest Clay Street to Southwest Barbur Boulevard. Currently, Naito Parkway has no corridor designation in this area. The route of the Southwest Corridor high-capacity transit line also needs to be updated to reflect the locally preferred alternative approved by the City Council along Barbur Boulevard.

URBAN DESIGN FRAMEWORK

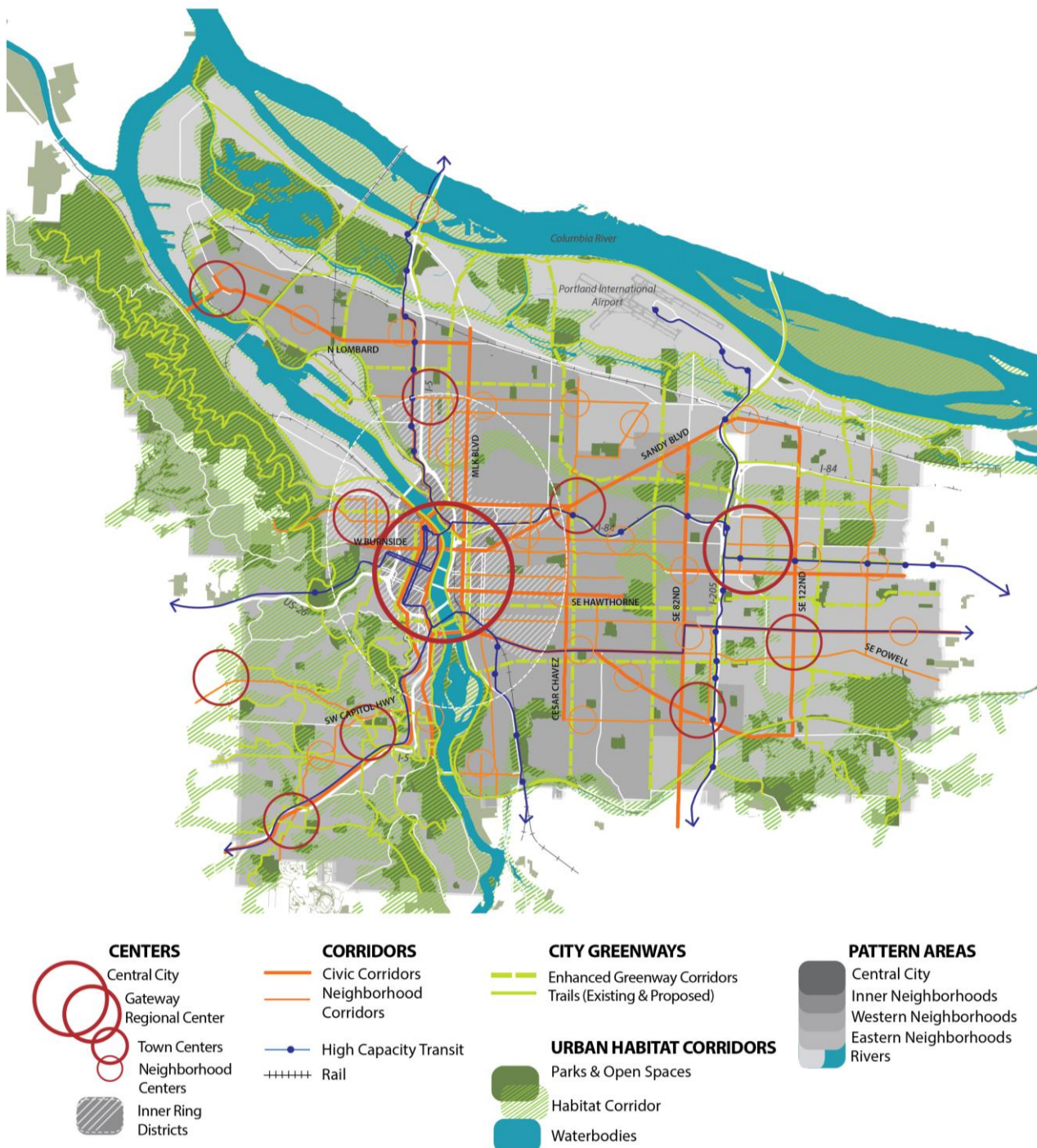


Figure 3-2, Corridors, will need to be amended to indicate Naito Parkway as a Civic Corridor from Southwest Clay Street to Southwest Barbur Boulevard. Currently, Naito Parkway has no corridor designation in this area.

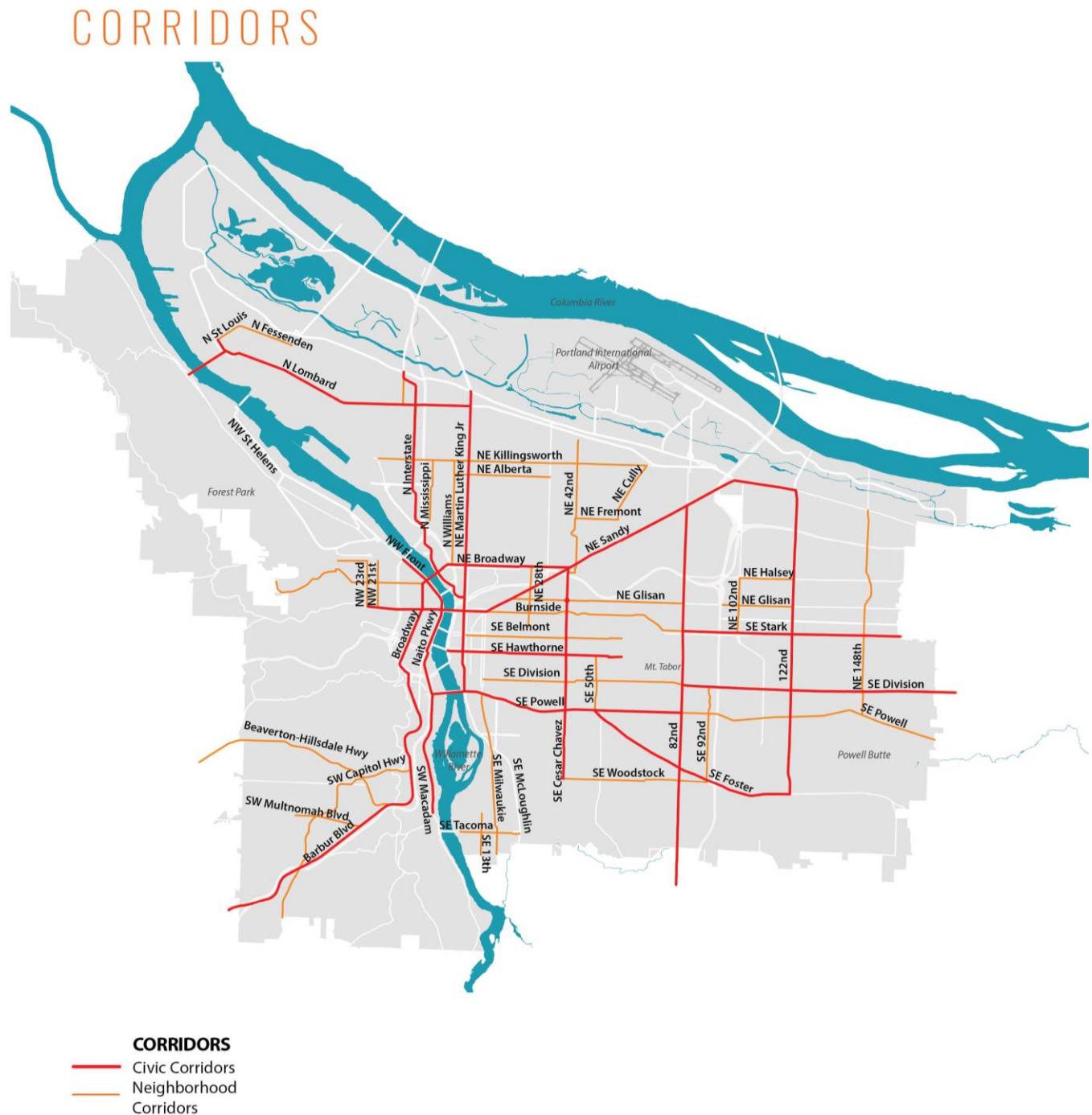
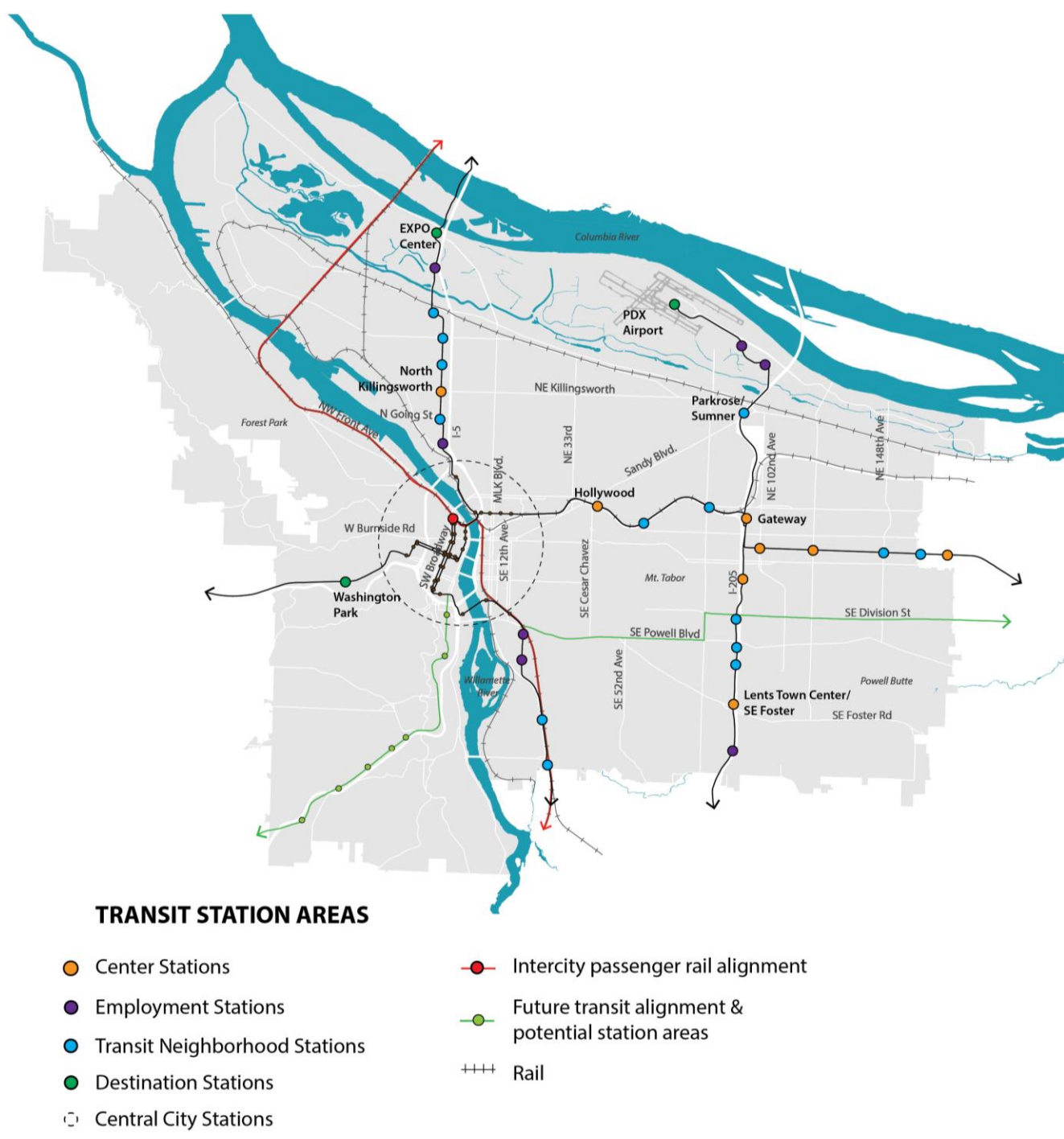


Figure 3-4, Transit Station Areas, will need to be amended to reflect the locally preferred alternative approved by the City Council of the future Southwest Corridor alignment align Barbur Boulevard. The figure still shows the transit alignment running down Naito Parkway from downtown to Barbur Boulevard.



Amendments to the Transportation System Plan (TSP) street classifications

Along with the proposed physical changes to the Ross Island Bridge approaches and Naito Parkway, the City's street classifications will need to be updated to reflect these changes. For example, Naito Parkway is still classified as a Major City Transit Street, which reflects the past presumption of future high-capacity transit (light rail) on that corridor, rather than Barbur Boulevard.

Per Comprehensive Plan Policy 1.1, "The policies, street classifications, and street plan maps contained in the Transportation System Plan (TSP) are an element of the Comprehensive Plan." The TSP is the 20-year plan to guide transportation investments in Portland. The TSP itself is adopted concurrently with the Comprehensive Plan, but is published under a separate cover.

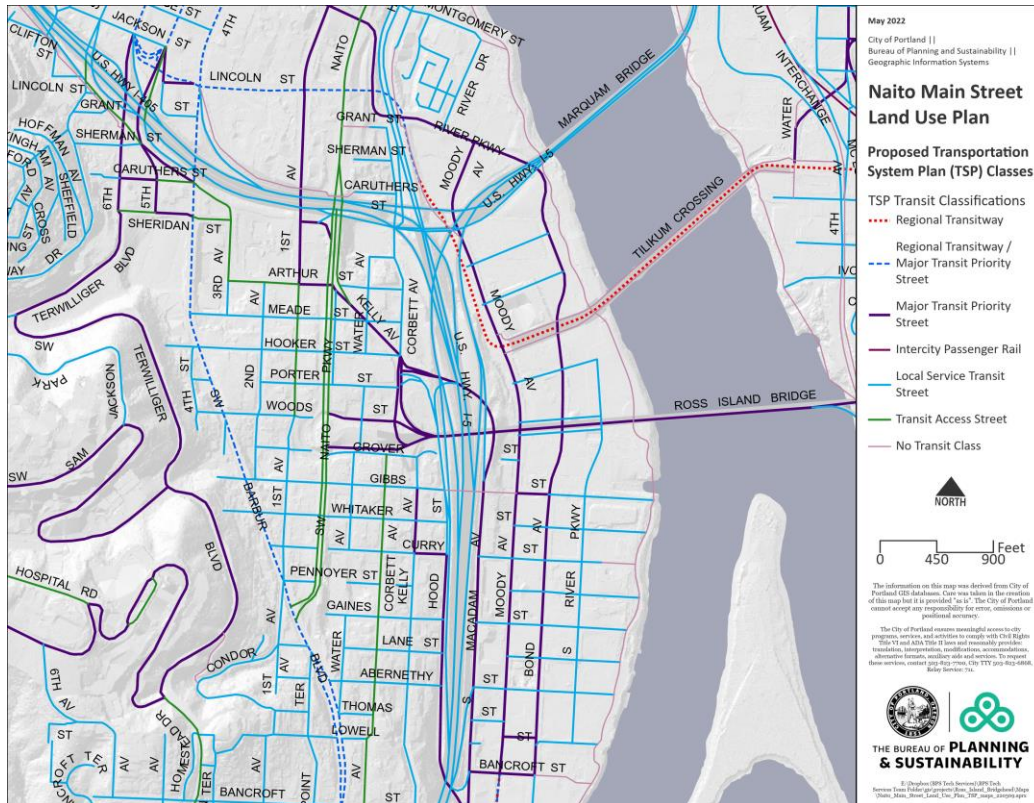
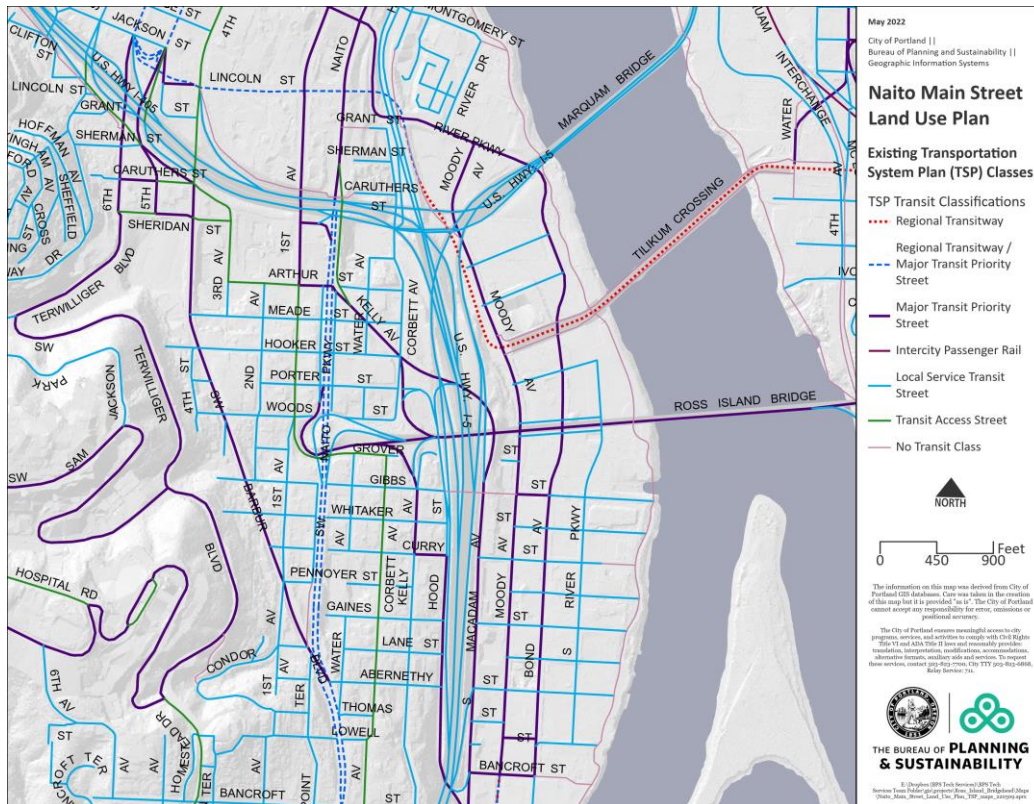
The TSP is updated periodically by PBOT. The City Council is the decision-maker, with a recommendation from the Planning and Sustainability Commission. The following classification changes could be considered in a future TSP update.

Current TSP classifications map ([link](#))

The following is a list of streets that will need their TSP classifications changed. This includes transit, traffic, emergency response, street design, bicycle, pedestrian, and freight TSP classes. The transportation project will eliminate some existing streets, which need to be deleted from the TSP, and create new streets, which need new to be added to the TSP.

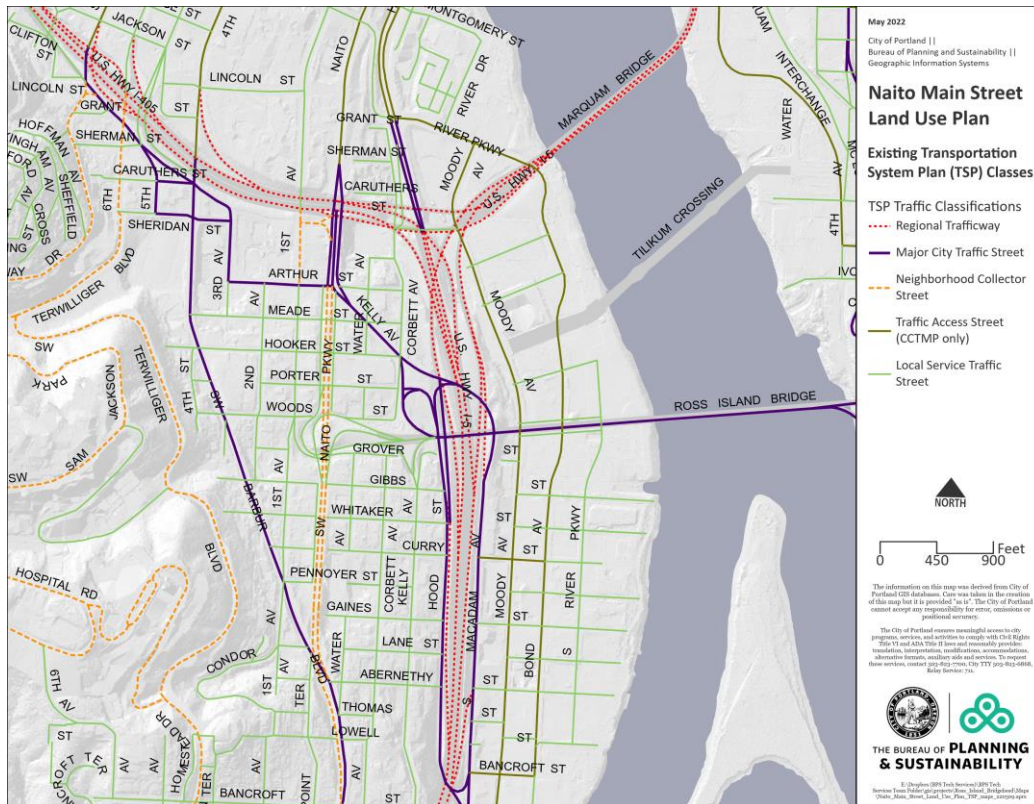
Transit classes

- Naito Parkway from Jefferson Street to I-405: from Major Transit Priority to Transit Access
- Naito Parkway from I-405 to Barbur Boulevard: from Regional Transit/Major Transit Priority to Transit Access
- Barbur Boulevard and 4th Avenue need to be updated to reflect the locally preferred alternative Southwest Corridor alignment with the Regional Transit/Major Transit Priority classification
- Possible changes to multiple transit streets depending on post-realignment bus routes. See related section in Other Implementation Strategies.
- Removed streets: Kelly Avenue-Naito northbound ramp, all existing Naito/RIB ramps, Kelly Avenue offramp/onramp.
- New streets: Woods and Grover Streets between 1st Avenue and Naito Parkway should be Local Service Transit streets; Water Avenue between Woods and Grover Streets should be Local Service Transit; Grover Street between Naito Parkway and Kelly Avenue should be Local Service Transit; new bridgehead connectors should be Major Transit Priority.

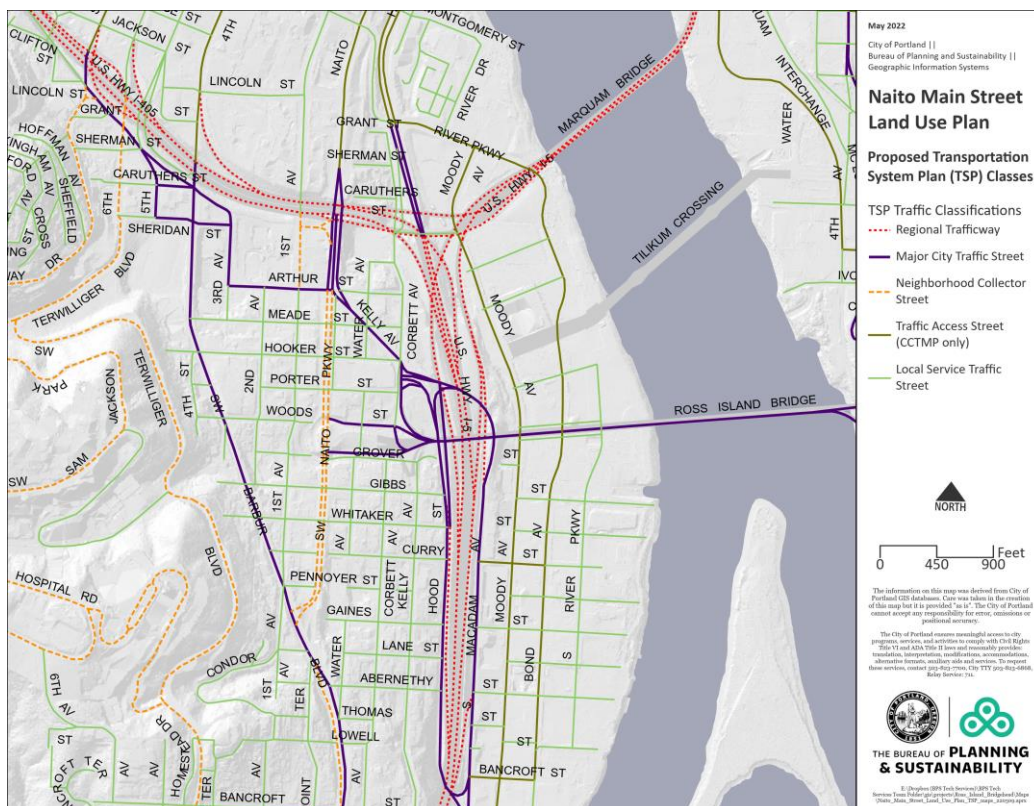


Traffic classes

- Naito Parkway between Sherman and Arthur Streets including the viaduct ramp is a Major City Traffic street. Otherwise, Naito Parkway is a Traffic Access Street north of the viaduct and a Neighborhood Collector south of the viaduct. According to PBOT staff, the reason for the class changes between downtown and South Portland has to do with the Central City Transportation Management Plan, which has a different traffic policy / classification framework than the rest of the city. Recommend further review to determine whether Naito Parkway should be classified as one TSP class or the other, either Traffic Access Street or Neighborhood Collector, throughout the project area—and consider eliminating the Major City Traffic classification in the viaduct section.
- New streets: All new streets should be Local Service, except the new bridgehead connectors, which should be Major City Traffic.



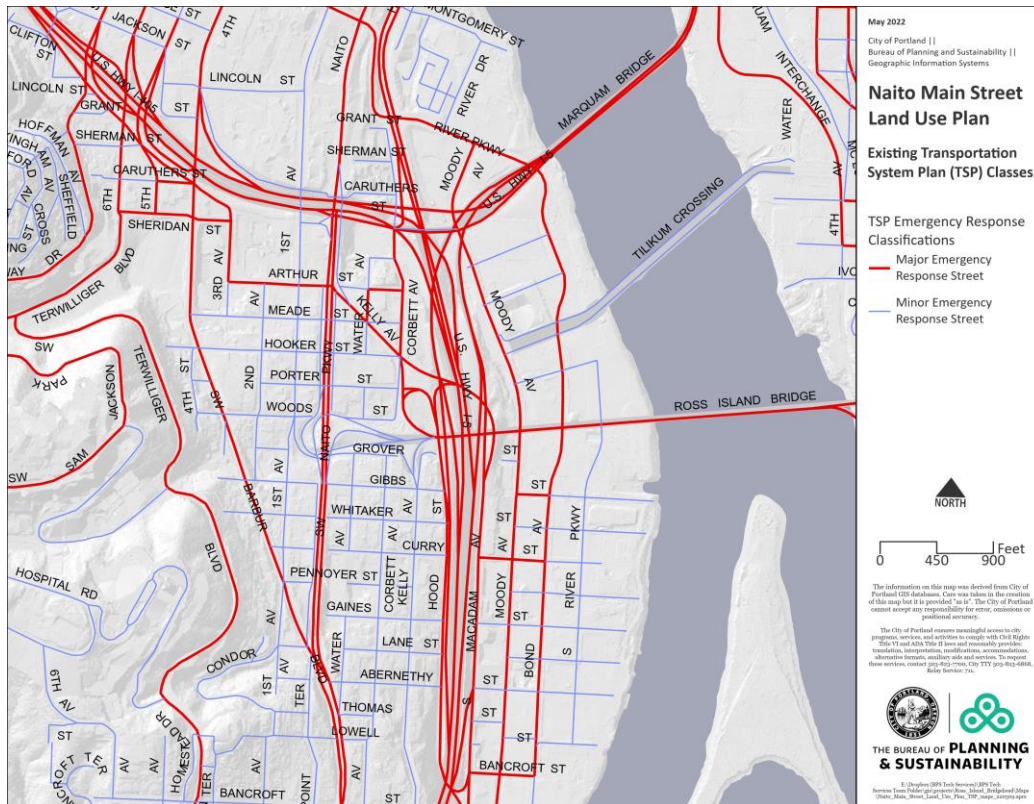
Existing Traffic TSP Classifications



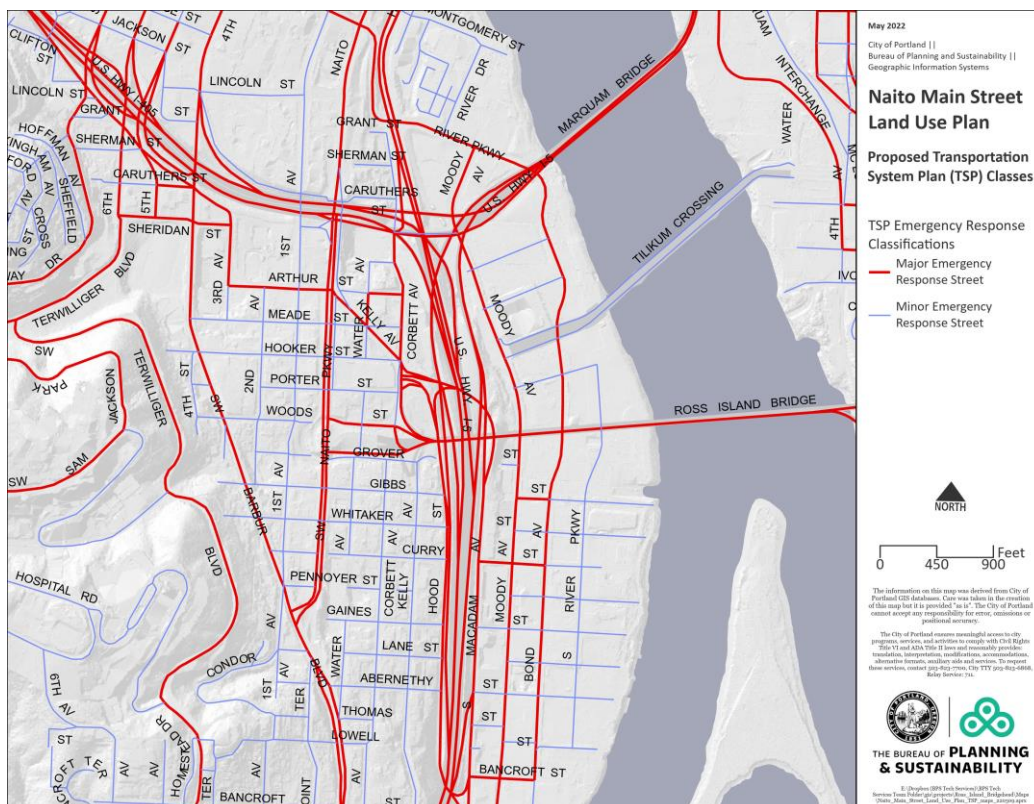
Proposed Traffic TSP Classifications

Emergency response classes

- New streets: All new streets should be Minor Emergency Response; except the new bridgehead connectors, which should be Major Emergency Response.



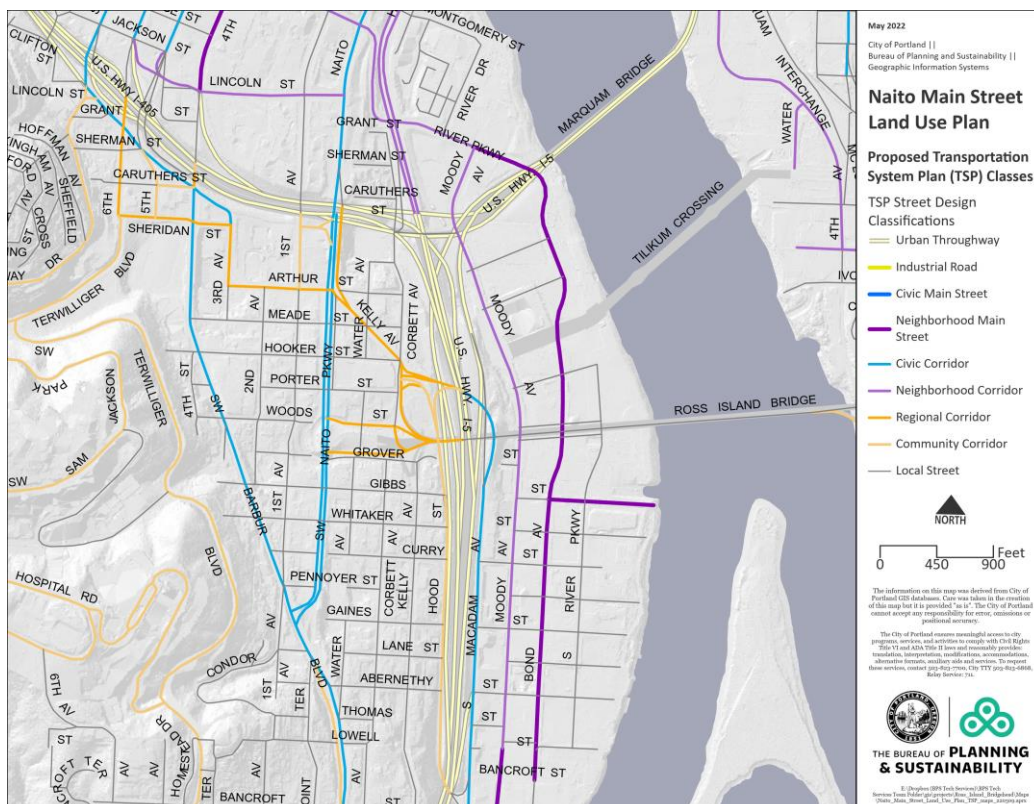
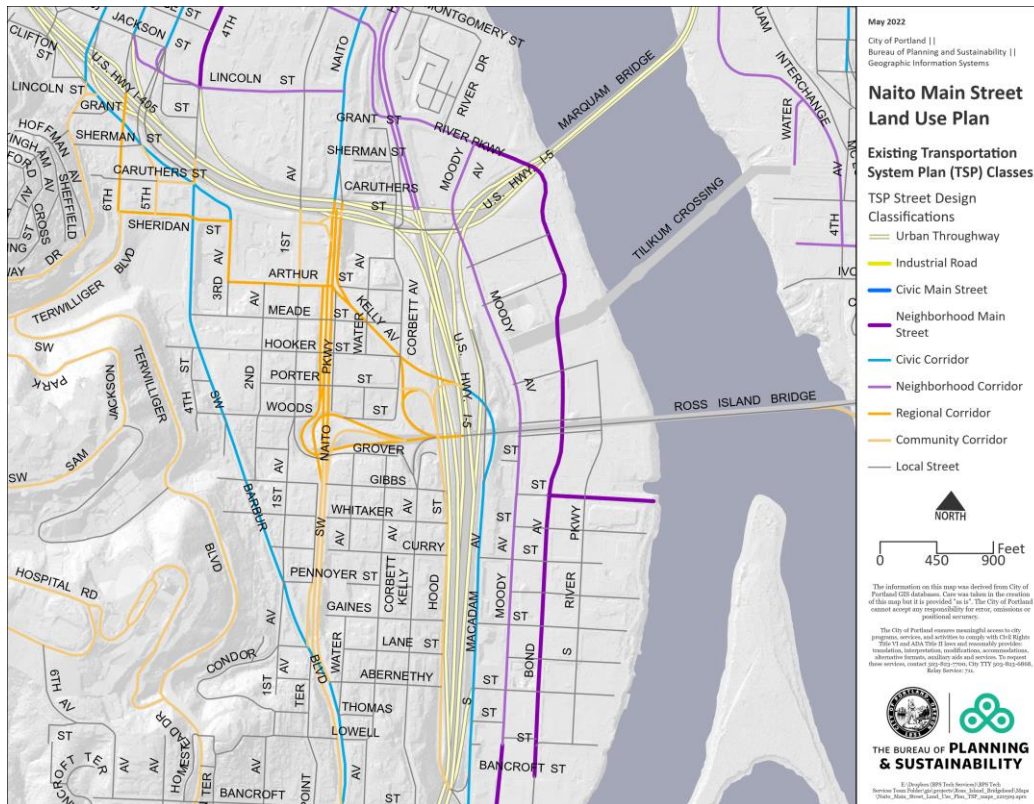
Existing Emergency Response TSP Classifications



Proposed Emergency Response TSP Classifications

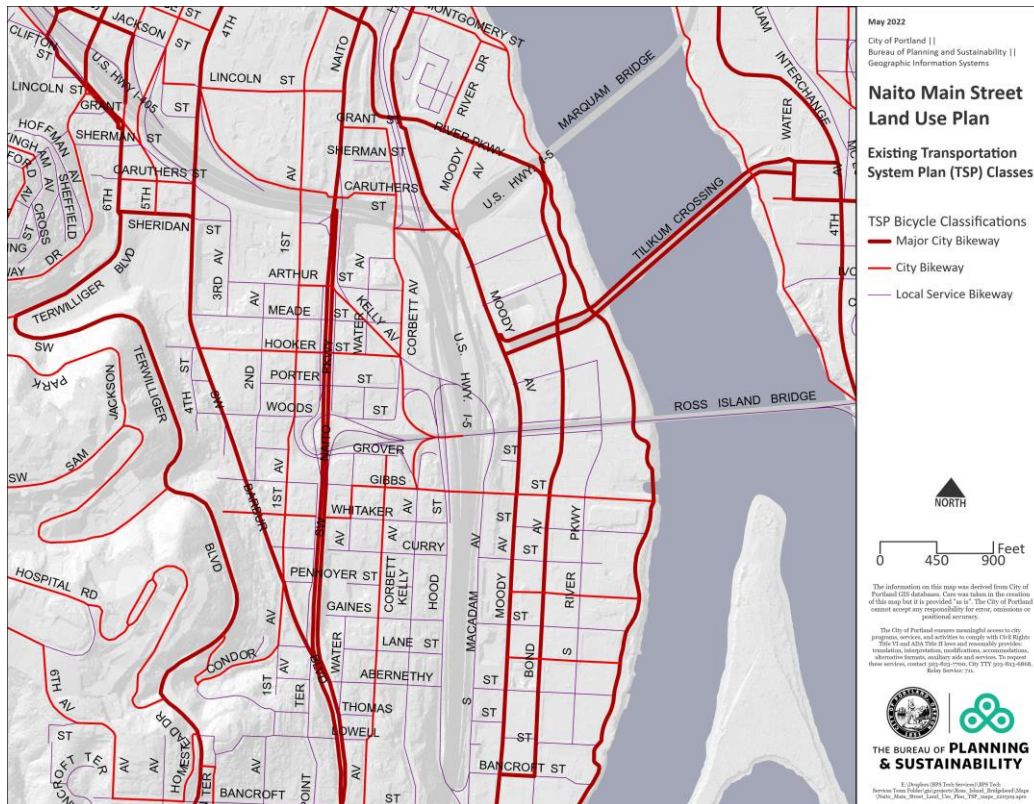
Street design classes

- Naito Parkway from I-405 to Barbur Boulevard: from Regional Corridor to Civic Corridor. This change would also be reflected in the proposed amendments to Comprehensive Plan Chapter 3, including updating Figures 3-1, 3-2, and 3-4.
- Removed streets: Kelly Avenue-Naito northbound ramp, all existing Naito/RIB ramps, Kelly Avenue offramp/onramp
- New streets: Woods and Grover Streets between 1st Avenue and Naito Parkway should be Local streets; Water Avenue between Woods and Grover Street should be Local; Grover Street between Naito Parkway and Kelly Avenue should be Local; new bridgehead connectors should be Regional Corridors.

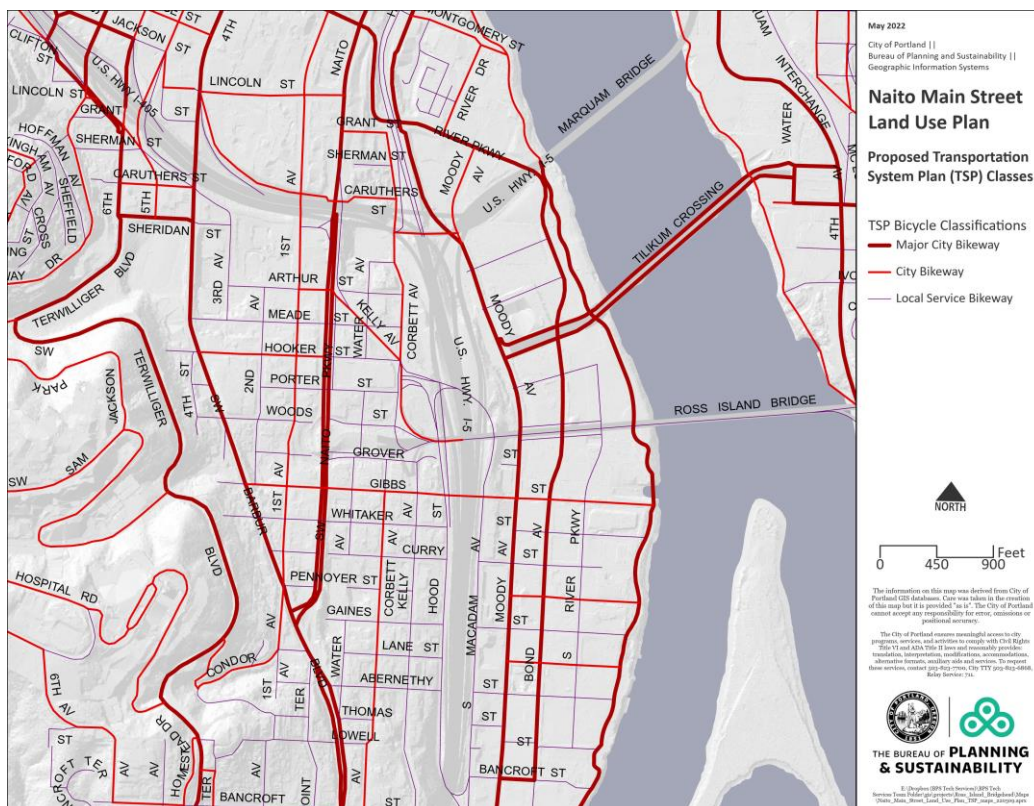


Bicycle classes

- Currently, the City Bikeway on Gibbs Street runs to Whitaker Street between Water Avenue and Terwilliger Boulevard. This route is not bikeable under existing conditions. With the proposed changes to Naito Parkway, moving the bikeway from Whitaker Street to Gibbs Street—which connects to the future MAX station on Barbur Boulevard to the west and the bicycle / pedestrian bridge over Interstate 5 to the east—would be preferable. The City Bikeway should be continued on Gibbs Street between Water Avenue and Barbur Boulevard, and Whitaker Street / Water Avenue should revert to Local Service Bikeways.
- Hooker Street between Naito Parkway and Kelly/Corbett Avenues is a City Bikeway. Hooker Street is grade-separated from Kelly/Corbett Avenues by a retaining wall and will not connect. Consider changing this segment to Local Service.
- Corbett Avenue between Grover and Gibbs Street should be local service.
- Removed streets: Kelly Avenue-Naito northbound ramp, Ross Island Way southbound ramp, all existing Naito/RIB ramps, Kelly Avenue offramp/onramp.
- New streets: Woods and Grover Streets between 1st Avenue and Naito Parkway should be Local Service Bikeways; Water Street between Woods and Grover Streets should be Local Service Bikeway; Grover Street between Naito Parkway and Kelly Avenue should be Local Service Bikeway; new bridgehead connectors should be Local Service.



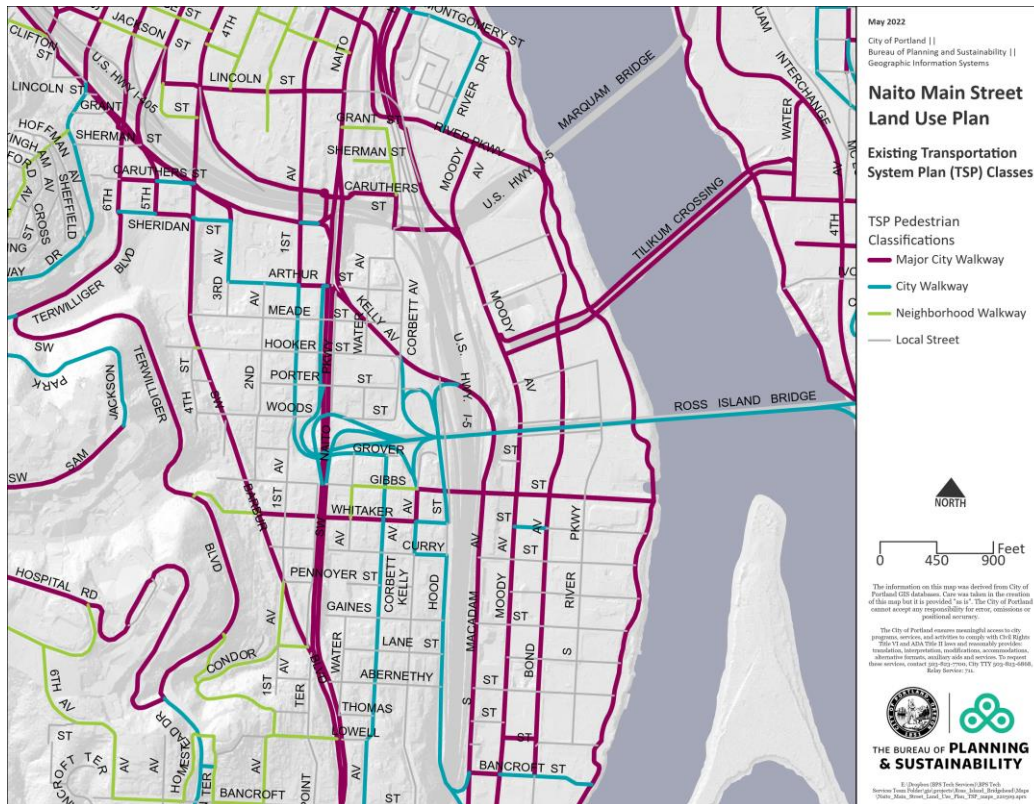
Existing Bicycle TSP Classifications



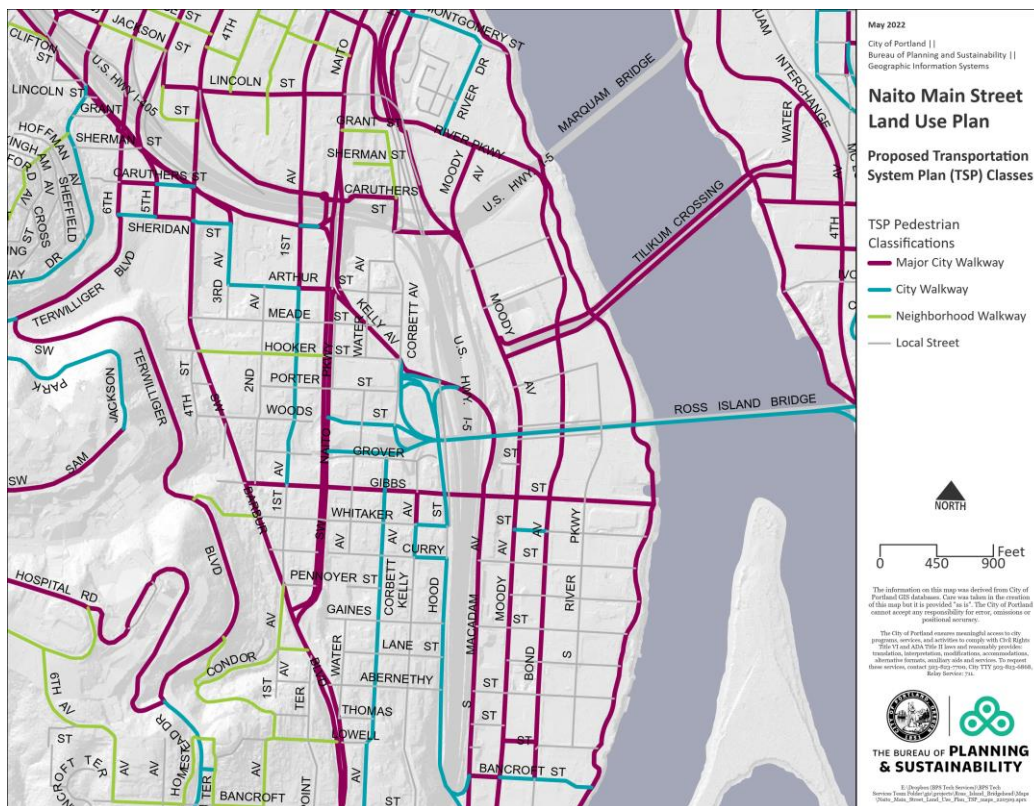
Proposed Bicycle TSP Classifications

Pedestrian classes

- Consider extending the City Walkway on 1st Avenue to Gibbs Street, which connects to the future MAX station on Barbur Boulevard to the west and the bicycle / pedestrian bridge over Interstate 5 to the east.
- Likewise, consider moving the Major City/Neighborhood Walkway from Whitaker Street to Gibbs Street to align with the connections to the I-5 bicycle / pedestrian bridge and future MAX station on Barbur Boulevard.
- Hooker Street between Naito Parkway and Barbur Boulevard should be a Neighborhood Walkway, given the mostly residential uses and connection to Lair Hill Park.
- Removed streets: Kelly Avenue-Naito northbound ramp, Ross Island Way southbound ramp, all existing Naito/RIB ramps, Kelly Avenue offramp/onramp.
- New streets: Woods and Grover Streets between 1st Avenue and Naito Parkway should be Local Streets; Water Avenue between Woods and Grover Street should be Local Streets; Grover Street between Naito Parkway and Kelly Avenue should be Local Street; and the new bridgehead connectors should be Major City Walkways to be consistent with the City's other bridgehead connectors.



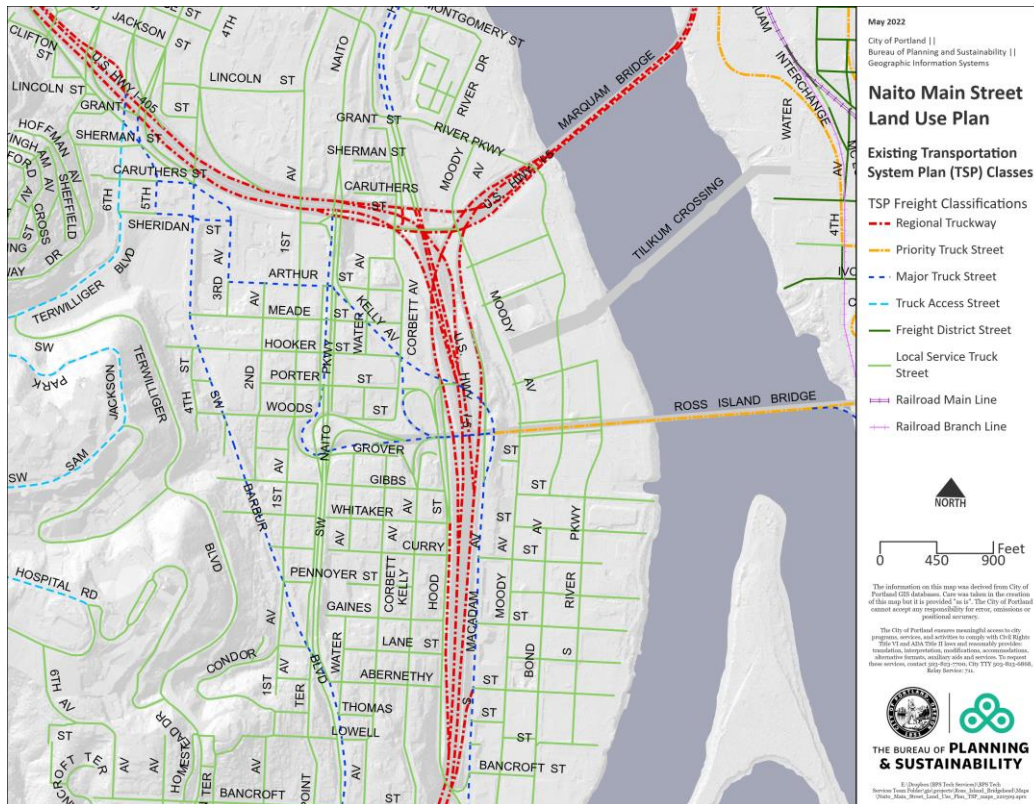
Existing Pedestrian TSP Classifications



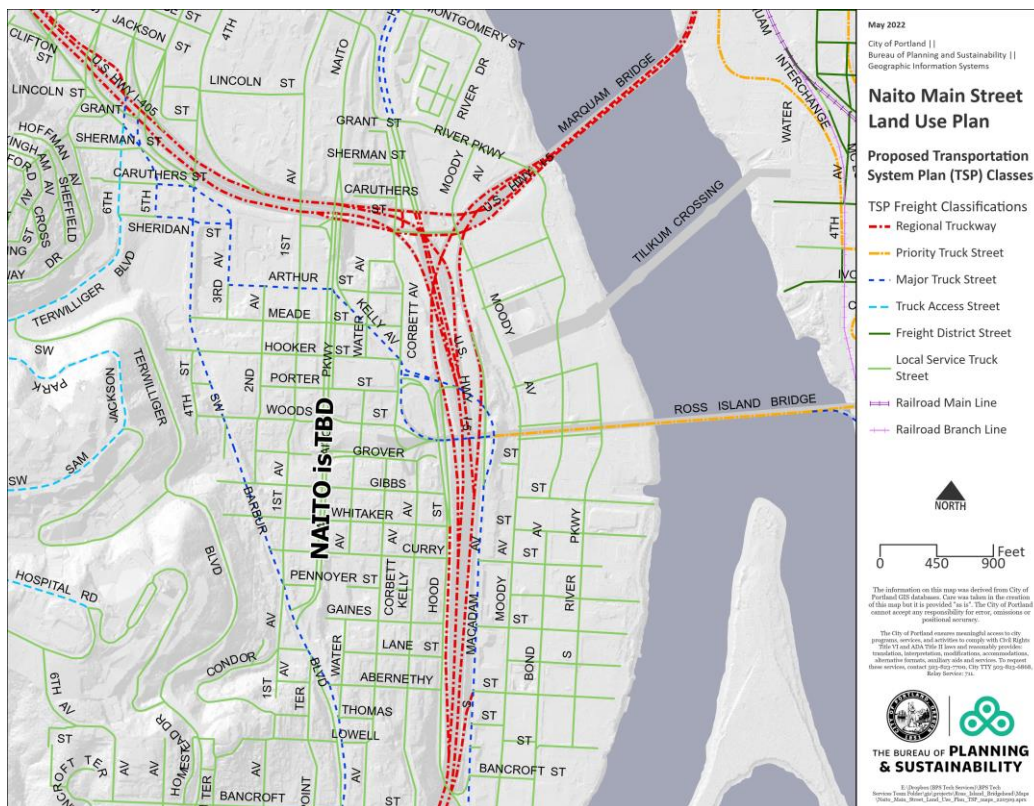
Proposed Pedestrian TSP Classifications

Freight classes

- Naito Parkway is a Major Truck Street only between I-405 and the existing Ross Island Bridge ramps. Otherwise, Naito Parkway is a Local Service Truck Street to the north and south. With the proposed road network changes from the Naito Main Street and Ross Island Bridgehead realignment projects, existing on and off ramps to Naito Parkway from Arthur Street / Kelly Avenue would be removed. As a result, Naito Parkway would no longer connect with Arthur Street / Kelly Avenue. Naito Parkway does not actually connect to I-405. This would seem to create an orphan segment of Major Truck Street. Recommend further review to determine if Naito Parkway needs to keep the Major Truck Street classification, or if Naito Parkway can change to either all Local Service or all Major Truck Street to Barbur Boulevard and the Ross Island Bridge.



Existing Freight TSP Classifications



Proposed Freight TSP Classifications

Zoning Code Amendments

Update corridor maps in the Zoning Code to show Naito Parkway as a Civic Corridor.

The following maps will need to be updated to show Naito Parkway as a Civic Corridor:

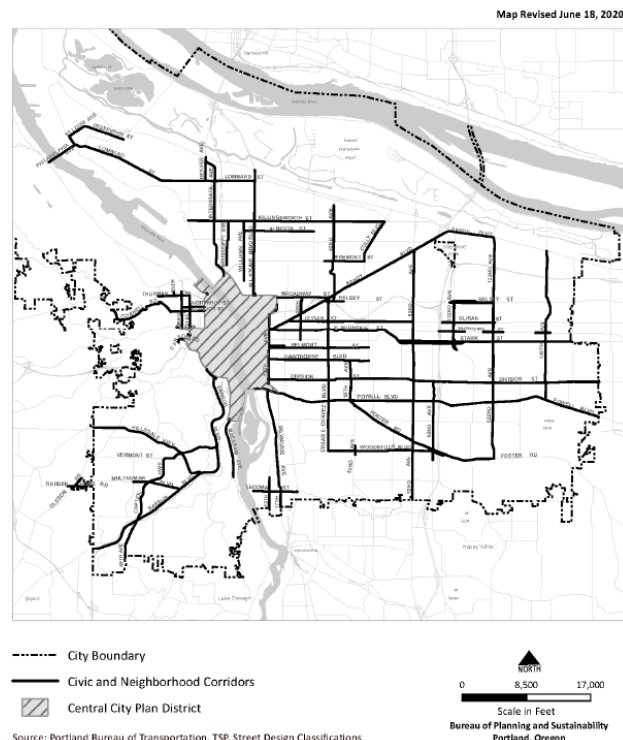
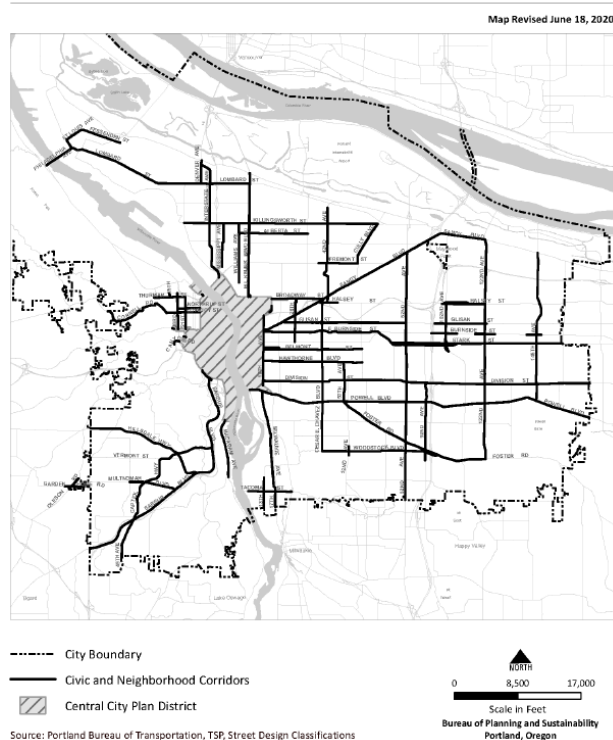
- Map 120-1, Civic and Neighborhood Corridors, for Multi-Dwelling Zones; and
- Map 130-3, Civic and Neighborhood Corridors, for Commercial/Mixed Use Zones.

Civic and Neighborhood Corridors

Map 120-1

Civic and Neighborhood Corridors

Map 130-3



Recommended Map Amendments

Ross Island Bridge opportunity sites east of Naito Parkway

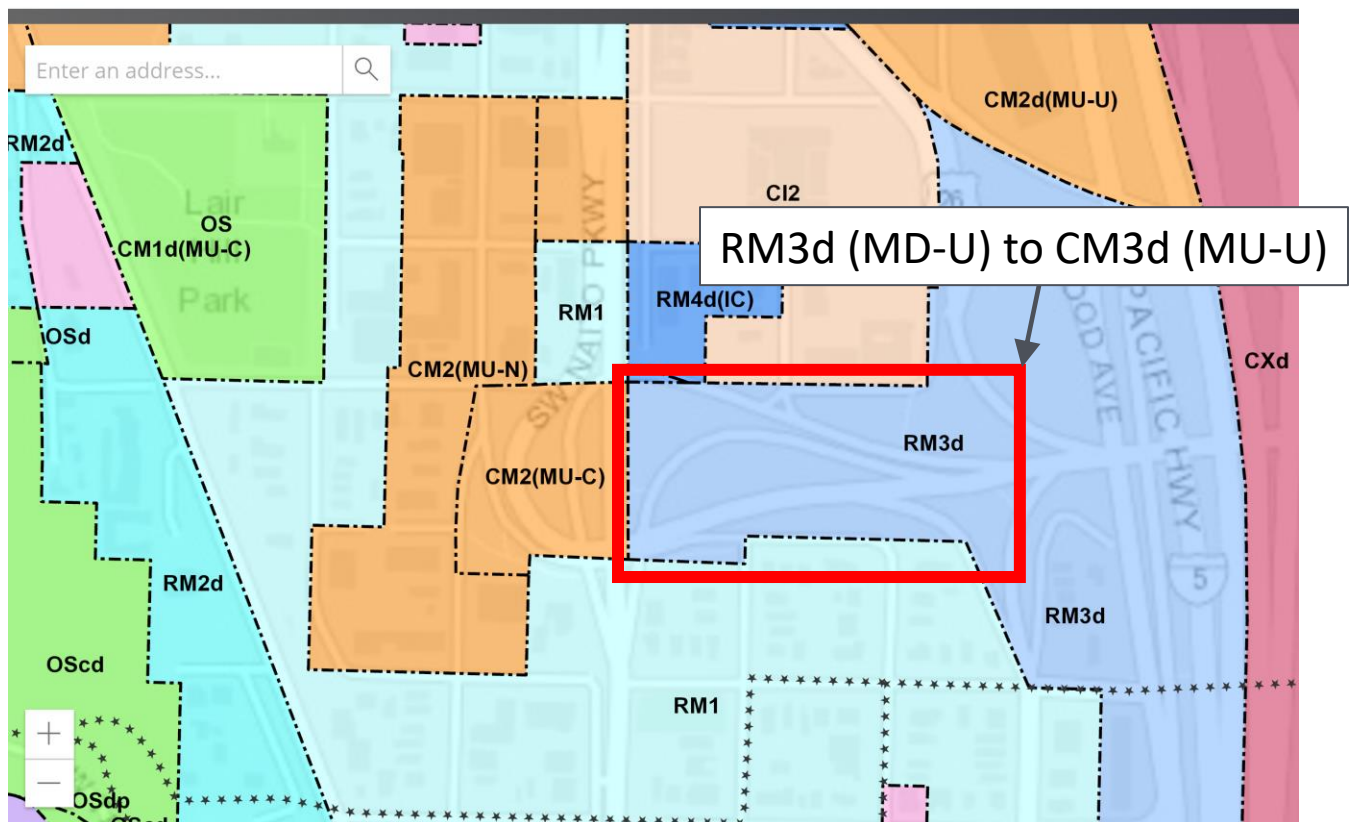
RM3d (MD-U) to CM3d (MU-U)

Staff recommends rezoning the approximately 2.5-acre publicly-owned opportunity sites east of Naito Parkway from RM3 to CM3, while maintaining the 'd' Design Overlay Zone. The current RM3 zoning limits commercial uses to ground-floor retail or office with a 1:1 FAR limit—and prohibits exterior doors or signage. Changing the zoning of the publicly-owned opportunity site east of Naito Parkway to CM3 would allow a wider range of uses, more flexible development standards, and help maximize the public benefits possible on the site. The Comprehensive Plan designation would also need to change from Multi-Dwelling – Urban Center (MD-U) to Mixed-Use – Urban Center (MU-U).

- Current zone RM3 base max FAR is 2 to 1; base max height 65 feet; with up to 4 to 1 FAR though deeper housing affordability bonus, but no bonus height options.
- Proposed zone CM3 base max FAR is 3 to 1; base max height 65 feet; with up to 5 to 1 FAR and 120 feet of height through Planned Development Review.



Portland Zoning



Half-block at Naito/1st/Porter/Woods

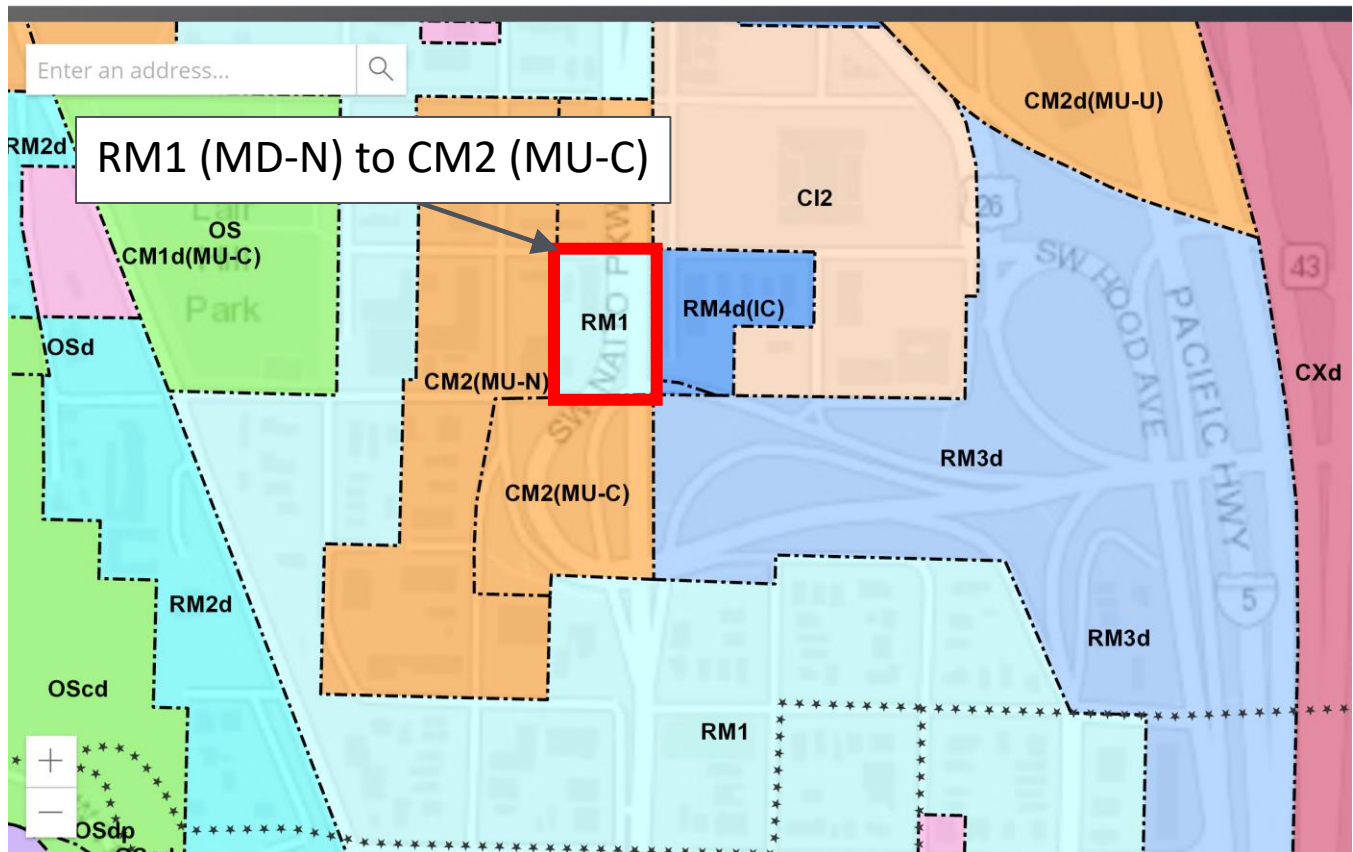
RM1 (MD-N) to CM2 (MU-C)

Staff recommends rezoning the approximately 1/3-acre area bounded by Porter Street, Naito Parkway, Woods Street, 1st Avenue from RM1 to CM2. The half-block would be rezoned to CM2 to match the surrounding CM2 zoning and help reinforce the transit-oriented character of a future Naito Main Street. The Comprehensive Plan designation would also need to change from Multi-Dwelling – Neighborhood (MD-N) to Mixed-Use – Civic Corridor (MU-C). Only three privately-owned parcels and the public right-of-way would be affected, including a future remnant parcel resulting from the Ross Island Bridge approach realignment and Naito Main Street project.

- Current zone RM1 base max FAR is 1 to 1; base max height 35 feet; no bonuses available in historic district
- Proposed zone CM2 base max FAR is 2.5 to 1; base max height 45 feet; no bonuses available in historic district



Portland Zoning

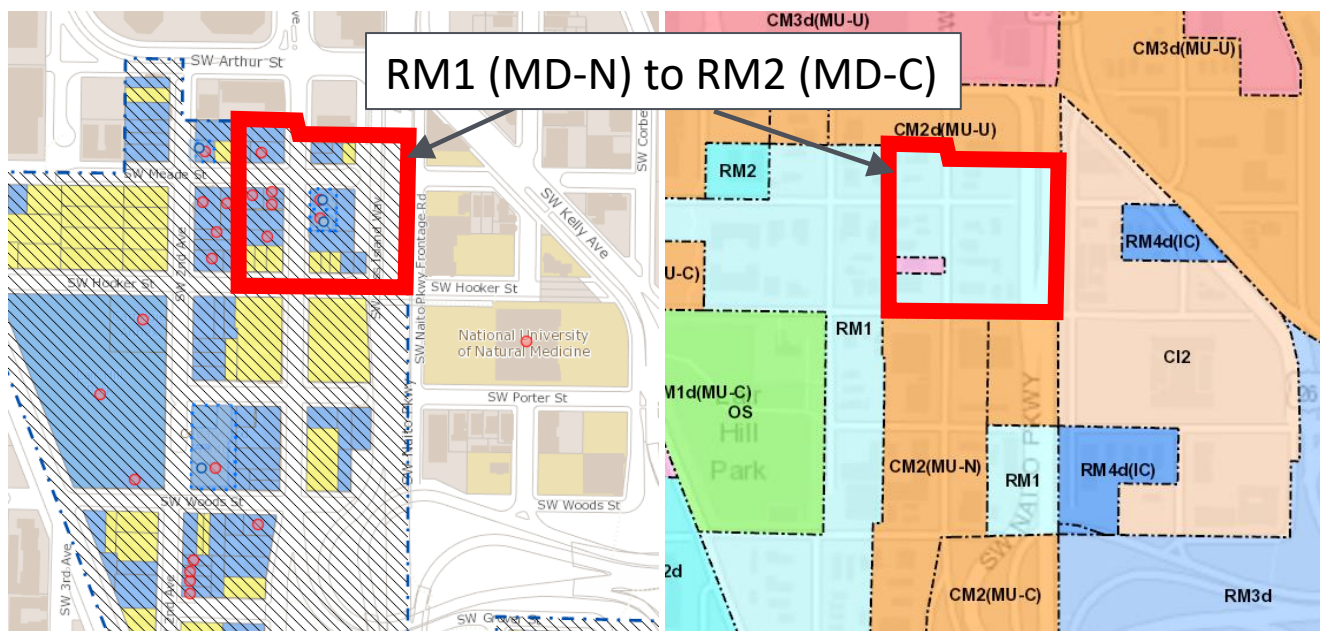


West of Viaduct between Arthur/Hooker

RM1 (MD-N) to RM2 (MD-C)

Staff recommends rezoning the area bounded by Arthur Street, Naito Parkway, Hooker Street, and 1st Avenue from RM1 to RM2 to be more compatible with the future Naito Main Street design and encourage transit-oriented development. The development standards of the RM2 zone would allow apartment building development more in-scale with Naito Main Street and be more supportive of transit, biking, and walking. The current RM1 zone would allow rowhouses and townhouses, which may create safety conflicts if individual driveways fronted on Naito Parkway. The Comprehensive Plan designation of the area would also change from Multi-Dwelling – Neighborhood (MD-N) to Multi-Dwelling – Corridor (MD-C). The proposed map change would affect approximately two dozen privately-owned parcels, plus the public right-of-way along Naito Parkway that may become remnant parcels after the removal of the ramps and frontage roads.

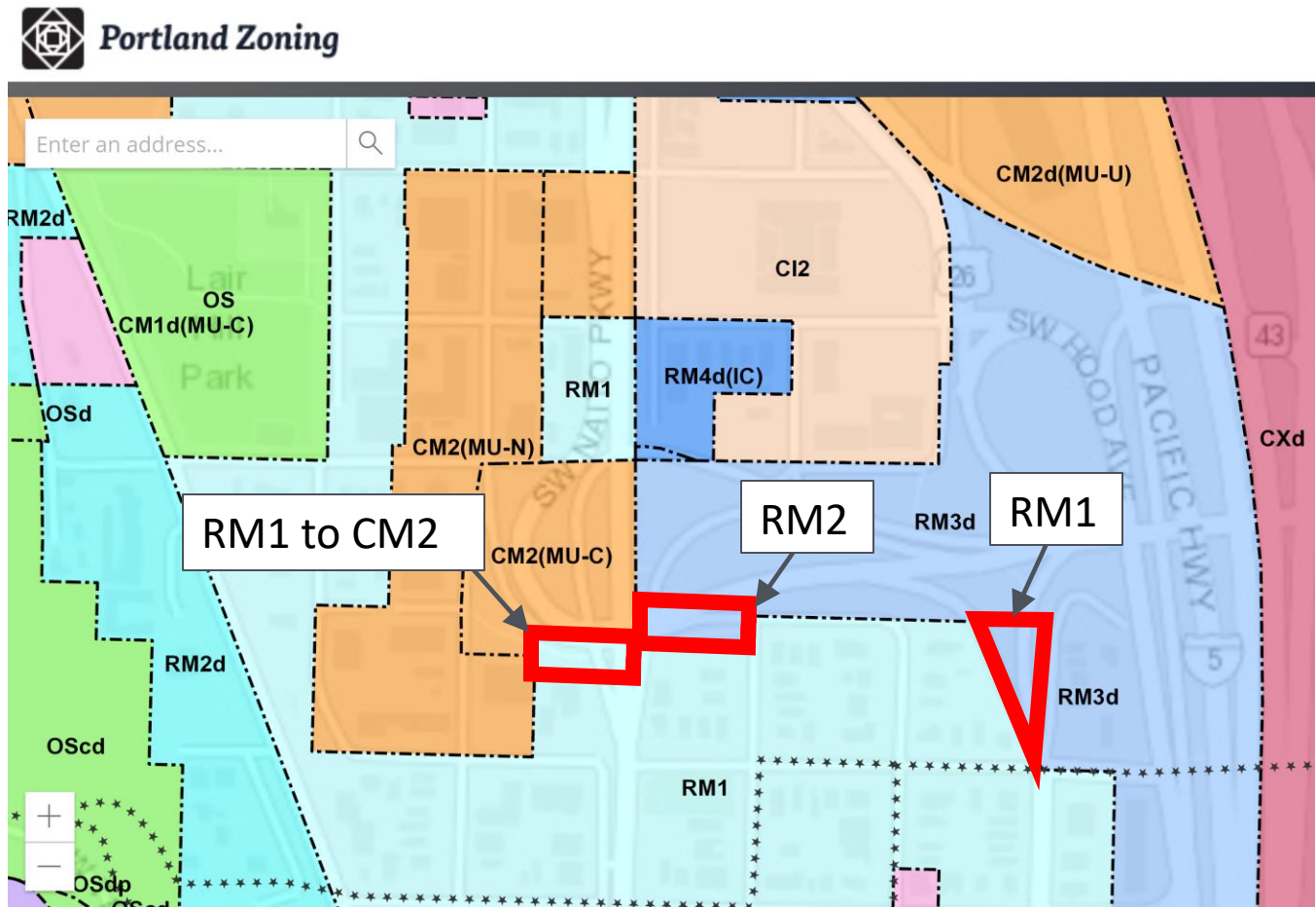
- Prior R2 zone had a maximum height of 40 feet.
- Current RM1 zone has a maximum height of 35 feet (maximum FAR is 1 to 1).
- Proposed RM2 zone has a maximum height of 45 feet (maximum FAR is 1.5 to 1).
- Current 1980 historic design guidelines have a max height of 3 stories or 45 feet.
- Consider option to limit rezone to non-contributing sites and Naito-fronting parcels.
- The parcel zoned CM1 would remain unchanged.



Historic district view (left) and current zoning view (right)
blue = contributing resources; yellow = non-contributing resources

Rezoning of other remnant parcels

Staff recommends the rezoning of other remnant parcels that may be created along the new Naito Main Street and by the removal of the current bridge ramps. Located just south of the main opportunity sites, there are at least three potential remnant parcels that are currently part of the public right-of-way adjacent to the bridgehead. The Comprehensive Plan designations of the remnant parcels may also need to change, depending on the proposed zoning.



Other Implementation Strategies

Transit Streets

Recommend maintaining SW 1st Avenue and SW Corbett Avenue as important north-south transit streets with bus service. Currently, the Core area of Naito Main Street is served by the following bus routes:

19 – Woodstock/Glisan

38 – Boones Ferry Rd

43 – Taylors Ferry Rd

45 – Garden Home

54 – Beaverton-Hillsdale Hwy (frequent)

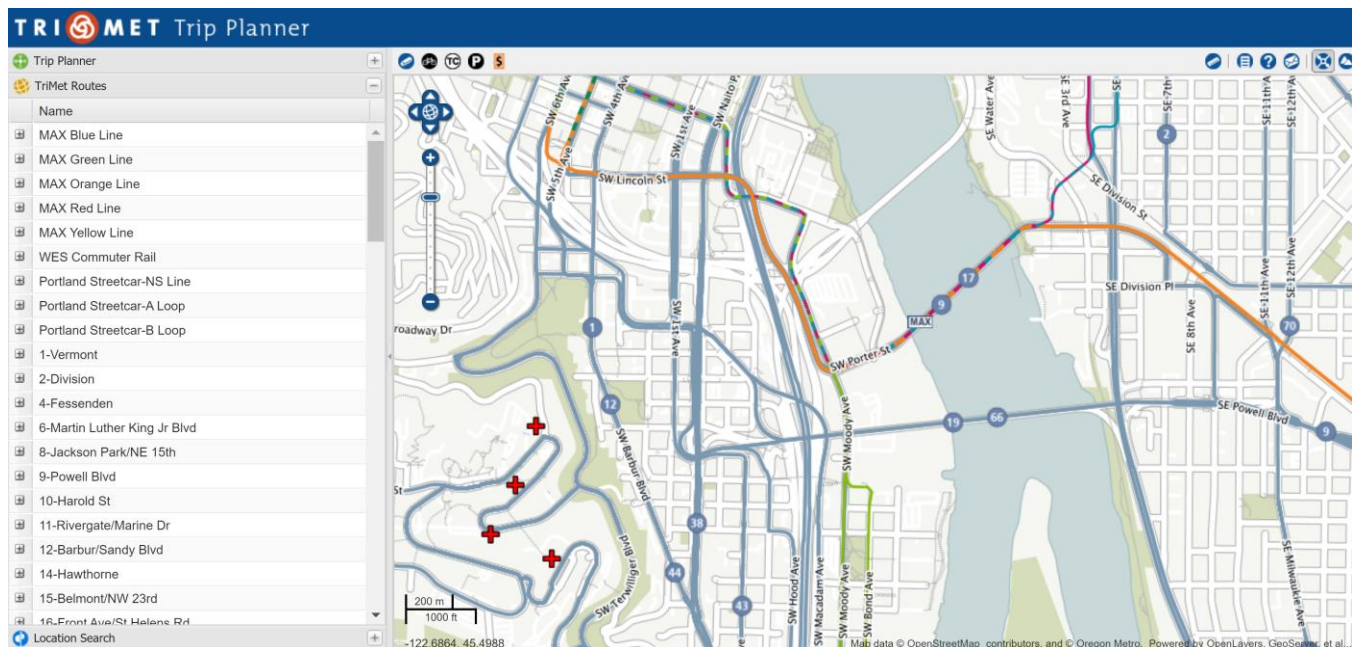
55 – Hamilton

56 – Scholls Ferry Rd (frequent)

66 – Marquam Hill/Hollywood

92 – South Beaverton Express; and

99 – Macadam/McLoughlin



TriMet Trip Planner map (source: ride.trimet.org)

Bus routes that pass through this area may be adjusted by TriMet in response to the reconfigured street grid. These decisions would be made after transportation improvement plans are finalized and funded. City staff will coordinate with TriMet and the community to ensure continuity of transit service.

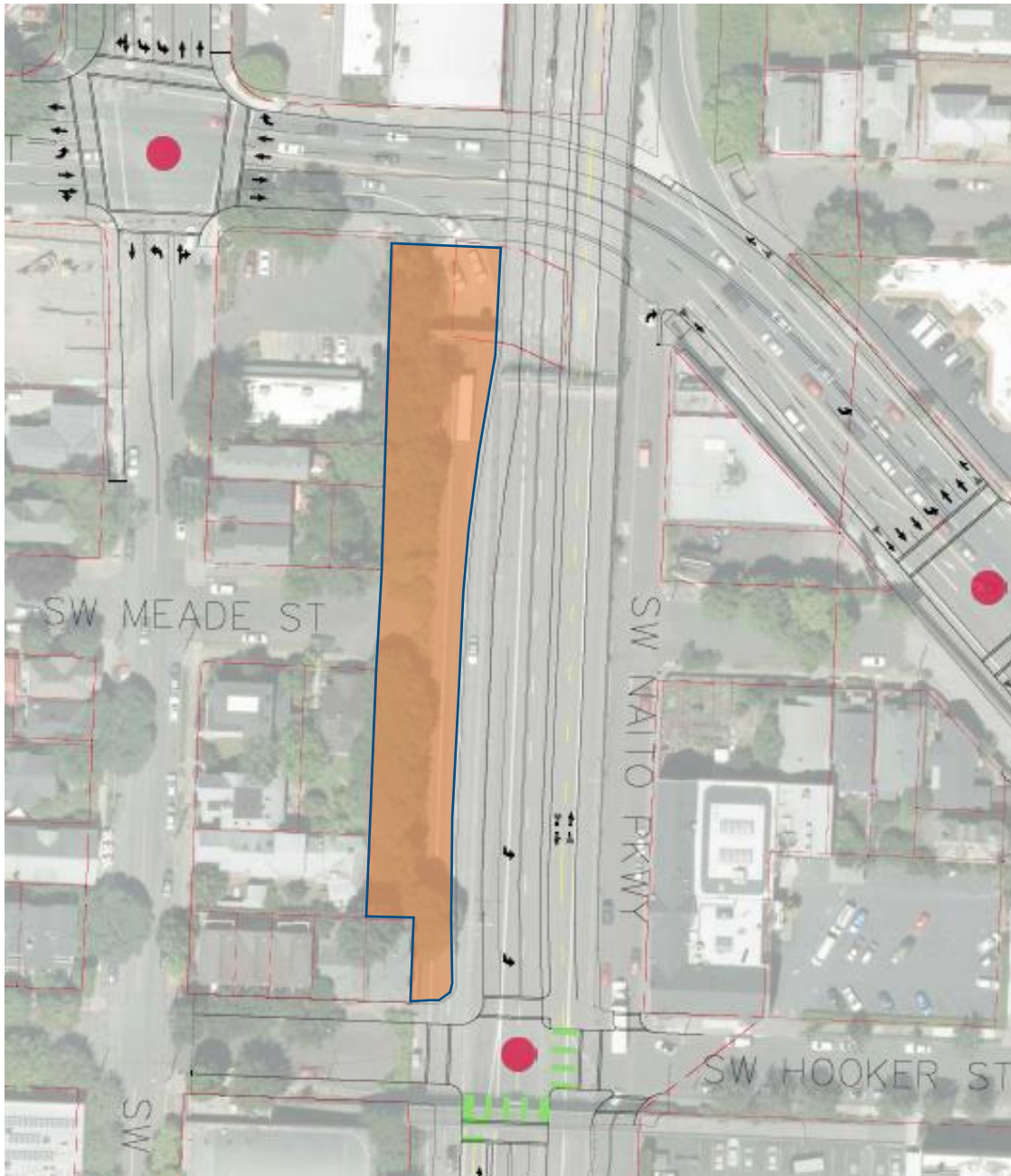
The following is a list of bus routes that will potentially be affected by the planned transportation improvements to Naito Parkway and the Ross Island Bridge.

- Bus route 43-Taylor's Ferry Rd and 99-Macadam/McLoughlin will be affected by the bridgehead ramp and underpass realignments. These routes could potentially be changed to follow the historic streetcar route, for example, by going south from 1st Avenue, turning at Porter Street, turning at Naito Parkway, turning at Gibbs Street, and continuing south on Corbett Avenue.
- Bus routes 19-Woodstock/Glisan and 66-Marquam Hill/Hollywood travel east-west over the bridge and will be affected by removal of the southbound/eastbound onramp from Arthur Street to the Naito Parkway viaduct and by the bridgehead realignment. These routes could potentially be changed to access the bridge via Kelly Avenue.
- Several bus routes currently use Naito Parkway, including: 38-Boones Ferry Rd, 45-Garden Home, 54-Beaverton-Hillsdale Hwy, 55-Hamilton, 56-Scholls Ferry Rd, and 92-South Beaverton Express. The Southwest Corridor Light Rail design includes a shared transitway on Barbur Boulevard from SW Capitol Highway to the Downtown Transit Mall. This would be a dedicated transit-only lane allowing both buses and light rail vehicles. Some of these bus routes would likely be moved to the transitway, but it may be desirable to maintain one or more routes on Naito Parkway.

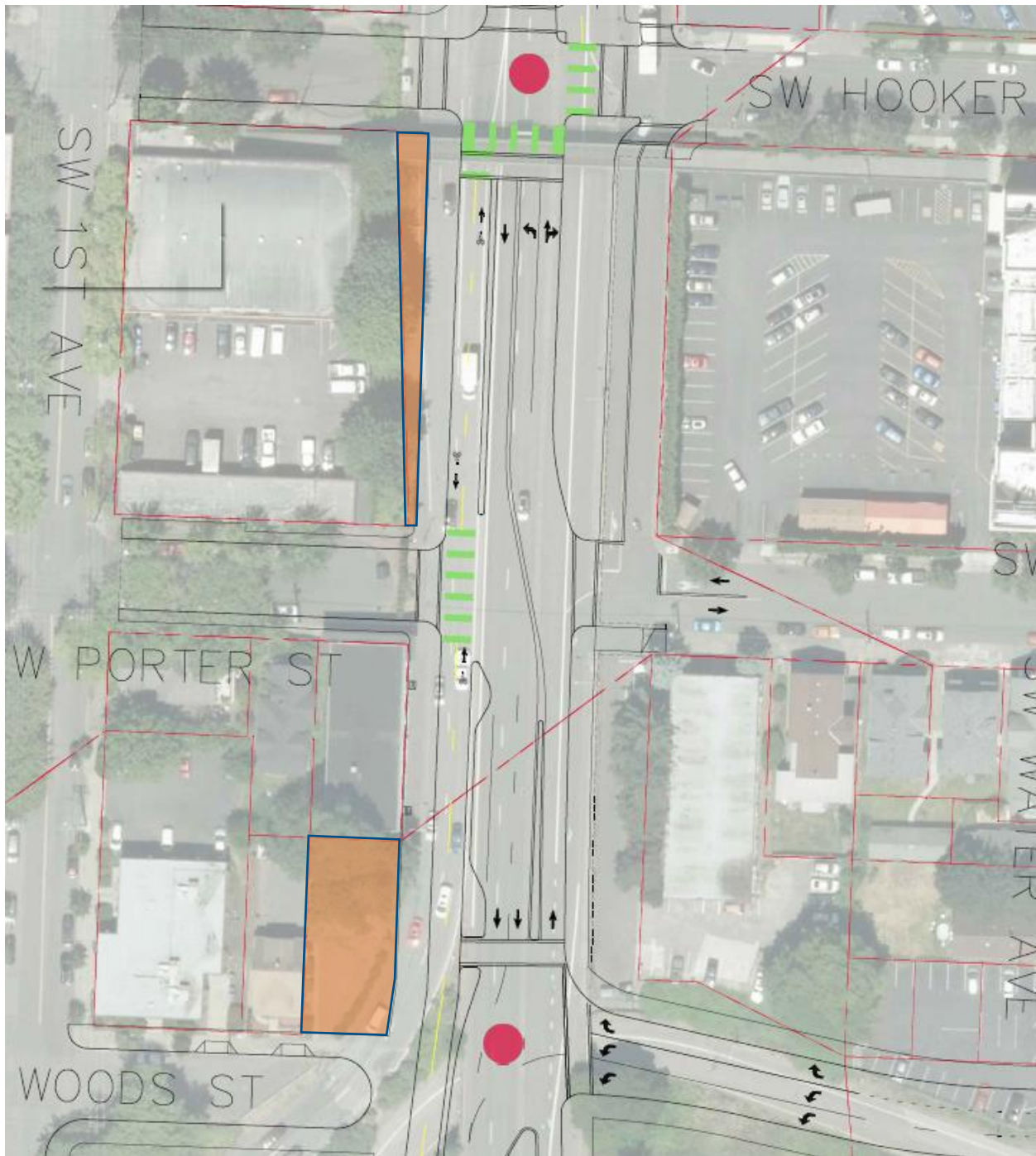
For preliminary planning assumptions for bus service changes associated with the future Southwest Corridor Light Rail Project, see Page 41 of the [Southwest Corridor Light Rail Project Conceptual Design Report](#). TriMet service planning assumptions are largely based on the Southwest Service Enhancement Plan (SWSEP), which was developed from an extensive public engagement process in 2015 and will be revisited to confirm future needs.

Remnant Parcels

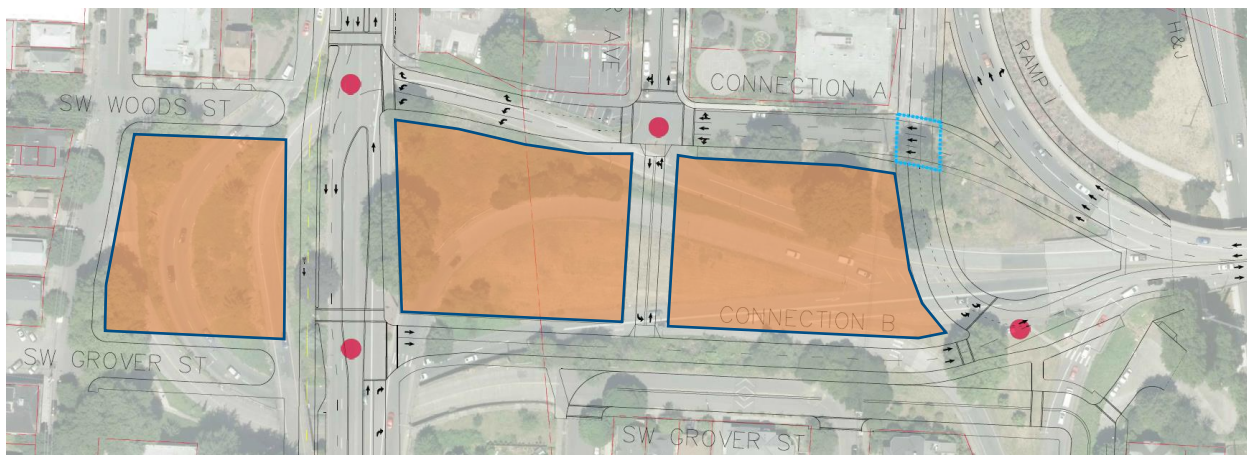
The following images show the locations of potential remnant right-of-way parcels along Naito Parkway and the current bridge ramps. Future action items include determining ownership, calculating land area, and assessing the zoning map and comprehensive plan designations.



Potential remnant parcel along Naito Parkway in the Viaduct area between Arthur and Hooker Streets.



Potential remnant parcels along Naito Parkway in the Core segment between Hooker and Woods Streets



Primary opportunity sites at the bridgehead.

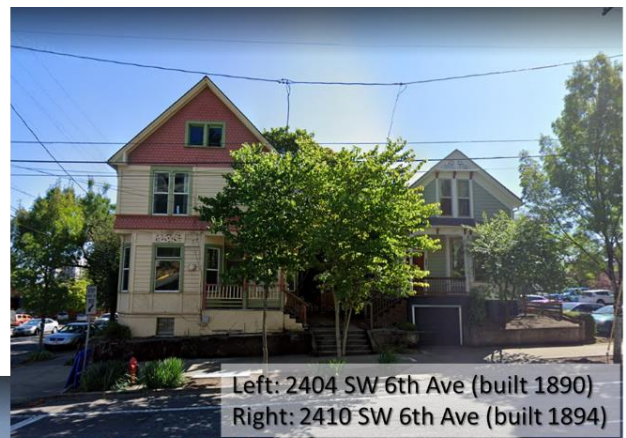


Additional remnant parcels adjacent to the existing bridgehead area.

Historic Receiver Site Program

Recommend exploring the creation of a voluntary "receiver site" program that would promote the relocation of existing historic houses and other buildings built during the period of significance (1850s to 1926) from in and near the historic district to the receiver sites. Receiver sites could include some of the potential remnant parcels. Interested private property owners could also participate.

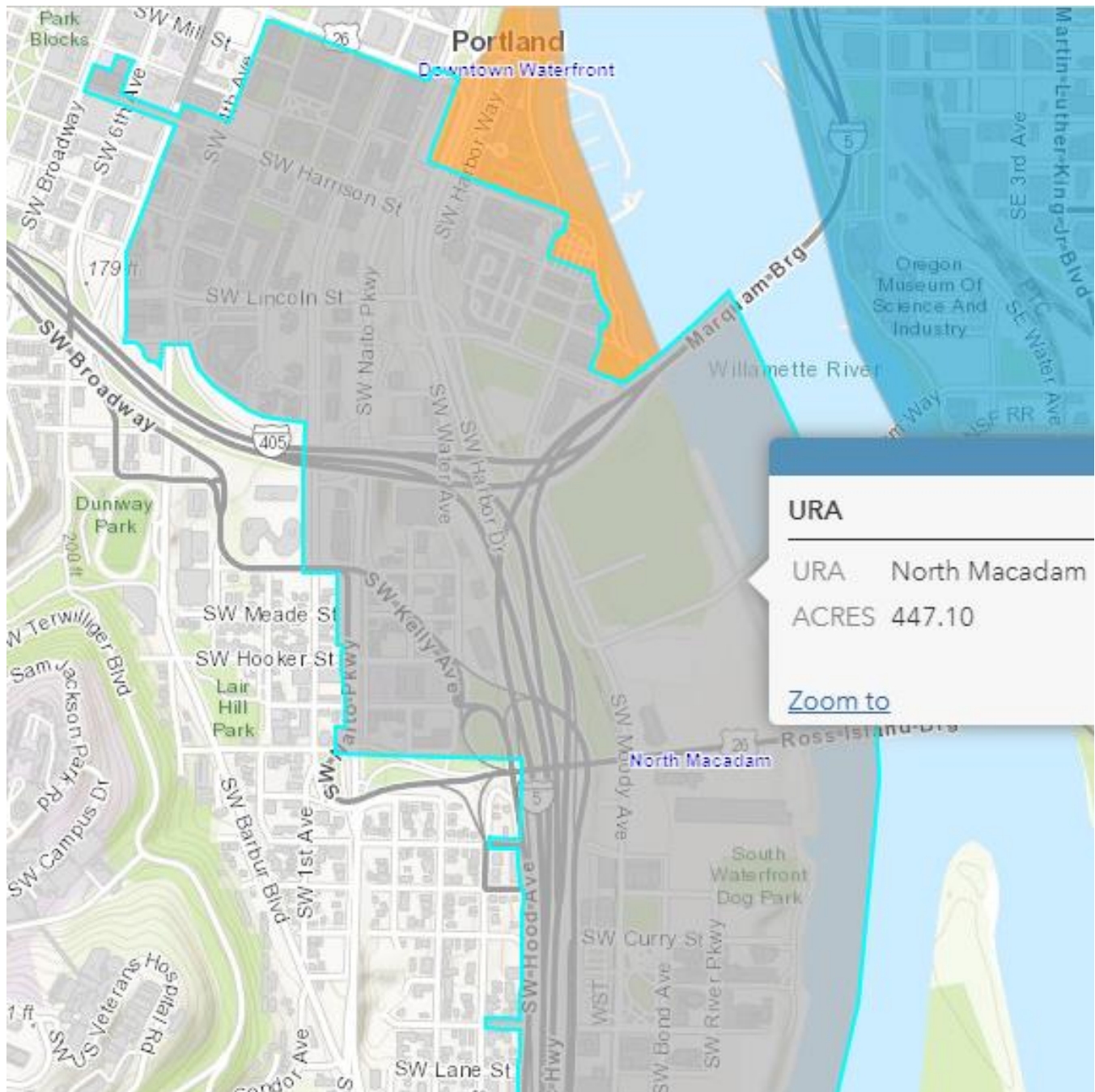
- Could this program be incentivized to encourage this option as an alternative to demolition? If so, what kind of incentives?
- Can we offer receiver sites for impacted historic buildings along the SW Corridor?
- Can we partner with the Deconstruction program to increase awareness?



All the buildings pictured above were demolished in 2020 to make way for new development. Although not located in the South Portland Historic District, these buildings were all built during the District's period of significance (1850s to 1926) and were essentially part of the same South Portland neighborhood prior to a series of demolitions due to major transportation projects and the South Auditorium urban renewal "slum" clearance. Because these buildings were not considered historic resources, they could be demolished without Historic Demolition Review. The proposed "receiver site" program could provide a better fate for other buildings like these that are still standing.

North Macadam Urban Renewal Area (URA)

Staff recommends opening discussions with Prosper Portland staff about available programs and funding in the North Macadam URA that could benefit businesses along Naito Parkway, and future redevelopment of city-owned parcels. The current URA boundary includes the NUNM campus and the North Greenway, Viaduct, and part of the Core segments of the proposed Naito Main Street.



Renaming Streets

Explore renaming streets within the study area that are associated with people who are known to have been racist or prejudiced against Black, Indigenous, other People of Color, or Immigrants.

- For example, Lara Jones, a Lair Hill resident, sent the project team the following email: "I'd suggest that it may be time to rename Pennoyer Street (while we're at it with the SW Corridor/Ross Island Bridgehead/Naito Main Street projects). Former Governor Sylvester Pennoyer was a staunch Xenophobe [vocal Anti-Chinese movement leader]. My vote (if I were to have one) would be to name it after a prominent Chinese figure (local or beyond)." Pennoyer is also a former mayor of Portland. References: [Wikipedia](#), [Oregon Encyclopedia](#), [Oregon History Project](#)
- Pennoyer Street was previously called "Davis" Street. There is also a park named "Governors Park" because Pennoyer donated the land to the city for a park.

Appendix:

Equitable Development Workshop Summary

Wednesday, July 28, 2021 – 9:00 am to 12:00 pm (3 hours)

Workshop prep and planning

The overall goal for the workshop was to revisit the development concepts for the primary bridgehead opportunity sites through the lens of the equity goals developed during the racial equity workshop in fall 2020, and solicit feedback from an invited panel of participants who represent prior equity stakeholders, community members, and technical advisors. Secondary goals of the workshop were to update participants on the status of the project, review equity analysis goals for the opportunity sites, and try to get everyone on the same page.

Cascadia Partners was hired to help plan and facilitate the workshop and administer financial incentives for participants that requested them.

Partnered with BPS Equity + Engagement team to help inform the workshop planning, determine the best practices for the financial incentives, and help facilitate the workshop.

Since the workshop occurred during the Covid-19 pandemic and all City employees were still working fully remote, all online platforms were used with the goal of having an interactive and engaging experience for participants. Online platforms used included:

- **Zoom** for the main workshop forum and breakout rooms
- **Mural** for a virtual whiteboard with visuals to stimulate discussion, prompt questions, and enable notetaking during the breakout sessions
- **Mentimeter** to take instant polls during the workshop
- **Teams** chat for communication between the workshop facilitators. For example, used Teams to let knowledge people know which breakout room needs help or a question answered.

Attendees

The plan was to invite back all the past participants from earlier design workshops and the equity analysis stakeholders, plus affordable housing partners and technical advisory committee (TAC) members. The invitees included members of the community advisory group (CAG) for the related South Portland Historic District Design Guidelines Project.

The following individuals attended the workshop:

Equity Analysis Stakeholder Group

- Asya Beardsley, Cedarwood School community & development associate
- Darrell Grant, South Portland resident
- Sue Levine, Cedarwood School principal
- Kimberly Moreland, Oregon Black Pioneers
- Rachel Nelson, Jewish Federation of Greater Portland

CAG members

- Sandy Doss, South Portland resident
- Jim Gardner, SPNA land use chair / resident
- Valeria Tapia, PSU student

Other equity / affordable housing partners

- Mohanad Alnajjar, Unite Oregon - SW Equity Coalition
- Julia Metz, Caritas Housing/Catholic Charities
- Jilian Saurage Felton, CPAH Housing Development Director
- Geoffrey Taylor, CPAH Associate Housing Developer

TAC members

- Guy Benn, TriMet
- Glen Bolen, ODOT
- Ethan Brown, BES
- Nick Falbo, PBOT
- Brendon Haggerty, Multnomah County Health Dept
- Hector Rodriguez-Ruiz, ODOT
- Scott Turnoy, ODOT

City Staff / Workshop Consultants

- Irene Kim, Cascadia Partners, emcee / facilitator
- Alex Joyce, Cascadia Partners, breakout room facilitator
- Kevin Bond, BPS city planner, Zoom tech, co-presenter, floating knowledge person
- Cassie Ballew, BPS design studio, co-presenter, knowledge person
- Lora Patiño Lillard, BPS design studio
- Eric Engstrom, BPS principal planner, breakout room knowledge person
- Wing Grabowski, BPS equity + engagement team, breakout room notetakers
- Michelle DePass, BPS equity + engagement team
- Phil Nameny, BPS city planner, standby notetaker
- Barry Manning, BPS city planner, standby facilitator

Attendance summary

Overall attendance by the invited members of the public was much less than hoped for. This was likely due to a number of factors, such as:

- the workshop being scheduled for 3 hours in length on a weekday morning when invitees may have had work and other conflicts;
- the workshop occurring after the failure of Metro's regional transportation funding measure in November 2020

Out of the 27 total members of the public invited, 12 (44%) attended at least part of the workshop and nine (33%) attended the full workshop.

Out of the 29 total City staff and TAC members invited, 17 (59%) attended at least part of workshop and 15 (52%) attended the full workshop.


Out of 56 total invitees, 29 (52%) people attended at least part of the workshop and 24 (43%) people attended the full workshop.

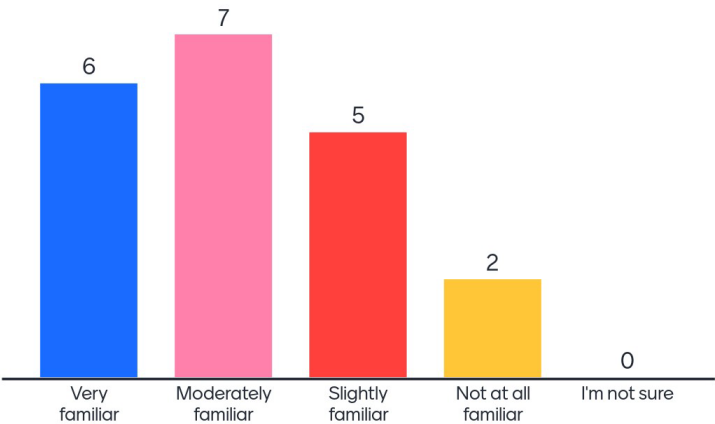
Workshop notes and Mural breakout rooms

The 3-hour online workshop consisted of an Introduction and Icebreaker (20 minutes); a Project Review, Racial Equity Goals Recap, and Project Updates (35 minutes); a poll question (10 minutes), a break (5 minutes), and the Breakout Session titled “Operationalizing Equity Goals” (95 minutes). A report back to the full group was planned, but was dropped in favor of giving participants more time in the breakout session. Finally, the workshop ended with revisiting the pre-breakout group poll question (5 minutes) and a wrap up / next steps (10 minutes).

The poll results and breakout group feedback is provided below and on the following pages.

Introductory question

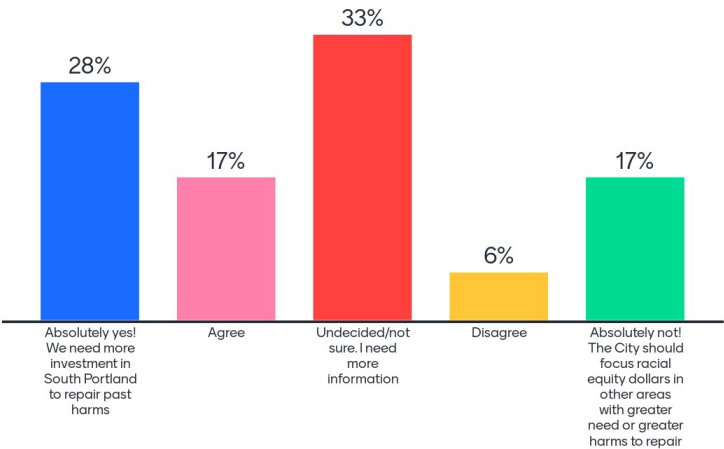
How familiar are you with the Naito Main Street Project? 



Poll Question (before breakout session)

Mentimeter

From a racial equity perspective (e.g., repairing past harms; supporting wealth generation), **would public funds have more impact if they were used to redevelop these bridgehead opportunity sites, OR if they were invested somewhere else in Portland?**

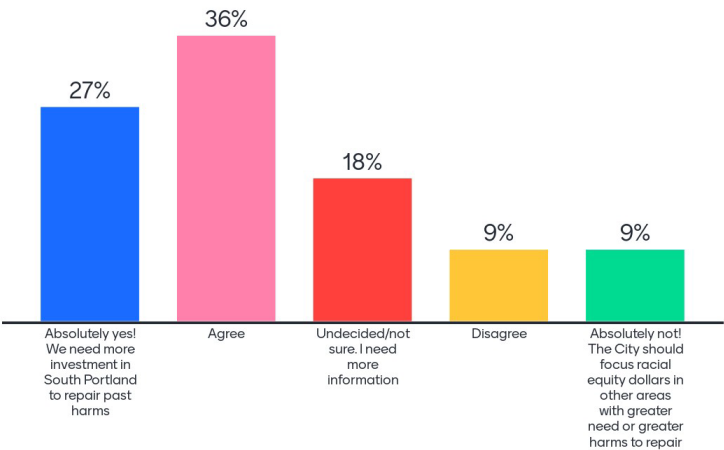


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Poll Question (after breakout session)

Mentimeter

From a racial equity perspective (e.g., repairing past harms; supporting wealth generation), **would public funds have more impact if they were used to redevelop these bridgehead opportunity sites, OR if they were invested somewhere else in Portland?**



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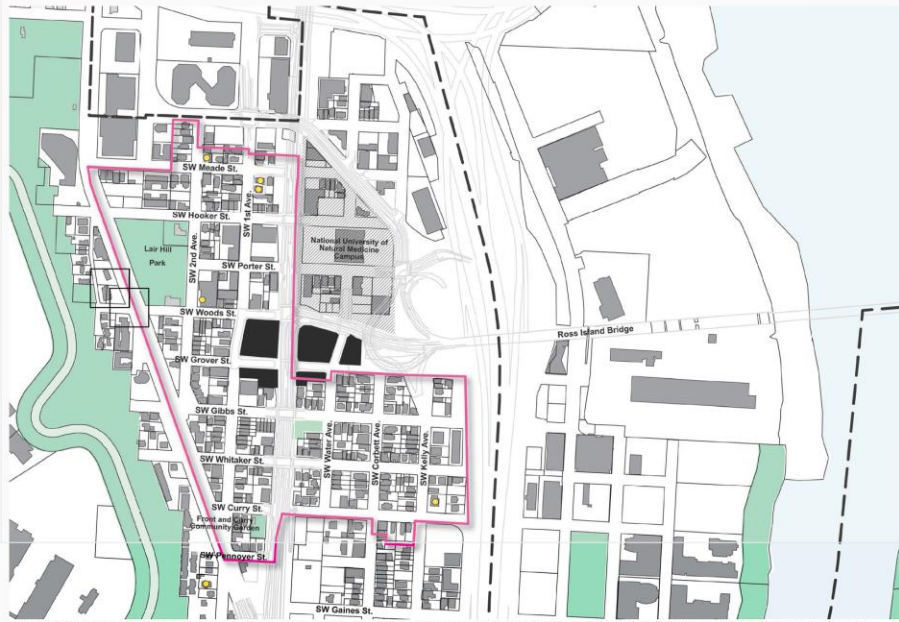
Group A – Intro question

Group A

EQUITY GOAL EXERCISE

Facilitator: Irene + Knowledge Person: Cassie + Notetaker: Michelle

Intro: How could this site be successful in achieving our equity goals? Can it be?



Cultural /
community
center
opportunity

Equity is too
big a term so
need to drill
down for site

Lair Hill was a
hub for
immigration
and cultural
identity in past

Essential to
diversify the
area including
home
ownership and
business opps.

Building wealth
through home
ownership doesn't
align with site
proposals for
rental housing

There are tradeoffs
/barriers between
home ownership
and apartment
funding
opportunities



Group A – Equity Goal 1

GOAL 1

Create conditions where community development can work towards reducing poverty and racial disparities by aligning services (education, economic, cultural and human) with transportation and affordable, family sized, housing.

Who should the players be?

Lair Hill residents, renters & owners	Those susceptible to health impacts	Experts in intergovernmental coordination (fed, state, regional)	Business owners	Those previously displaced / excluded		
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What should the programming be?

Scope should focus on project but with larger policy direction	Greater access to health care, food, physical activity & active transportation	Impacts from air / noise pollution from traffic and crash risk	Links to schools and daycare involvement	Marketing & branding of the area		
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How could these sites work to create conditions where community development can be successful?

Walkable solutions for food & daily goods	culturally responsive ingredients and affordable food	Coordination between bureaus including PHB	Economic diversity and range of housing types			
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Are there any infrastructure changes (e.g. streets/sidewalks/stormwater, etc.) that would make this goal more successful?

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Group A – Equity Goal 2

GOAL 2

Honoring the history, stories, and cultures of all historically displaced communities in this area; Native Americans, African Americans, Southern European immigrants, and the Jewish community.

Is this the right group of sites to address historically displaced communities?

Yes. Not many available sites other than opportunity sites

It is important to find what is important from impacted communities

Clarify if goal is to bring back displaced or to just recognize past communities

What are successful examples of culturally specific designs/developments?

Ilahee development w/ NAYA

What are the best ways to create a culturally specific design with community members (i.e. panel or board of community nominated community members)?

How can we ensure that what is presented is authentic and respectful of the represented community?

Community can be fluid. Recent arrivals tend to be more families

What would be appropriate ways honor these communities on the opportunity sites?

Preference policies for housing examples

These policies focus on direct displacement

Preference policy should match supply with demand

Should certain portions of the site area be dedicated towards honoring community and creating space for them? If so, where?

Group A – Equity Goal 3

GOAL 3

Prioritizing public investments for those communities experiencing the greatest inequitable outcomes today: African Americans and Native Americans.

What community partnerships will it take to meet this goal within future development?

PHB and affordable housing funding - aff housing tax credits	Culturally specific organizations	ODOT & PBOT	Financial Institutions & local Entrepreneurs			
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What types of public investments or programs would be appropriate?

See goal #1 for walkable retail/services	food desert	basic services and needs (retail)	health care clinic	Branding & wayfinding	Tools for entrepreneurs / small business	
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Where would you locate these investments onsite?

Programming on site	Limit exposure to traffic pollution					
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Group A – Equity Goal 4

GOAL 4

Design and programming of inclusive, welcoming, safe, multi-cultural institutions and public spaces. Examples of how to operationalize could include: Providing places of gathering, culturally relevant goods and services, public art, OR, renaming streets and open spaces to celebrate multicultural diversity and educate about history.

Ideally, where would you like to see a large space for gathering or cultural events? What amenities would this space provide?

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What kinds of programming would be needed to make it successful?

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If portions of the site or surrounding area were designated to be renamed, what should be the main focus? Streets, parks and other open spaces, buildings, etc.?

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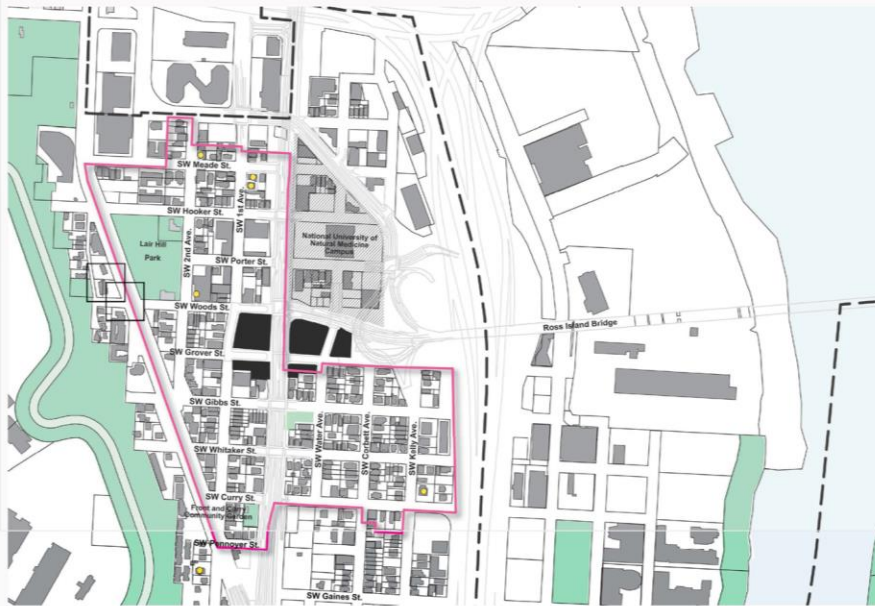
Group B – Intro question

Group B

EQUITY GOAL EXERCISE

Facilitator: Alex + Knowledge Person: Eric + Notetaker: Wing

Intro: How could this site be successful in achieving our equity goals? Can it be?



Thought: looking at benefits and burdens w/ Transportation - people in area and also who use system - who is using infrastructure, how will serve larger community?	Goal is possible but difficult due to current demographic. Who gets to participate in space after re-development?	Potential to develop housing that can house immigrant groups	Not just housing but business opportunities
Who lived there before, who was displaced	Look at air quality issues, reconnecting community (see proposals for Albina area)	Transportation equity statement will help guide effort as well (along with Planning equity statement)	Make sure to address previous harm, not repeat harms done to community, make sure communities can stay in place - capacity to generate wealth, capacity building opportunities, to stay in place - spec. BIPOC, refugees living in area
Public education and schools - for families to prosper and grow, all resources need to be in the area. Broader civic infrastructure	Include contracts for BIPOC to take part in the work		



Group B – Equity Goal 1

GOAL 1

Create conditions where community development can work towards reducing poverty and racial disparities by aligning services (education, economic, cultural and human) with transportation and affordable, family sized, housing.

Who should the players be?

Community development or community business organizations	Existing community	Communities that have historically been displaced - both from this neighborhood and other neighborhoods	Business partners	Philanthropic organizations (funding CBOs)	Social service/ justice system representatives	The City and bureaus
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What should the programming be?

Health, safety and education	Workforce development, training, wealth creation for trade and construction	Community-held education				
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How could these sites work to create conditions where community development can be successful?

Daycare, childcare	Community/interpretive center that presents historical perspective of displacement, arts and culture, social services. Represent path and provide resources					
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Are there any infrastructure changes (e.g. streets/sidewalks/stormwater, etc.) that would make this goal more successful?

Integration into neighborhood, including mass transit, businesses						
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Group B – Equity Goal 2

GOAL 2

Honoring the history, stories, and cultures of all historically displaced communities in this area; Native Americans, African Americans, Southern European immigrants, and the Jewish community.

Is this the right group of sites to address historically displaced communities?

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What are successful examples of culturally specific designs/developments?

Public art along Naito that can recognize pre-colonization history/history of indigenous peoples	Tenement museum in NYC	Benches with names of past community members	Preserve historic structures, especially those associated with BIPOC histories.	murals, renaming streets	more green space to street design - addressing heat islands	
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What are the best ways to create a culturally specific design with community members (i.e. panel or board of community nominated community members)?

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How can we ensure that what is presented is authentic and respectful of the represented community?

European immigrants, Jewish population, Native Americans, African Americans, in the neighborhood should be honored in this neighborhood						
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What would be appropriate ways honor these communities on the opportunity sites?

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Should certain portions of the site area be dedicated towards honoring community and creating space for them? If so, where?

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Group B – Equity Goal 3

GOAL 3

Prioritizing public investments for those communities experiencing the greatest inequitable outcomes today: African Americans and Native Americans.

What community partnerships will it take to meet this goal within future development?

Streetscape treatment for safety - lighting, speeds, crossings. Acknowledge disproportionate impacts.						
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What types of public investments or programs would be appropriate?

TIF	Community land trust	What are models to fund?	Prosper (if recent urban renewal area)	Community Investment Trust (CIT). A model has been successful in East Portland	Federal funding	
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Where would you locate these investments onsite?

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Group B – Equity Goal 4

GOAL 4

Design and programming of inclusive, welcoming, safe, multi-cultural institutions and public spaces. Examples of how to operationalize could include: Providing places of gathering, culturally relevant goods and services, public art, OR, renaming streets and open spaces to celebrate multicultural diversity and educate about history.

Ideally, where would you like to see a large space for gathering or cultural events? What amenities would this space provide?

Design with intent, who are we inviting? Culturally appropriate spaces - food, etc.

Preserve historic structures, especially those associated with BIPOC histories.

What kinds of programming would be needed to make it successful?

Flex spaces, cultural spaces

Coordinate effort with other areas - unique but works with other sites

Not rely on private vehicles - multimode paths for bike, pedestrians

Residential - who? Families, single occupancy?

Affordable housing, affordable food options

Spaces and programming that allow all abilities to enjoy

Realistic assessment of income and housing affordability

If portions of the site or surrounding area were designated to be renamed, what should be the main focus? Streets, parks and other open spaces, buildings, etc.?

Contact

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About City of Portland Bureau of Planning and Sustainability

The Bureau of Planning and Sustainability (BPS) develops creative and practical solutions to enhance Portland's livability, preserve distinctive places, and plan for a resilient future.



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