



Southwest Corridor Inclusive Communities Project

Project Description

BPS is planning for equitable growth now ahead of the potential light rail transit project along SW Barbur Boulevard and before anticipated market speculation. Plans in the West Portland Town Center and South Portland future station areas will give developers and the community the clarity about what form and community benefits the station area build-out should achieve. Publicly owned opportunity sites will feed into a development pipeline of affordable housing for lower income households who cannot compete in the open market. Increased community capacity will ensure all voices are heard and the priorities of low-income households and communities of color shape future development in addition to addressing near term needs for community stability and economic opportunity. Government partnerships will be strengthened to achieve the community's vision of an equitable future.

Building off the major goals of the Southwest Corridor Equitable Housing Strategy (EHS) adopted by City Council in 2018, the following draft goals are proposed for this next phase of planning. These will be refined through the community engagement process.

1. Improve public health outcomes for people living and working in the future light rail station areas (those there now and those moving in)
2. Plan for safe, accessible, affordable, complete, healthy and socially-inclusive neighborhoods near transit
3. Prevent residential and cultural displacement in station areas that allow the most vulnerable households to remain in place and build wealth
4. Increase choices for new homes for all household types and incomes
5. Create conditions for a more robust commercial main street and a full range of commercial and business services in the West Portland Town Center
6. Promote small business opportunities in tandem with station area development.
7. Foster and support community engagement and capacity building of underrepresented groups

This project will begin implementing some of the EHS's key recommendations in the Portland portion of the corridor; planning for a Southwest Portland tax increment financing district, prioritizing publicly controlled sites for construction of affordable housing, land uses and urban design supportive of equitable transit-oriented development (eTOD) near stations, inter-jurisdictional partnership for eTOD, and community stewardship during the implementation of the strategy. Major outcomes of this project include the following:

1. **Plans adopted by City Council** for complete and inclusive communities with a full range of housing choices, thriving business districts, healthy and connected built environments, and strong social networks and institutions in two areas, South Portland and West Portland Town Center. These plans will

include updated urban design plans, infrastructure plans, and increased zoning code entitlements. In South Portland the existing historic district guidelines will be updated and improved as necessary to promote equitable development. In the West Portland Town Center an equitable community development action plan will provide the foundation of the town center plan including a full range of commercial and business services.

2. **Development concept plans and analysis of publicly owned opportunity sites** suitable for mixed-income housing and mixed-use commercial development (Barbur Transit Center and parcels under the Ross Island Bridgehead)
3. **Formation of an inter-jurisdictional Equitable TOD Workgroup** to execute the responsibilities detailed in the [Memorandum of Understanding](#) between TriMet, City of Portland, Washington County, City of Tigard, and Metro to coordinate equitable TOD along the corridor.
4. **Community Grants Program for capacity building and engagement activities** by community-based organizations (CBO) working on anti-displacement initiatives in the corridor. These CBOs will advise project decisions, build organizational relationships, and help the City and its public partners to deepen ties with communities vulnerable to displacement pressures.

It is our hope that this project will help us plan for the built, natural, community, and economic infrastructure necessary to help vulnerable households stay in place and allow all people to thrive (those here now and those moving in).

TIMELINE | SW CORRIDOR INCLUSIVE COMMUNITIES PROJECT*



* Schedule subject to change

** FEIS-Final Environmental Impact Statement

Background

In the early 1990’s SW Barbur Boulevard was designated as a high capacity transit corridor in the Metro 2040 Plan. The area around the West Portland crossroads was designated as a Town Center.

The 1977 Corbet Terwilliger Lair Hill Neighborhood Plan and the subsequent South Portland Circulation Study (1978 and 2001) have long identified the need to re-think the transportation pattern at the west end of the Ross Island Bridge.

Building on past studies and plans, the 2013 Barbur Concept Plan identified key places along the SW Corridor, to inform light rail project development. That plan also developed preliminary station area planning concepts.

The 2035 Comprehensive Plan followed (adopted in 2016), by formally incorporating the Metro West Portland Town Center designation into Portland's land use plan. The Town Center designation signals the City's intent that the Barbur crossroads area develop into a more complete community with a full range of housing choices and commercial and community services. The plan also called for a transformation of the Barbur corridor, which currently lacks amenities, safe bike lanes, and walkable streets.

In August 2018, the Southwest Corridor Community Advisory Committee and Steering Committee recommended a locally preferred alternative (LPA) for the SW Corridor light rail line. The Portland City Council adopted the LPA in November 2018. At the same time, a Southwest Corridor Equitable Housing Strategy (EHS) was adopted, and an agreement was signed with ODOT that provides a roadmap to transfer Barbur Boulevard to City control.

In 2017-2018, the SW Corridor Equity and Housing Advisory Group consisting of members from the public, private, nonprofit, finance, philanthropy, and development sectors was convened to provide actionable recommendations for the EHS. This group took an active role in developing the EHS and endorsed the strategy before it was adopted by the Tigard and Portland city councils in late 2018. With the strategy, Portland and Tigard set affordable and market rate housing targets for the SW Corridor. Specifically, the target is to build 3,000 new homes along the corridor between 2019 and 2029; a minimum of 850 of those new homes will be affordable for low-income households with incomes between 0-60 percent of the area median income.

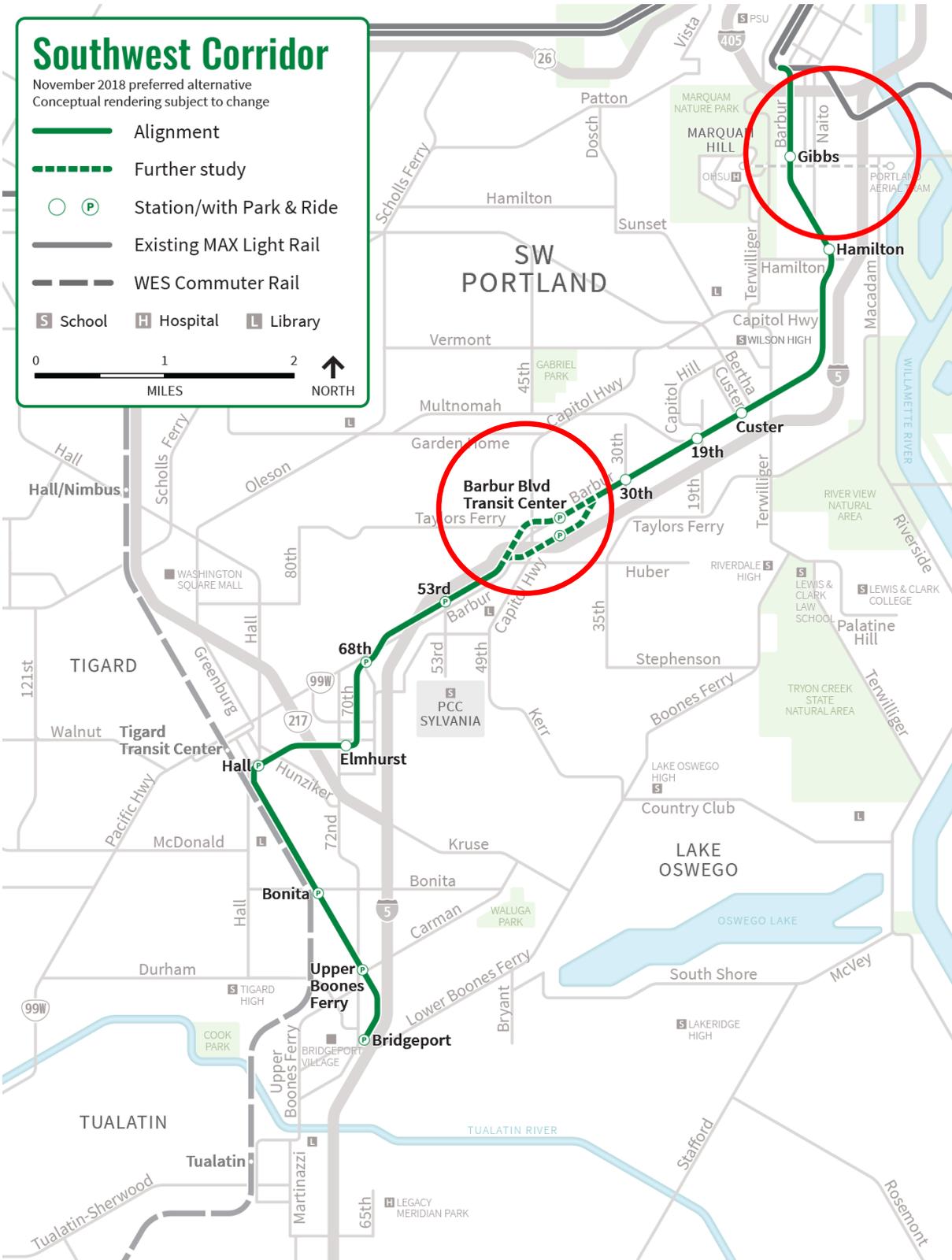
The EHS is rooted in the priorities of low-income households and communities of color. In 2017 BPS's SW Community Grants Program funded community-based partners like Community Alliance of Tenants (CAT), OPAL, Muslim Educational Trust, Community Partners for Affordable Housing and Unite Oregon to organize and engage low-income tenants in a capacity-building process related to affordable housing and transit issues. This culminated in a May 2018 event, organized by community leaders and CAT, where a list of [Community Solutions](#) was presented to elected leaders. Tenant leaders and community-based organizations are continuing to expand engagement and educational activities throughout the corridor today.

Metro's SW Equitable Development Strategy (SWEDS) continues to plan for the corridor, addressing not just affordable housing, but economic and workforce development strategies as well. Their oversight committee includes many of the members of the advisory group who developed the EHS. Metro is working to secure commitments to support the first two years of a SW Equity Coalition to implement the SWEDS and garner new resources from national philanthropic and private sector investment that would allow for the eventual transition to a full-time community led-coalition.

Now, political and community momentum has been building to see the Barbur corridor transform into a more vibrant, accessible, and inclusive version of what it is today, a place that unites rather than divides surrounding neighborhoods. The time is now right to consider how to complete this roadway's transformation from a highway to a destination civic corridor for people to live, work, play and learn.

Project Areas

Implementation of the Southwest Corridor Equitable Housing Strategy will occur over the next ten years throughout the entire corridor. Planning work led by BPS in 2019 and 2020 will focus on the areas around the West Portland Town Center and Barbur at Gover/Gibbs, indicated by stars in the map below.



Project Tasks

Task 1. Area planning for equitable outcomes (Quarter 1 2019 - Quarter 2 2020)

All together the SW Corridor station areas within Portland have a zoned capacity to accommodate over 5,000 housing units over the next 20 years. The South Portland station area has a zoned capacity for more than 3,000 new units, and the West Portland Town Center has capacity for over 1,000 new units. This task will provide actionable plans that sequence public and private investments to prevent displacement while improving economic opportunities and increase zoned capacity to catalyze development with public benefits in key sites before light rail service is introduced.

Area plans will be guided by the vision for equitable growth laid out in the Portland Plan and will operationalize the equity policies in the recently adopted Comprehensive Plan. These are our starting points. Area plans will provide a roadmap to eliminating known race and social disparities through the use of the Comprehensive Plans’ “Healthy Connected Communities” construct.

Area plans can round out the “Healthy Connected Communities” construct by emphasizing planning from the ground up, using community informed priorities, and a health equity analysis as a frame. BPS will look at what amount and mix of commercial uses are needed and what housing types are needed to support those uses. In addition to incorporating community identified equity issues, BPS will plan for the social and physical infrastructure that leads improved health outcomes and economic mobility foremost (i.e. affordable housing, affordable commercial space, cultural space, walkability, educational opportunities, and access to quality jobs).

These issues will be emphasized at the start of the planning process and as early actions in implementation before land use changes and major infrastructure projects are complete. In addition, land use and zoning code or programmatic changes will ensure increases in development capacity result in public benefits. Zoning changes could be triggered when anti-displacement measures are firmly in place, when the light rail funding is secure, and when land and buildings for affordable housing has been acquired.

This task will include urban design plans, interagency agreements, improved zoning entitlements in two station areas (South Portland/Gibbs and West Portland Town Center), updating and improving historic design guidelines in the South Portland Historic District, and developing an equitable community development action plan in West Portland Town Center. This task will be done in tight coordination with Metro’s SWEDS process and with TriMet’s Station Optimization Study and Conceptual Design Report.

This task will occur in three phases over at least 18 months:

1. Research and early community capacity building (see Public Involvement section below)
2. Develop initial options and recommendations
3. Public review and adoption of final planning documents

Project Deliverables	Outcomes
<ul style="list-style-type: none"> • “Healthy Connected Communities” analysis; health equity, urban design/land use, economic, and infrastructure chapters • West Portland Town Center Plan including: <ul style="list-style-type: none"> ○ Equitable community action plan supportive of anti-displacement actions in the EHS ○ Proposed plan district regulations and zoning changes ○ Street design and pedestrian and bike system improvements proposed as Transportation System Plan amendments ○ Infrastructure needs ○ Analysis in support of creating a full service commercial district • South Portland Plan <ul style="list-style-type: none"> ○ Historic design guidelines ○ Limited zoning changes 	<p>City Council adoption of areas plans and updated historic design guidelines in South Portland.</p> <p>Increased capacity of under-represented groups to shape plans and development outcomes</p>

Success will be achieved for area planning when:

- Plans center the needs of people (those here now and those moving in) and provide a roadmap for policies and investments in the social and built environment to meet those needs.
- The community’s race and social equity priorities are reflected in plans.
- Private sector developers understand the areas’ development goals and which public benefits to achieve.
- The City understands the impact of code, public benefit, and design requirements on area build out and identify potential code barriers to achieving both urban design, housing production, and equitable development goals.
- The City identifies market factors that support or prevent desired development goals at both the area level and site-specific.

Task 2. Affordable housing opportunity sites development concept analysis (Quarter 1 2019 – Quarter 4 2019)

This work will build on site concept and feasibility analysis currently being conducted for multiple sites by a consultant for BPS and the Portland Housing Bureau. Project funded work will refine two of these site plans (design concepts and housing programming), conduct a market analysis, analyze financial feasibility, and propose a phased site-specific development and funding plan. The Barbur Transit Center and parcels under the Ross Island Bridgehead will be the focus of this task. The City will coordinate closely with nonprofit affordable housing developers as they consider acquiring parcels and existing buildings for affordable housing.

<p>Project Deliverable:</p> <ul style="list-style-type: none"> • Market study report • Pro-forma analysis • Two site specific concept development feasibility reports with recommended development and funding strategies 	<p>Outcome: Analysis to inform ODOT, TriMet, and City leadership on development options and financial considerations at state-owned opportunity sites</p>
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Success will be achieved for site-specific planning when:

- Partners better understand site limitations, public benefits, design constraints and code factors affecting the feasibility of desired development outcomes on opportunity sites and identify redevelopment achievable approaches for a pipeline of affordable housing projects.
- The City and partners identify and develop tools and incentives needed to facilitate development partnerships and identify the additional resources and potential pathways to access needed capital.

Task 3. Implement Memorandum of Understanding (Quarter 1 2019 – Q1 2020)

This element supports City participation in an Equitable TOD Workgroup charged with implementing the anticipated MOU between the Cities of Tigard and Portland, Washington County, TriMet, and Metro. TriMet will convene the workgroup and facilitate the process to develop a work plan.

Deliverables	Outcomes
Workgroup action plan	Agency TOD systems and policies in place

Task 4. Community engagement and capacity building (Quarter 1 2019 – Quarter 1 2020)

This task involves deploying a Community Grants Program to fund community capacity building and engagement activities for tasks 1-3 above. Community-based organizations working with low-income households and communities of color will build organizational relationships, and help the City develop deeper ties with households vulnerable to displacement pressures. Activities will include engaging low-income residents around anti-displacement strategies throughout the corridor, priorities for developing publicly controlled land, and land use planning in the West Portland Town Center and South Portland future station areas. CBOs will also work with Portland and Tigard staff to report on annual progress made on the SW Corridor Equitable Housing Strategy to the respective city councils.

This task is also designed to support the CBOs to participate in Metro’s ongoing SWEDS process as their oversight committee explores the possibility of reconstituting as a public/private coalition charged with implementing the final SW Corridor Equitable Development Strategy. The strategy is expected to be finalized in late 2019.

In addition to the community engagement work of the CBOs, the Fair Housing Council of Oregon will develop and offer new curriculum for fair housing and equity trainings for the general public in the corridor. Community dialogues will follow each training and inform the area planning in Task 1.

Deliverables	Outcomes
<ul style="list-style-type: none"> • CBO participation in area planning advisory groups • Engagement and education activities for low-income residents at risk of displacement • Community events to highlight race and social equity issues and community priorities • Input on development concept analysis of opportunity sites (Task 2) and Equitable TOD Workgroup’s work plan (Task 3) • Grading of the SW Corridor Equitable Housing Strategy annual report of progress • Equity and fair housing training and dialogue with neighborhood organizations 	<ul style="list-style-type: none"> • Increased community capacity to shape the development of station areas to meet the needs of low-income households and communities of color • Broader community awareness of race and social equity considerations for the development of the corridor

Success will be achieved for community engagement when:

- The City and its partners have systems in place to plan and implement equitable TOD and the organizational capacity to better meet the needs of low-income households and communities of color.
- Community partners have the resources and capacity to help shape the development of station areas that meet the needs of low-income households and communities of color.

Jurisdictional coordination and related planning processes

During the 2019-2020 timeframe a number of other Southwest Corridor related planning efforts will be underway. Project staff will coordinate with project partners and stay abreast of issues being raised and explored as part of that work. Where appropriate and possible engagement opportunities will be coordinated or combined. At this time the following projects or project elements are expected to overlap with the geographies or issues of this project:

- SW Corridor Light Rail Project – Final Environmental Impact Statement (TriMet/Metro)
 - Overall design work and general public and property specific engagement
 - Steering Committee decision points
 - Community Advisory Committee
 - Conceptual Design Report
 - Station Optimization Study
 - Park and Ride locations and sizes
- Marquam Hill Connector (TriMet/Metro)
- Ross Island Bridgehead Project (PBOT)
- Transportation Safety (ARTS) (ODOT)
- Southwest Equitable Development Strategy (Metro)

Public involvement

A more complete engagement plan will be developed in the early project stages, but the general approach is described below.

Using a power analysis of different groups and populations' historic and current influence on decision making, BPS will support under-served, infrequently heard communities of color, low-income households, and renters, to create community driven plans that lead to better outcomes for all people (those living here now and those moving in). Also, BPS will build capacity of mainstream groups and institutional partners (including BPS) to understand their role in equitable growth and inclusive neighborhood change. Events and advisory meetings will be designed to create dialogue between neighborhood association voices and emerging leaders representing communities of color and renters.

The City will build on the successful EHS public involvement strategies, which engaged hundreds of people from underrepresented communities. The involvement will be designed to help increase community capacity to meaningfully and effectively engage the project's major land use planning and housing development projects. Localized advisory groups for the West Portland Town Center and South Portland Station Areas may be appropriate. The City and its partners will connect with existing community networks and will co-host meetings with community-based organizations to get their constituents' feedback on project goals, findings and recommendations. For example, the Fair Housing Council of Oregon will provide fair housing trainings with a land use focus to neighborhood associations and other organizations active in the corridor.

The fourth element of the work program supports community based organizations to advise project decisions, build organizational relationships, and develop deeper ties with community members. A portion of the project budget is reserved for grants for leadership development and assistance with direct engagement of low-income residents and communities of color through methods such as leadership development cohort(s), hosting community meetings or "living room" discussions, and surveys or focus groups. For example, during Southwest Corridor Equitable Housing Strategy the City awarded a \$60,000 grant to the Community Alliance of Tenants and small \$2,500 stipends to CPAH, Muslim Educational Trust, OPAL, and Unite Oregon to directly engage lower income tenants in the corridor.

Building off of the highly engaged activity of the SW Corridor Equity and Housing Advisory Group BPS will solicit interest from those organizations wishing to participate in this implementation phase through the Community Grants Program and/or the area advisory groups. Similar to the grant award process for the EHS, the grants program will be limited to organizations whose mission is to work with or serve low-income residents and communities of color working on equitable development issues. At least one CBO representative will sit on the area advisory groups. The CBOs will have advisory responsibility on area plans and programming goals for the opportunity sites.

A variety of perspectives will be recruited for participation in area planning advisory groups, including from renters, homeowners, business owners, historic preservationists (South Portland), neighborhood associations, human service providers, developers, and funders to name a few. They will advise on area planning goals and recommendations. Participants will be asked to share the perspective of the group they represent as well as their own thoughts. Their role will also include bringing project questions and information back to the groups they represent.

Both structures described above will have regular interactions with jurisdiction staff on the Equitable TOD Workgroup throughout the project. The frequency and scope of these interactions still needs to be determined. The Equitable TOD Workgroup agencies collectively possess the majority of the resources and authority to bring those opportunity site concepts to reality.

The community-based organizations and area planning advisory groups will both provide advice on area planning goals and recommendations, through different means, with different perspectives, and at different

levels of detail. Both groups’ input are valuable and will be heavily weighed as staff package the project deliverables and authorizing bodies (Council and PSC) deliberate approving area plans and site concept development studies.

Project roles and responsibilities

This project will rely on a variety of professionals with different sets of expertise. They include: economists, real estate market experts, development and financing consultants, community-based organization professionals, transportation planners, urban planners, and urban designers and architects.

Jurisdiction or partner	Project role
Portland Bureau of Planning and Sustainability	<ul style="list-style-type: none"> • Project direction and management • Community, urban design, and land use planning • Technical research and code analysis • Community engagement • Opportunity sites lead
Portland Housing Bureau	<ul style="list-style-type: none"> • Opportunity site analysis participant • Policy analysis of land use plans
Prosper Portland	<ul style="list-style-type: none"> • Tax increment financing district due diligence and analysis • Business needs and commercial district analysis
Portland Bureau of Transportation	<ul style="list-style-type: none"> • Station area and opportunity site planning participant • Analysis of station area mobility infrastructure needs
Community partners- Community Partners for Affordable Housing, Neighborhood House, Fair Housing Council of Oregon, Community Alliance of Tenants, UniteOregon, OPAL, HomeForward, Momentum Alliance, and others	<ul style="list-style-type: none"> • Advisors to station area planning and affordable housing site planning • Engagement of low-income households and communities of color • Equity consultative services to project • Fair housing education for the broader community
TriMet	<ul style="list-style-type: none"> • Opportunity site analysis participant • Equitable TOD Workgroup lead and coordination
Metro	<ul style="list-style-type: none"> • Equitable TOD Workgroup participant • Opportunity site analysis participant
Consultants	<ul style="list-style-type: none"> • Facilitation and public event planning • Area development and infrastructure analysis • Opportunity site concept development analysis • Health equity assessment of existing conditions • Urban design and land use planning • Historic design guidelines

Decision making bodies for implementation

The Portland City Council adopted the Southwest Corridor Equitable Housing Strategy and sees it as a necessary precursor to a light rail project. They are poised to take early action to implement the key recommendations. They have the authority to adopt community action plans and new land use regulations at station areas, approve the use of City housing funds for key opportunity site development, and package resources for the ongoing support of a community-centered structure to steward the EHS.

The Portland Planning and Sustainability Commission is a vocal champion of the EHS and is taking an active role in the implementation phase with a particular emphasis on anti-displacement strategies as a pre-requisite to light rail, removing barriers to development at station areas to create public benefit, prioritizing publicly controlled land for affordable housing, and priming opportunity sites for early development. They can approve station area plans and associated regulatory changes.

The opportunity sites include several already in public ownership (Ross Island Bridgehead parcels, Barbur Transit Center, and the PCC parking lot). PCC has expressed an interest in exploring development options for affordable housing on their parking lot. ODOT has been less engaged in redevelopment discussions on their two properties. However, this project will enable the City to begin developing a proposal for an agreement with ODOT about the future redevelopment of their properties.

The MOU will coordinate jurisdictions' acquisition activities as opportunities arise. PHB is in the position to provide gap financing should any of these sites become viable development opportunities (i.e. a feasible development plan exists and a development sponsor with capacity is interested). Metro may also play a funding role through their Metro TOD Program as could the regional housing bond approved by voters in November 2018.