EXHIBIT D
WPTC Plan Volume 3 - Appendices

Existing Conditions Analysis:
Health Equity Assessment

Draft Report

Bureau of Planning and Sustainability
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City of Portland, Oregon

MITHŪN

CASCADIA PARTNERS

Acknowledgements

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BPS staff who worked on this report include:

- Ryan Curren, Project Manager
- Erik Engstrom, Principal Planner
- Joan Frederiksen
- Nick Kobel

Members of the Cascadia Partners team who worked on producing this report include:

Cascadia Partners:

- Garlynn Woodsong, Project Manager
- Alex Steinberger
- Sachi Arakawa
- Irene Kim

Mithun:

- Erin Christensen Ishizaki
- Becca Book

Peer reviewers at other agencies include:

Multnomah County Health Department:

- Brendon Haggerty

Environmental Protection Agency:

- Geoffrey Glass
- Kelly McFadden
- Justin Spenillo
- Jan Cortelyou-Lee

Table of Contents

West Portland Town Center Health Equity Assessment and Framework

Overview

An established body of evidence suggests that where you live is more important than your genes, gender or lifestyle in determining health outcomes and ultimately longevity[1]. For example, lack of access to fresh fruits and vegetables can compromise the nutrition of whole communities, and exposure to air pollution can cause chronic health problems and cancer which affect vast swathes of our cities. The good news is that interventions in the social and built environment can also provide the infrastructure that residents need to lead a long and healthy life.[2]

Research also concludes that racism reduces the quality[3] and longevity[4] of life of people of color. Barriers to determinants of health are disproportionately experienced by people of color and are exacerbated by reduced access to political power.

Providing access to these resources for low-income households and communities of color is key to improving health and addressing systematic, centuries old inequities. Research indicates that, while the current urban environment predominantly benefits socioeconomically advantaged groups and further exacerbates health inequities for disadvantaged groups,[5] pedestrian-oriented planning strategies can reduce disparities in use of active transportation options.[6] Understanding the ties between the urban environment and the health of its residents can help to level the playing field for minority groups that have been historically denied access to public resources and investment, and could lead to healthier outcomes for all people.

A cohesive health equity approach in West Portland Town Center can strengthen the integration of design elements, policy, and investment that can influence health outcomes – like active transportation, affordable housing, and access to economic opportunities. The approach to this Health Equity analysis was modeled around the CDC's Health Impact Assessment and Roadmap to Health Action methods, which draw data from both scientific evidence and community lived experience, both of which can describe determinates of health and wellness. The 2018 SW Corridor Equity and Housing Needs Assessment and 2019 West Portland Town Center Demographics Report have already established that the study area is experiencing racial inequities in rates of home ownership, rent burden, housing safety, and education. This task added a disaggregated analysis of specific health outcomes, such as cancer risk and access to active transportation infrastructure, as well as geospatial analysis, to identify inequities for specific populations.

We began our analysis by considering a range of health determinants which can indicate progress towards the overarching project goals: Fostering strong people and communities, and building great places with access for all. The project team analyzed indicators of health determinants in the social and built environment areas that the City of Portland and partner agencies can influence. The analysis focuses on how to operationalize public health research and data to drive decisions using a health equity implementation framework for the West Portland Town Center Plan.

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1 Oregon Health Authority. *Life Expectancy in Oregon by Census Tract*. 2018. www.oregon.gov/oha/ph/birthdeathcertificates/vitalstatistics/pages/lifeexpectancy.aspx
2 Bay Area Regional Health Inequities Initiative (BARHII). *Health Inequities in the Bay Area*. 2015. barhii.org/resources/health-inequities-in-the-bay-area
3 Multnomah County Health Department. *Maternal, Child, and Family Health Data Book*. 2014. multco.us/file/34038/download
4 Multnomah County Health Department. *Report Card on Racial and Ethnic Disparities*. 2014. multco.us/file/37530/download
5 Global Research Network on Urban Health Equity (GRNUHE). *Improving urban health equity through action on the social and environmental determinants of health.* 2010. sustainablecities.org.nz/wp-content/uploads/GRNUHEFinalReportJuly20101.pdf
6 Chriqui J, Leider J, Thrun E, Nicholson L, Slater S; Preventive Medicine. *Pedestrian-oriented zoning is associated with reduced income and poverty disparities in adult active travel to work, United States*. 2016. activelivingresearch.org/sites/activelivingresearch.org/files/PrevMed2017_Chriqui.pdf

Key Findings

The West Portland Town Center Plan has a significant opportunity to positively influence health equity in conjunction with the planned light rail and station area planning through pursuing the overarching project goals of fostering strong people and communities and building great places with access to all. The Health Equity Assessment analyzed 39 key health equity indicators which the project team determined had the greatest ability to affect change in health outcomes across the social determinants of health; health services access, education, social cohesion and capital, healthy secure housing, economic opportunity and security, food access, environmental health, transportation connectivity, and physical activity. These existing conditions can inform the planning process, but are not currently designed to assess impacts over time as a direct result of the West Portland Town Center Plan.

Priority Health Equity Issues

The following issues should be prioritized based on the screening of health equity indicators and review of community engagement and responses. Additional detail is available in the following pages on each topic.

- Traffic Safety
- Infrastructure as a Divider
- Air Pollution & Noise
- Displacement Risk
- Poverty and Living Wages

Barbur Blvd and I-5 as a Divider in the Community

Residents in West Portland Park, the neighborhood south of Barbur Blvd and Interstate 5, have notably lower socio-economic and health outcomes than neighborhoods north of Interstate 5. Life expectancy is five years less than other parts of the town center. This social divide appears to be growing.

Priority Health Equity Populations

The whole Southwest Corridor is predicted to grow by an estimated 3,000 new households in the next ten years. Communities of color are expected to continue to grow around the already established East African community with roots in West Portland Town Center[1]. This will create a more racially diverse neighborhood, supported by existing community anchors such as the Masjid As-Saber, high performing public schools, and the prevalence of older, unregulated affordable housing. However, if current racial disparities in income and housing cost burden continue as the population grows, these households will have increased risk of negative health outcomes. Immigrants and those with limited English proficiency are more vulnerable to risk factors for displacement and lack access to opportunity. The immigrant population and those with limited English proficiency should be prioritized for health equity opportunities, and particular attention should be given to the unique needs of these groups to create culturally relevant programs and outreach.

This analysis found inequities in health outcomes across racial categories that are similar to the inequities found city-wide, particularly in the West Portland Park neighborhood. This neighborhood is more racially and ethnically diverse than other census tracts that lie within the West Portland Town Center station area, and Portland as a whole. In particular, this area has more low income residents, more cost-burdened homeowners and renters, and more residents without a high school or college education.

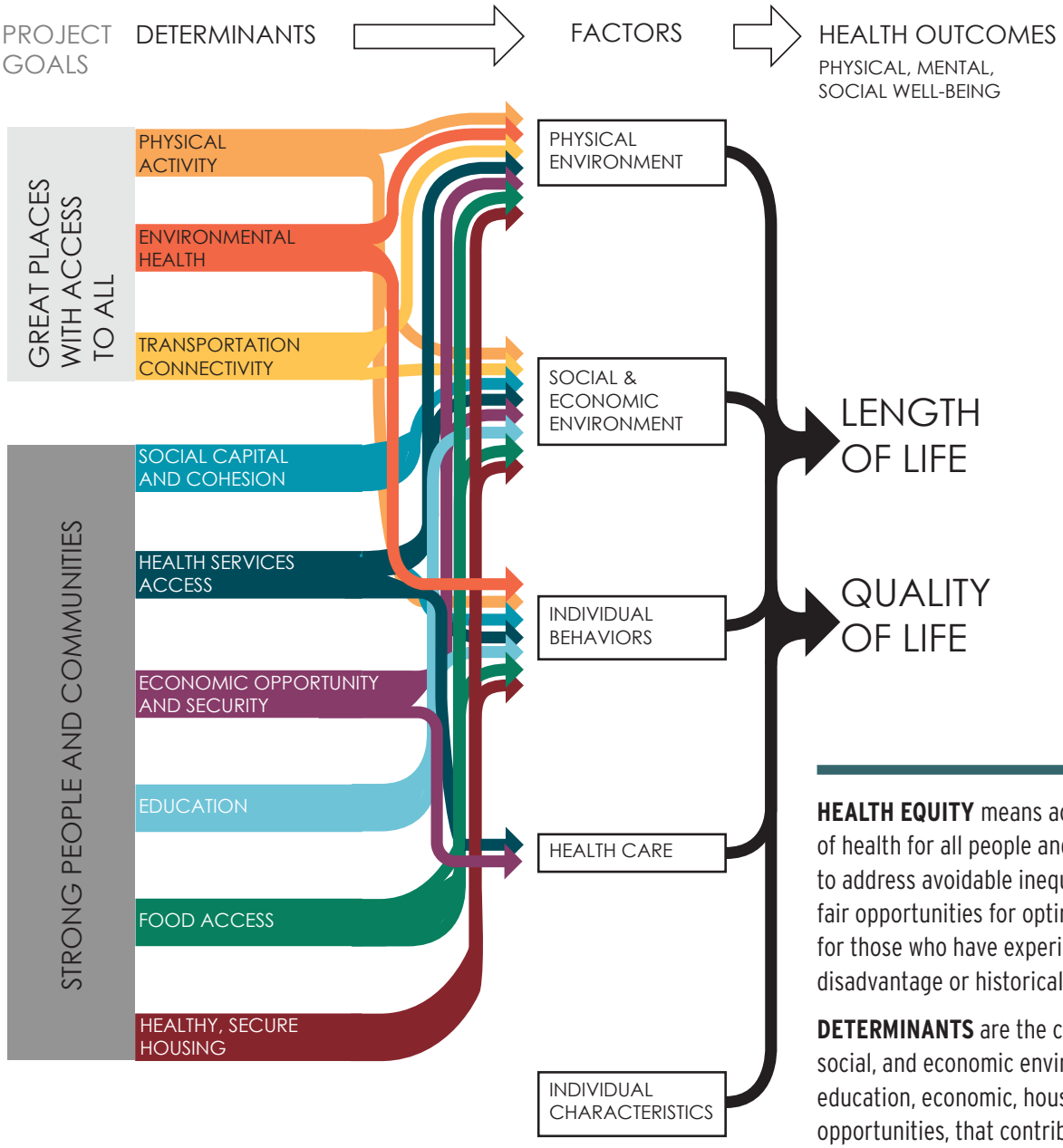
Research also found a 16% decrease in income within the study area between 2013-2017. Income is one of the strongest and most consistent predictors of health, life expectancy, and disease in research literature. When paired with information that this is an area with a relatively high increase in minority population and a cultural hub for the Muslim community, with rising rents and increasing speculation in the existing unregulated affordable housing stock, the decrease in median income could be a risk factor for future displacement, increasing rent burden, and associated negative health impacts.

1 City of Portland Bureau of Planning and Sustainability. *SW Corridor Equitable Housing Strategy*. 2018. beta.portland.gov/sites/default/files/2019-09/final-sw-corridor-equitable-housing-strategy.pdf

Health Equity Assessment Framework

This Framework draws on scientific research and urban design standards to consider how to meet comprehensive health needs with the ultimate goals of building great places with access to all, and creating strong people and communities. The Framework focuses on health determinants related to policies and programs that can be implemented by the City. The determinants address five factors of a healthy community.

The Framework is intended to promote cross-sector partnerships, to use a participatory approach that values resident and stakeholder experience, and to provide the best available evidence to decision-makers. The resulting findings should be used to inform the policy and investment actions in the West Portland Town Center Plan and improve the health outcomes of current and future residents.



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

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

Health Equity Assessment

This research used two geographic areas of analysis. Location specific data was captured in a West Portland Town Center study area drawn by City staff and a community advisory group. Census tract level data was captured in the five tracts used to analyze the Barbur transit station area during the SW Corridor Equity and Housing Needs Analysis (Table 1, Page 6). These census tracts comprise portions or all of seven neighborhoods:

- South Burlingame
- Multnomah
- Marshall Park
- Markham
- West Portland Park
- Crestwood
- Ashcreek

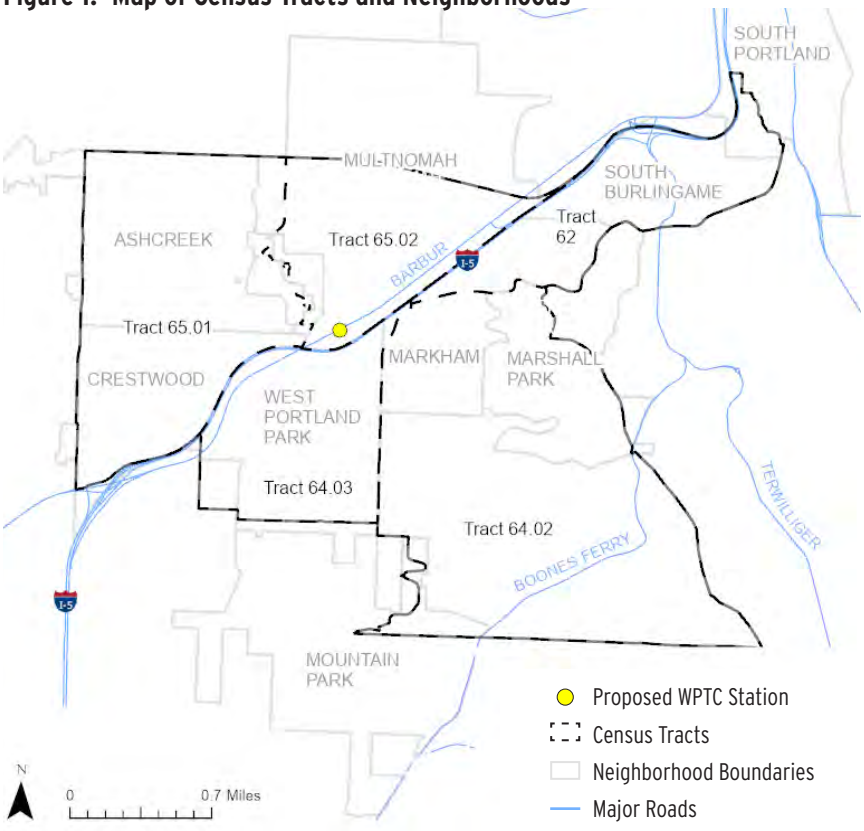
Distinctions within the West Portland Town Center Study Area

A key takeaway from the assessment is the difference in health outcomes between the north and south sides of Barbur Blvd / I-5.

While the West Portland Town Center station area as a whole has a relatively affluent, white, educated, and home-owning population, Census tract 64.03, occupying the majority of the West Portland Park neighborhood, located south of the I-5 freeway, differs significantly from this trend. This neighborhood has a higher concentration of vulnerable populations than the surrounding census tracts in the study area (see Table 2). This census tract is referred to in this report as the West Portland Park neighborhood, as the boundary of the census tract and the neighborhood are roughly the same. This neighborhood is called out in the table on page 7 to highlight its divergence from study area trends.

The West Portland Park neighborhood is more racially and ethnically diverse than the other census tracts in the study area, and is more diverse than Portland as a whole. Twenty eight percent of residents identify as non-White in West Portland Park, compared to only 16% in the study area and 26% in Portland as a whole. West Portland Park also has more low income residents, more renters, and more residents without a high school or college education. This neighborhood has a higher potential cancer risk due to air pollutants. All of these factors may lead to poor outcomes for health and wellness, such as lower life expectancy of 81 years in West Portland Park in comparison to an average of 83 for the West Portland Town Center as a whole. Understanding the discrete challenges this neighborhood faces compared to surrounding areas can help better serve the health equity needs of this community.

Figure 1. Map of Census Tracts and Neighborhoods



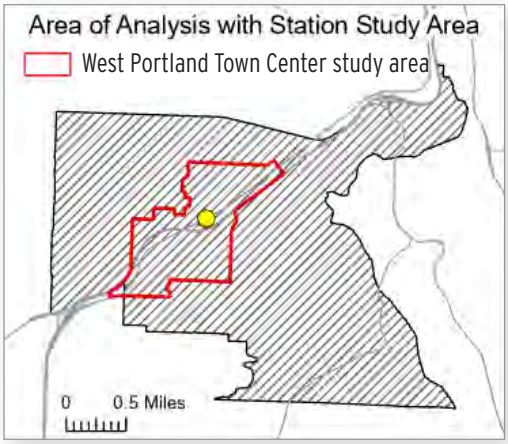


Table 1. Health Equity Data: West Portland Town Center vs Citywide

DETERMINANTS	INDICATOR	W. PORTLAND TOWN CENTER STUDY AREA	CITYWIDE	SOURCE
PHYSICAL ACTIVITY	% of pop with proximity to a park or open space	93%	87%	Metro RLIS[1]
ENVIRONMENTAL HEALTH	Percentile NATA Cancer Risk	89th	86th	EPA EJScreen
	# of pedestrians hit by cars (2017-2019)	20	1299	Police Bureau
	# of bicycle riders hit by cars (2017-2019)	23	1738	Police Bureau
TRANSPORTATION CONNECTIVITY	% of commuters who drive alone in a personal vehicle to work	77%	67%	2013-2017 ACS
	% of commuters spending >40 min in transit	11%	18%	2013-2017 ACS
	Transit Completeness, population within 1/4 mile of Frequent Service transit stops	84%	64%	Metro RLIS[1]
	Sidewalk Completeness - percent of streets with sidewalk coverage on at least one side	13%	61%	Metro RLIS[1]
SOCIAL COHESION	Voter participation rate, 2014-2019	76%	63%	Oregon Secretary of State, ACS 2013-17[2]
	% Population POC per census tract	16%	26%	ACS 2013-17[2]
	Community centers within 10 minute walk of WPTC	0	N/A	Portland Metro RLIS[1]
	Community centers within 10 minute drive of WPTC	7	N/A	Portland Metro RLIS[1]
HEALTH SERVICES ACCESS	% Residents without medical insurance	4%	9%	ACS 2013-17[2]
	Hospitals with 10 minute walk of WPTC	0	N/A	Portland Metro RLIS[1]
	Hospitals with 15 minute drive of WPTC	3	N/A	Portland Metro RLIS[1]
ECONOMIC OPPORTUNITY	% Households below 80% MFI	26%	41%	HUD CHAS[2]
	% Households in poverty	9%	16%	2013-2017 ACS
EDUCATION	% Adults 25+ with less than HS education	1%	4%	2013-2017 ACS
	% Adults 25+ without a Bachelors degree	38%	50%	2013-2017 ACS
FOOD ACCESS	Grocery stores that accept SNAP/WIC within 10 min drive of WPTC	6	N/A	Google Maps, USDA[1]
	Grocery stores that accept SNAP/WIC within 10 min walk of WPTC	1	N/A	Google Maps, USDA[1]
	Retail food environment index (unhealthy food establishment ratio to healthy food establishments)	7	5	Portland BPS
HEALTHY, SECURE HOUSING	% Renters by Race: White	30%	44%	2013-2017 ACS
	% Renters by Race: Black	84%	70%	2013-2017 ACS
	% Cost Burdened Renters	41%	52%	2013-2017 ACS
	% Cost Burdened Owners	24%	30%	2013-2017 ACS

1 Data source was used by Cascadia Partners to perform an analysis on this indicator.
2 Data source was used by the Portland Bureau of Planning and Sustainability to perform an analysis on this indicator.

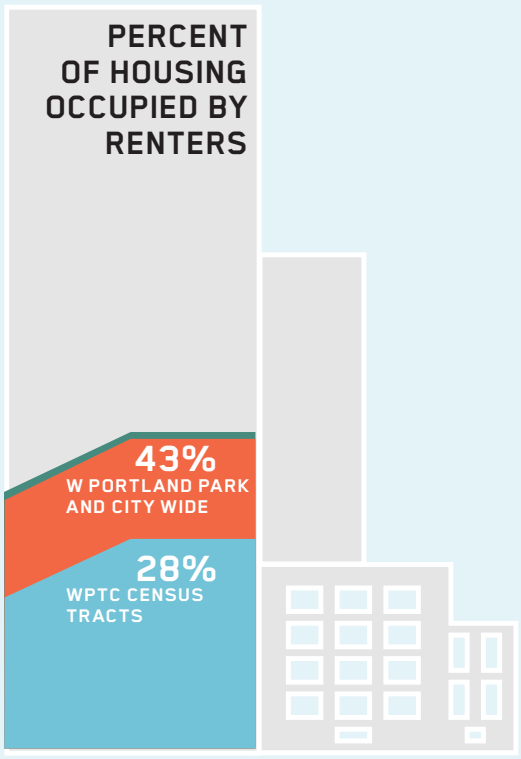
Table 2. Health Equity Data: West Portland Town Center vs West Portland Park Census Tract

DETERMINANTS	INDICATOR	W. PORTLAND TOWN CENTER STUDY AREA	WEST PORTLAND PARK NEIGHBORHOOD	SOURCE
ENVIRONMENTAL HEALTH	Percentile NATA Cancer Risk	89th	92nd	EPA EJScreen[1]
	Life Expectancy	83	81	US CDC
SOCIAL COHESION	% Population POC per census tract	16%	28%	ACS 2013-17[22]
	Voter participation rate, 2014-19	76%	65%	Oregon Secretary of State, ACS 2013-17[2]
HEALTH SERVICES ACCESS	% Residents without medical insurance	4%	9%	2013-2017 ACS[2]
ECONOMIC OPPORTUNITY	% Households below 80% MFI	26%	34%	HUD CHAS[2]
	% Households in poverty	9%	18%	2013-2017 ACS
EDUCATION	% Adults 25+ with less than HS education	1%	4%	2013-2017 ACS
	% Adults 25+ without a Bachelors degree	38%	52%	2013-2017 ACS
HEALTHY, SECURE HOUSING	% Renters by Race: White	30%	39%	2013-2017 ACS
	% Renters by Race: Black	84%	91%	2013-2017 ACS
	% Cost Burdened Renters	41%	57%	2013-2017 ACS
	% Cost Burdened Owners	24%	35%	2013-2017 ACS

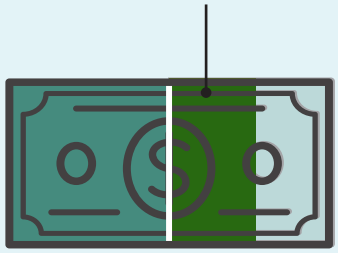
1 U.S. Environmental Protection Agency (EPA). *Environmental Data NATA Cancer Risk. EJSCREEN Environmental Justice Mapping and Screening Tool*. 2014. ejscreen.epa.gov/mapper/

2 Data source was used by the Portland Bureau of Planning and Sustainability to perform an analysis on this indicator.

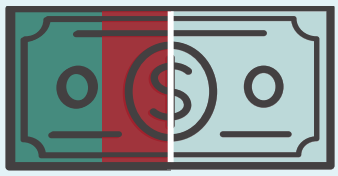
West Portland Park Census Tract



MEDIAN HOUSEHOLD INCOME
increased 11.5% citywide since 2012



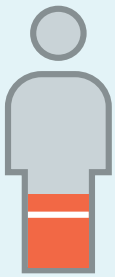
+47%
The median household income in the West Portland Town Center area increased 47% from 2012 to 2017



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

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

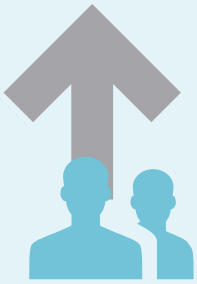
+3%
People of Color in the West Portland Town Center area increased by 3% from 12% in 2012 to 15% in 2017



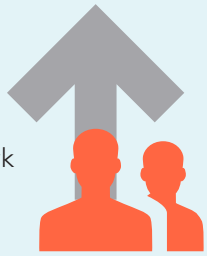
+5.5%
People of Color in West Portland Park increased 5.5% from 24.1% in 2012 to 29.6% in 2017

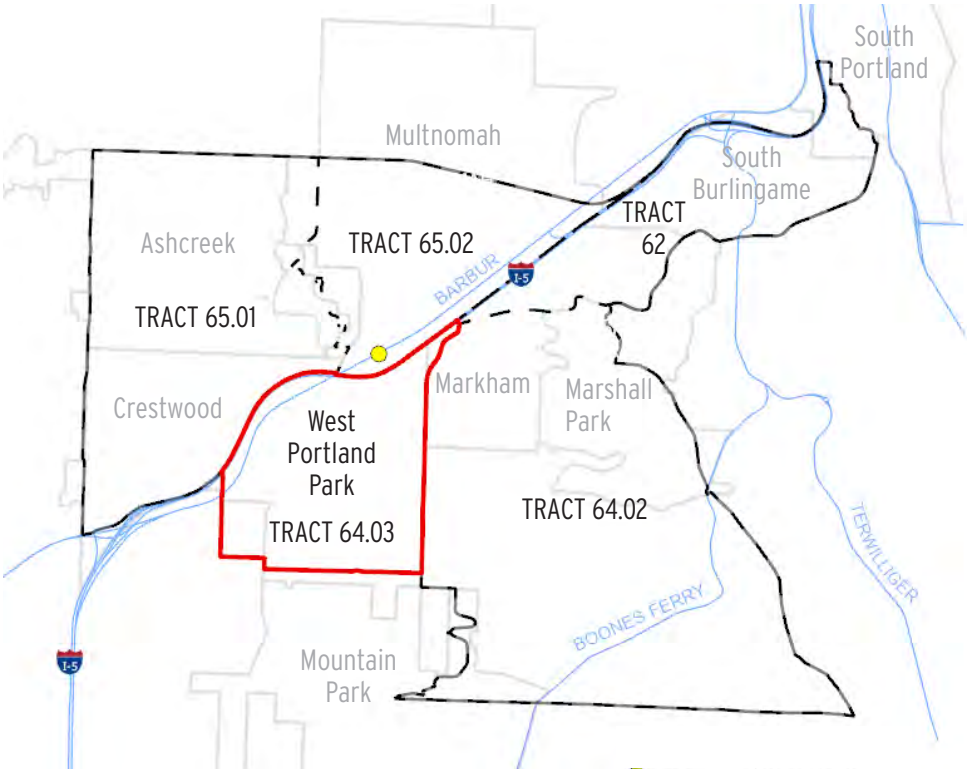
PERCENT LIVING IN POVERTY
decreased 0.8% citywide since 2012

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



+8.2%
Between 2012 and 2017 the percent of people living in poverty in the West Portland Park neighborhood increased from 9.7% to 17.9%





STATION AREA CENSUS TRACTS & WEST PORTLAND PARK

- Proposed WPTC Station
- Station Area Census Tracts
- Neighborhood Boundaries
- West Portland Park
- Major Roads

UNINSURED POPULATION

accounted for 8.7% of Portland residents in 2017

3.7%

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

4.7%

of West Portland Park residents lacked health insurance in 2017

LIFETIME CANCER RISK FROM INHALATION OF AIR TOXICS

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

89TH Percentile

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

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

92ND Percentile

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

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

Priority Health Equity Issues

The leading causes of death in Multnomah County are cancer, heart disease, unintentional injury (accidents), stroke, and chronic lower respiratory disease. These are mostly conditions linked to lifestyle and neighborhood, based on determinants including physical activity, nutrition, air pollution, and injury risk.

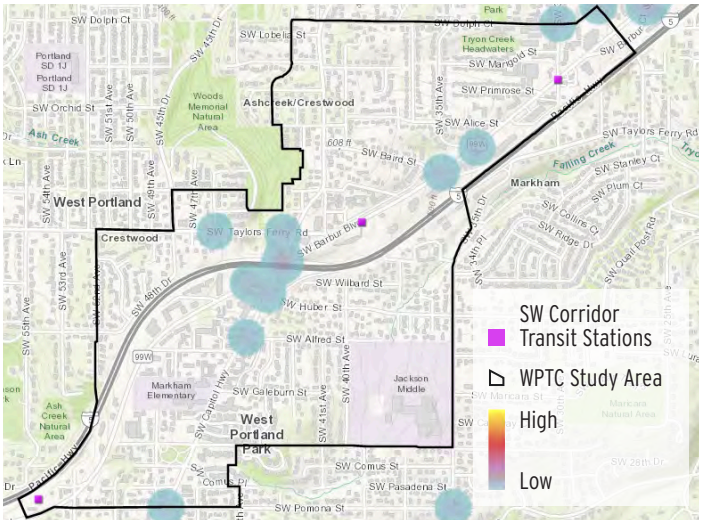
Traffic Safety

PEDESTRIAN ENVIRONMENT AND CRASHES

Pedestrian safety was a primary concern brought up in meetings in the West Portland Town Center community engagement process, particularly during a walking tour.

- The intersection of Barbur Blvd and SW Capitol Highway is a problem spot (see Figure 2). Since 2007 there has been one pedestrian fatality and 6 pedestrian injuries within a block of this intersection.[1]
- Direct pedestrian connections between transit options are a barrier to both pedestrian and transit travel. Riders must walk 1/4 mile from the 44 or the 43 bus to get to the stop for the 12.
- Bus stops currently tend to be very poor quality, often with only a three foot area to stand in next to constant traffic, a situation that is dangerous, unhealthy, uncomfortable, and demeaning for pedestrians waiting to board the bus.
- A general lack of pedestrian infrastructure in the vicinity of the West Portland Town Center disproportionately affects low income communities who are more likely to depend on walking for transportation and exercise.

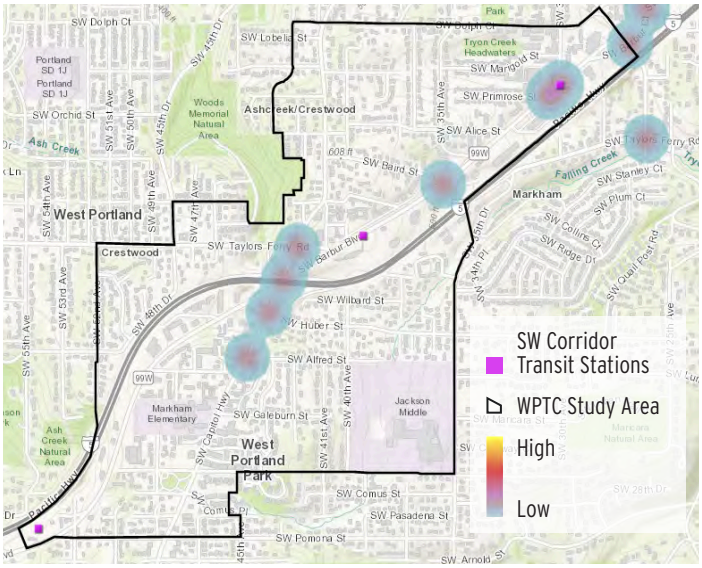
Figure 2. Pedestrian-related crashes since 2007 in West Portland Town Center



1 City of Portland Bureau of Transportation. *Pedestrian Injuries since 2007*. 2019. Analysis by Cascadia Partners.

- Substandard I-5 freeway ramps and interfaces with surface streets have a direct impact on vehicle-on-pedestrian/bike crashes in West Portland.

Figure 3. Bike-related crashes since 2007 in West Portland Town Center



Barbur Blvd is a hotspot for bicycle crashes. Within the study area, there were 23 bicycle injuries on Barbur Blvd since 2007. [7]

BICYCLE FACILITIES AND CRASHES

Unsafe bicycle infrastructure disproportionately affects low income communities who are more likely to depend on biking for transportation and exercise.[2]

- Barbur Blvd is a primary bike connection between the Southwest and Downtown, and one of the few streets in this quadrant that have any bike infrastructure[3]. However, the design of the facilities along Barbur does not meet city of Portland standards,[4] which contributes to an unsafe environment.
- Safe bike infrastructure can lead to an increase in regular physical activity, which in the long term can lead to a decrease in childhood obesity, hypertension and diabetes.[5] Studies show that more people bike, and obesity is lower, in areas with better bicycle infrastructure.[6]

2 People for Bikes, The Alliance for Walking and Biking. *Building Equity: Race, Ethnicity, Class, and Protected Bike Lanes. An Idea Book for Fairer Cities*. 2015. peopleforbikes.org/wp-content/uploads/2017/07/EquityReport2015.pdf

3 City of Portland Bureau of Transportation. *Portland By Bicycle*. 2019. pdx.maps.arcgis.com/apps/webappviewer/index.html?id=b51534aa6e1f4dd4ad4d83c4a084d9a6

4 City of Portland Bureau of Transportation. *Bikeway Facility Design: Survey of Best Practices*. 2010. www.portlandoregon.gov/transportation/article/334689

5 City of New York. *Active Design Guidelines: Promoting Physical Activity and Health in Design*. 2010. centerforactivedesign.org/dl/guidelines.pdf

6 Pucher J, Buehler, R. Transport Reviews. *Making Cycling Irresistible: Lessons from the Netherlands, Denmark, and Germany*. 2008;28(4): p. 495–528.

7 City of Portland Bureau of Transportation. *Bicycle Injuries since 2007*. 2019. Analysis by Cascadia Partners.

PEDESTRIAN INFRASTRUCTURE

Pedestrian safety in areas dominated by infrastructure for automobiles depends on safe pedestrian facilities. Yet, sidewalk completeness is lacking in outer Southwest Portland in general, and in the vicinity of West Portland Town Center in particular.

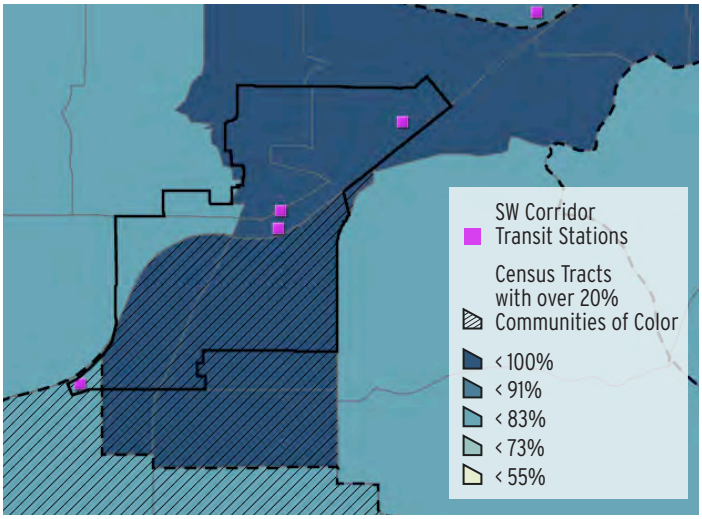
- Improving pedestrian safety and enhancing active transportation infrastructure can lead to an increase in regular physical activity, which in the long term can lead to a decrease in childhood obesity, hypertension and diabetes.[1]
- Racial disparities have been identified for diabetes, hypertension, strokes, and heart disease between black and white populations living in Multnomah County.[2] Adding a complete sidewalk network in West Portland Park, where more black residents live than in other West Portland Town Center tracts, can begin to address these disparities.
- Improving pedestrian safety and experience can reduce Vehicle Miles Traveled, which can improve air quality in the vicinity of West Portland Town Center, and has wide reaching sustainability implications.

Figure 4. Sidewalk completeness in West Portland Town Center

The sidewalk network in the WPTC area is not sufficiently complete to meet City standards for Town Centers and support safe pedestrian and transit travel.

- While there is a tradeoff between air pollution and active transportation, the research is clear that the benefits of physical activity greatly outweigh the risks from pollution exposure.[3]

Figure 5. Percentile of cancer risk due to air toxics (2014)



The West Portland Town Center area has a higher cancer risk at the 89th percentile, due to inhalation of air toxics largely from adjacent freeway and road traffic, compared to the 86th percentile citywide in Portland.

Air Pollution: Diesel Particulate Matter

Air pollution increases a person's risk of developing lung cancer, asthma, and cardiovascular disease. It can cause babies to be born too soon and too small. It can increases the risk of diabetes and neurological disorders in children. Globally, pollution is estimated to be responsible for a quarter of all deaths from lung cancer, stroke, and heart disease.

- This is reflected in the increased exposure to air pollution and cancer risk for residents along the I-5 corridor. Households in West Portland are in the 89th percentile nationwide of cancer risk due to the inhalation of air toxics.[4] If a census tract falls in the 89th percentile for cancer risk, that means that the cancer risk modeled in the National Air Toxics Assessment for 89 percent of other census tracts nationally are less than or equal to it.[5]
- Analysis of the National Air Toxics Assessment 2014 diesel particulate matter levels reveals that the area falls within the 94th percentile for diesel particulate matter nationally, with rates of 2.18-2.13 ug/m3.[6]

1 City of New York. *Active Design Guidelines: Promoting Physical Activity and Health in Design*. 2010. centerforactivedesign.org/dl/guidelines.pdf
2 Multnomah County Health Department. *Report Card on Racial and Ethnic Disparities*. 2014. multco.us/file/37530/download
3 Cepeda M, Schoufour J, Freak-Poli R, Koolhaas C, Dhana K, Bramer W, Franco O. The Lancet Public Health. *Levels of ambient air pollution according to mode of transport: a systematic review*. January 2017, Volume 2, Issue 1, pp e23-e34.
4 U.S. Environmental Protection Agency (EPA). *Environmental Data NATA Cancer Risk. EJSCREEN Environmental Justice Mapping and Screening Tool*. 2014. ejscreen.epa.gov/mapper/
5 EPA. *National Air Toxics Assessment: Glossary of Terms*. 2019. www.epa.gov/national-air-toxics-assessment/nata-glossary-terms#cancer-risk
6 EPA. *Environmental Data NATA Diesel PM. EJSCREEN Environmental Justice Mapping and Screening Tool*. 2014. ejscreen.epa.gov/mapper/

- The Portland Air Toxics Study (PATS) has more detail about pollutants, sources and impact area.[1] It also notes that higher concentrations of air toxics are found in densely populated neighborhoods, near busy roadways, and in areas with higher levels of business activity such as the West Portland Town Center.
- Mobile sources including trucks, cars, trains, and construction equipment are the main driver of air pollution in the Portland metro region. This is consistent with patterns noted in the EPA's Diesel Particulate Matter Data, which documents elevated amounts of these pollutants along interstates and freeways, with the highest concentrations in central Portland. Particle pollution from traffic comes from tire and brake wear in addition to tailpipe emissions.
- Other sources of pollutants hazardous to human health in the WPTC, aside from motor vehicles, include car repair shops and gas stations, from petroleum products, solvents, and paints that produce exhaust emissions, vapors, and spills.[2]
- Unlike neighborhing states, the state of Oregon does not regulate diesel PM 2.5. Rising ozone levels have jeopardized the state's compliance with the federal Clean Air Act.[3]
- Most Oregonians face an increased risk of cancer because of air pollution, but residents in Multnomah County — and people of color specifically — face a risk higher than in any other place in the state, and at a rate well above the national average. The vast majority of pollution is generated by white residents but disproportionately inhaled by people of color.[4]
- Diesel particulate matter in the SW Corridor is on average 3-5 times above the Oregon health benchmark, with the highest concentrations over 10 times the Oregon Health benchmark.

Housing Displacement Risk

Renters, those lacking college degrees, and lower income households cannot easily cope with the rising cost of living, making them more vulnerable to involuntary displacement. Furthermore, communities of color have greater displacement risk due to racial disparities in all those factors created by a long history of structural racism including exclusionary, discriminatory, and predatory housing practices.

- The WPTC study area has fewer residents without a bachelors degree or above (38%) compared to the city-wide average (50%), but the West Portland Park neighborhood has lower levels of education (51%) compared to other neighborhoods in the study area (38%).
- The WPTC study area has more homeowners (72%) than the City of Portland average (57%), however the West Portland Park neighborhood has significantly more renters and less homeowners than other neighborhoods in the study area.
- Renters are more likely to be housing cost-burdened than homeowners. 44% of renters are cost-burdened (spending over 30% of monthly income on housing) in the West Portland Town Center study area, and 25% of homeowners are cost-burdened. 60% of cost-burdened renters in the study area are severely cost-burdened (spending over 50% of monthly income on housing).
- Renters of color are disproportionately cost-burdened by housing, compared to white renters in the study area. The vast majority of renters are white (75%) and 41% of white renters are cost-burdened. However, black renters make up only 9% of the West Portland Town Center area, and 81% of black renters are cost burdened. Additionally, almost 60% of asian renters and nearly a third of hispanic renters are cost-burdened in the study area. (Figure 5)
- Naturally occurring affordable housing is concentrated around Markham Elementary, along SW Capital Hwy. West Portland Town Center is still relatively affordable compared to the rest of the region. However, the older and undervalued stock of unregulated affordable multifamily housing is becoming attractive to investors, stoking fears of displacement.
- Community engagement with Muslim residents identified a desire to collectively purchase and cooperatively own apartment buildings. Also, the lack of sharia compliant loans are a barrier to Muslim renters who want to purchase a home.

1 Oregon Department of Environmental Quality. *Portland Air Toxics Solutions*. 2012. www.oregon.gov/deq/aq/air-toxics/Pages/PATS.aspx
2 EPA. *Reducing Air Pollution from: Auto Body Shops*. 2005. www.epa.gov/sites/production/files/2017-06/documents/autobody_comm_info.pdf
3 Oregon Department of Envirionmental Quality. *Air Quality Trends and Regulatory Outlook*. 2019. multnomah.granicus.com/MetaViewer.php?view_id=3&clip_id=1867&meta_id=134252
4 Multnomah County Health Department. *Report Card on Racial and Ethnic Disparities*. 2014. multco.us/file/37530/download

Poverty & Living Wages

Income is one of the strongest and most consistent predictors of health outcomes in research literature. Individuals with family incomes of $15,000 to $20,000 are three times more likely to die prematurely as those with family incomes greater than $70,000[1].

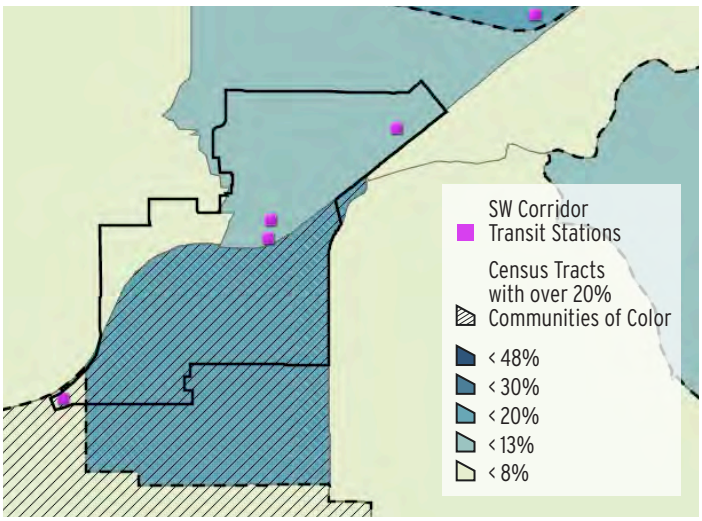
- Initial analysis of American Community Survey Data reveals that between 2012 and 2017, the median household income in West Portland Park fell 16%, from $70,192 to $59,118, while median incomes in all other neighboring census tracts in the Southwest Corridor increased, and most census tracts in the City increased (Figure 6).
- Between 2012-2017, the percent of residents experiencing poverty nearly doubled, increasing from 9.7% to 17.9%, and the minority population grew 23%, increasing from 24.1% to 29.6%. The neighborhoods north of I-5 experienced opposite trends in all these indicators[2]. The area north of I-5 is generally whiter and richer (Figure 7).
- To prevent future health inequities due to declining income, we rec ommend a strong focus on job training and economic opportunities. These programs need to be culturally competent and accessible to the growing population of immigrants and those with limited English proficiency.

Access to Opportunity

Many opportunities for quality education and jobs paying a living wage exist today in the corridor. Upcoming transit investments and the potential for additional affordable housing can increase access to these opportunities for disadvantaged households.

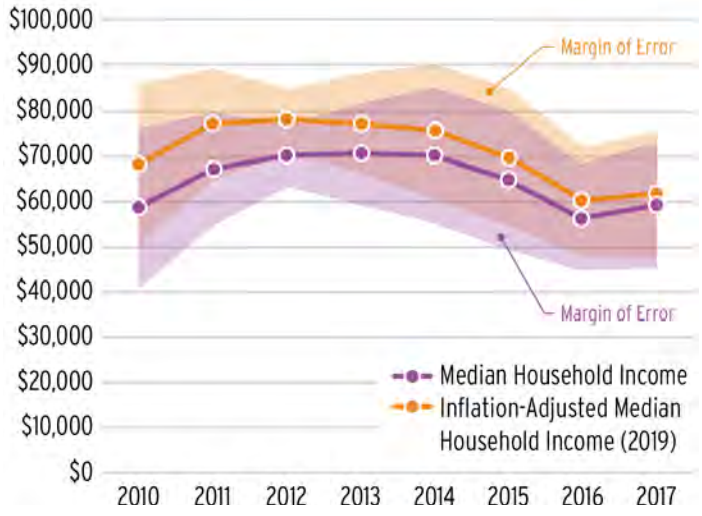
- Wilson High school, which serves the West Portland Town Center, had a 90% on time graduation rate in 2016, compared to a Portland Public Schools citywide average of 79%[3]. Historically disadvantaged students attending this school experience higher graduation rates.
- The jobs in the SW corridor have an average pay of $60,300, well above the citywide average annual pay of $55,035. There are many more jobs than households in the corridor. This combined with relatively short commute times (46% under 20 minutes) suggest that many SW Corridor residents also work in the corridor.

Figure 6. Percent living in poverty, and Communities of Color, in West Portland Town Center (ACS 2012-2017)



Households living south of I-5 in the West Portland Park census tract experience a higher rate of poverty than households north of I-5, and are more racially diverse.

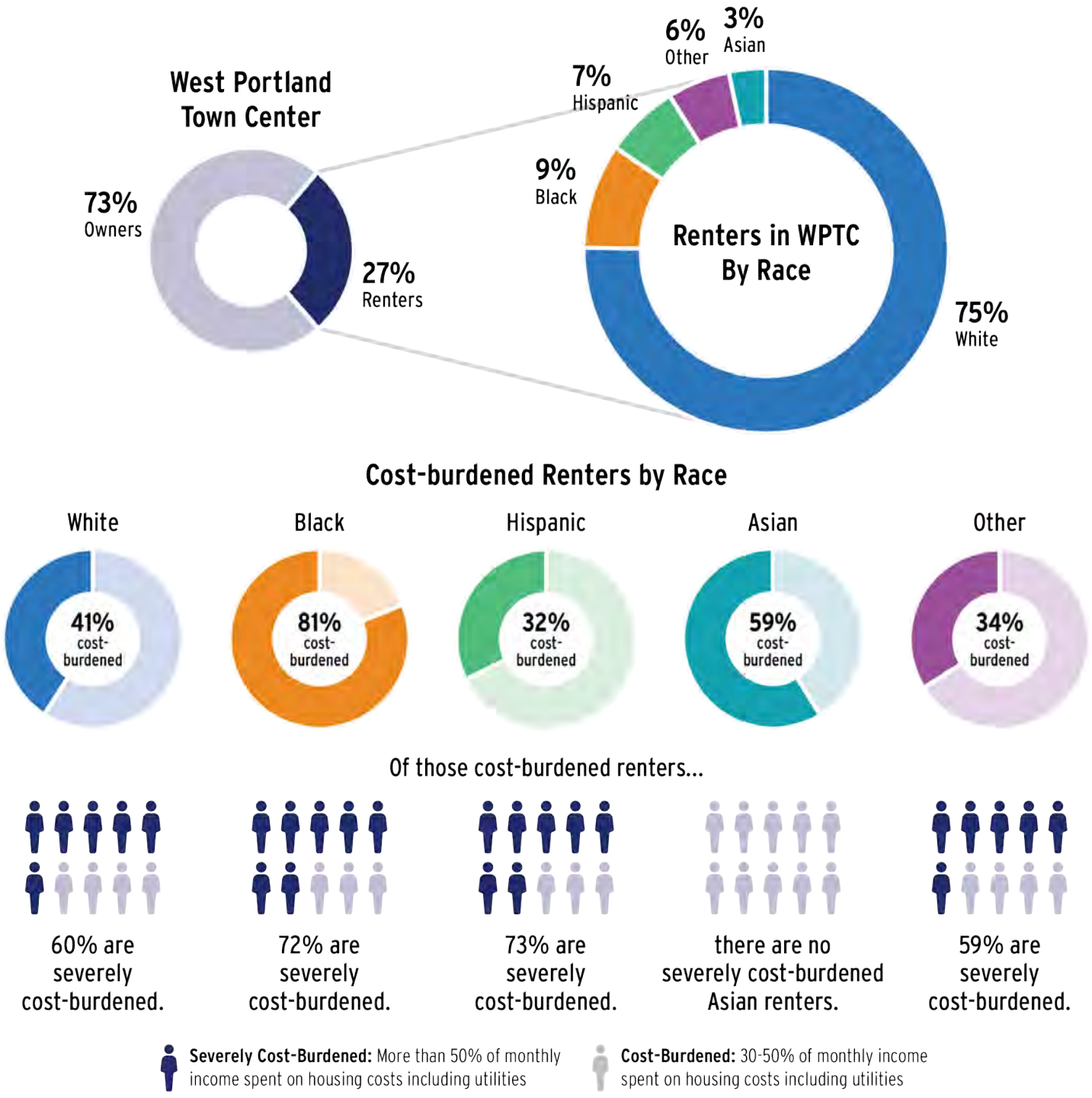
Figure 7. Median household income in West Portland Park Census Tract (2010-2017)



The median household income in the Census Tract south of I-5 fell by 16% since 2013, while median incomes in all other neighboring census tracts in the Southwest Corridor increased.

1 Sorlie PD, Backlund E, Keller JB. Am J Pub Health. *US mortality by economic, demographic, and social characteristics: the National Longitudinal Mortality Study*. 1995; 85(7):949-56.
2 US Census Bureau. *American Community Survey data*. 2008-12 and 2013-17. Analysis by Cascadia Partners.
3 City of Portland Bureau of Planning and Sustainability. *SW Corridor Equitable Housing Strategy*. 2018. beta.portland.gov/sites/default/files/2019-09/final-sw-corridor-equitable-housing-strategy.pdf

Figure 8. Cost-burdened renters by race in West Portland Town Center area census tracts (2017)



Food Access

Almost all residents in the station area are within walking or biking distance to World Foods. However, SW Portland has the worst retail food environment index of all quadrants, at 7, meaning there are 7x as many places to access unhealthy foods as healthy foods.[1]

- Communities of color are more likely to live in areas that lack access to plentiful healthy food options, increasing risk for negative health outcomes.
- The food available near homes and workplaces influences people's diets, and thus rates of obesity, diabetes, & heart disease. Living near full service grocery stores is associated with maintaining a healthy weight.

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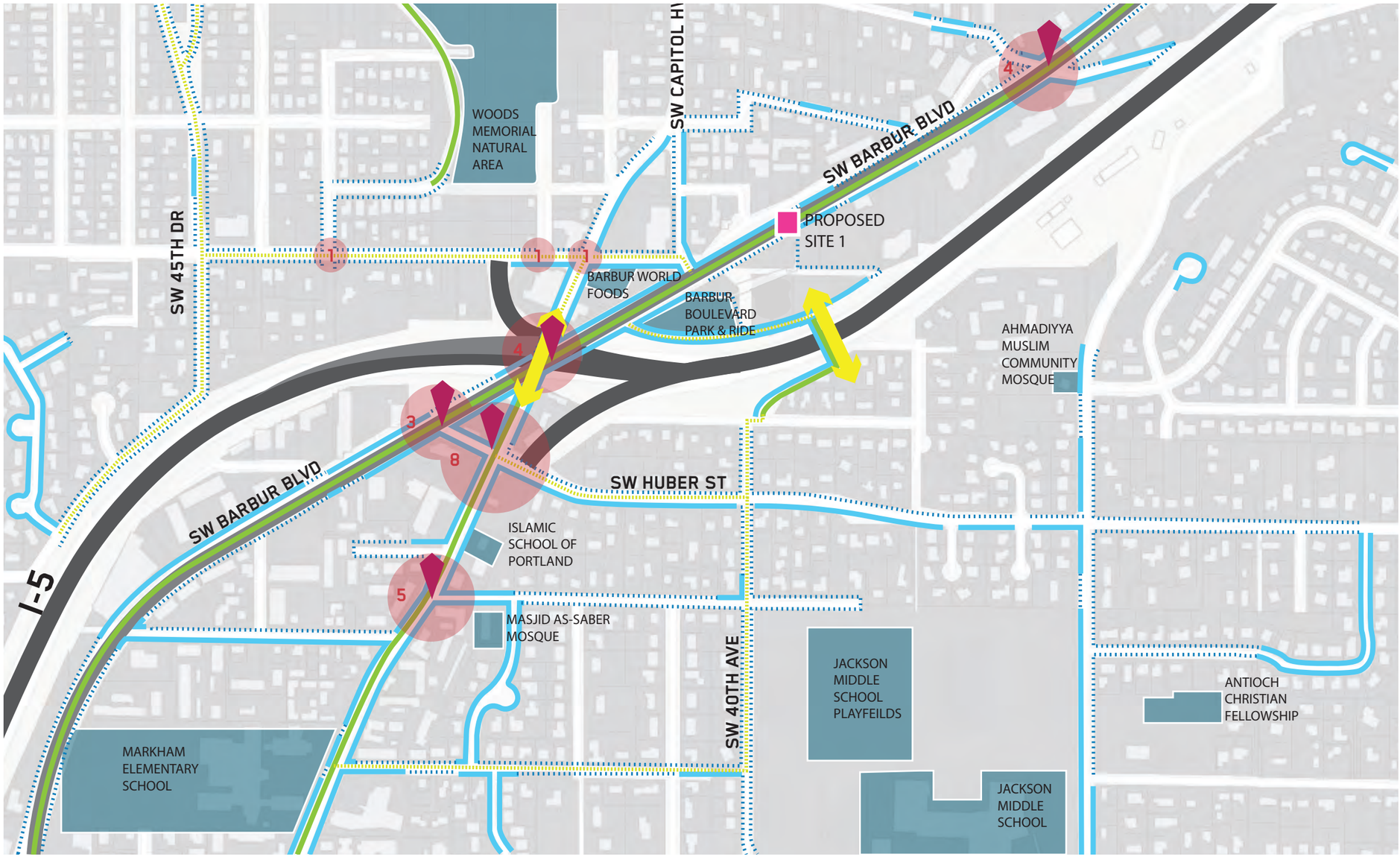
1 City of Portland Bureau of Planning and Sustainability. *Portland Plan Background Report: Food Systems*. 2010. www.portlandonline.com/portlandplan/index.cfm?a=346105&c=51427

Existing Conditions and Opportunities for Improvements

Traffic safety is a key concern of residents. A lack of sidewalks, long crossing times for pedestrians at intersections, sub-standard bike infrastructure, and high speed traffic entering and exiting the freeway has led to a high number of accidents involving pedestrians and cyclists. We suggest prioritizing pedestrian and bike improvement on routes to key locations within the community, including Markham Elementary School, Jackson Middle School, and Masjid As-Saber, and the proposed light rail station. This investment will both build a safer community through reducing traffic injuries and deaths, and create a healthier environment which encourages residents to walk or bike to destinations around their neighborhood.



LEGEND

- Potential Transit Site
- Key Locations
- Suggested Sidewalk
- Existing Sidewalk
- Suggested Bike Route
- Existing Bike Route
- Connectivity Barriers
- Freeway Crossings
- Priority Crossings for Improvement
- Number of Traffic Deaths and Injuries to People Walking and Biking

N

0 250 500 1000

Feet

Voices from the community!

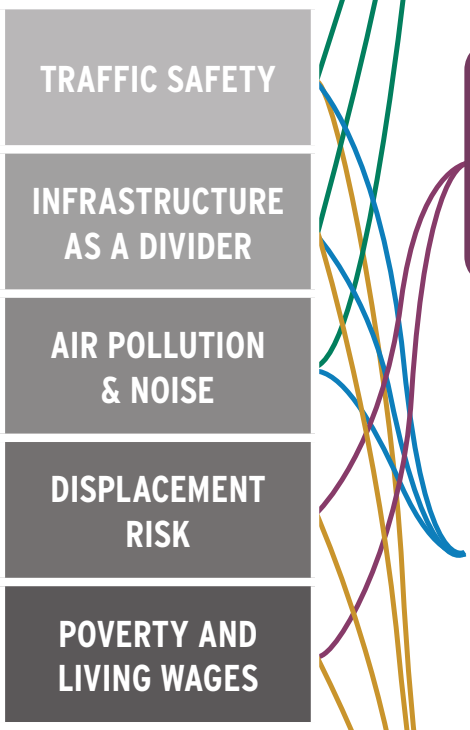
I want it (West Portland Town Center) to be a real place that naturally draws many people rather than cars to the area - a Southwest Portland living room like Pioneer Courthouse Square.

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

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

Health Equity Barriers and an Implementation Framework to Overcome Them

Findings from the health equity assessment identified five major barriers to the future health of the West Portland Town Center. We are recommending a health equity framework to overcome these barriers. The framework bundles evidence-based and community- identified strategies to create better outcomes for current and future residents.



BUFFER & PROTECT

Mission: Reduce chronic stressors of noise and air pollution exacerbated by the highway

Theory of Change: Limiting exposure to air pollution can reduce risk for lung cancer, asthma, and cardiovascular disease. Constructing/ planting roadside vegetation barriers filters air pollutants and increases access to nature. Closing off ramps, installing noise barriers and locating public parks and greenspaces in areas buffered from the freeway by natural or manmade barriers limits exposure to poor air quality and noise.

INCLUSIVE OPPORTUNITIES

Mission: Access to education, job training and careers; Business support; Reduce displacement.

Theory of Change: Business support helps households generate secure income, and reduce displacement risk. Income is one of the strongest and most consistent predictors of health. Prioritizing resident businesses, culturally-relevant art, and community-building events promotes inclusivity and fights displacement. Ensure options are culturally relevant (e.g. shariah approved loans). Diverse housing types for all levels of affordability / family sizes.

HEALTHY & ACTIVE

Mission: Create indoor and outdoor places that reduce health hazards and promote health and comfort; encourage everyday physical activity; access to healthy foods and beverages; access to quality pedestrian and bike infrastructure which provides connections to transit.

Theory of Change: A healthy body weight and physical fitness can reduce heart disease, hypertension, diabetes, and stress – leading to improved life expectancy and quality of life.

BRIDGE & CONNECT

Mission: Use the new infrastructure investments in the light rail station to connect communities divided by freeway; design gathering spaces and programs that support socioeconomic mixing.

Theory of Change: Gathering spaces and activities which give people opportunities to mix and partake in meaningful activities together make them more likely to develop a sense of trust and connection known as social cohesion. Social cohesion reduces morbidity, increases community resilience, and can increase economic opportunities for individuals as well as broader metro areas.

Recommended Health Equity Framework and Interventions

To improve health equity opportunities through the West Portland Town Center Plan and during improvements related to the new light rail, an implementation framework should be used that bundles evidence-based strategies into action areas for the City, partners, and community organizations to engage. Long term, these investments can increase healthy behaviors and outcomes. The framework should be implemented with a clear focus on eliminating the racial disparities seen in today's health outcomes. This focus will result in improvements that benefit the whole community

BUFFER & PROTECT

MISSION: Reduce chronic stressors of noise and air pollution exacerbated by the highway.

THEORY OF CHANGE: Implement urban design strategies which limit exposure to air pollution and reduce a person's risk of developing lung cancer, asthma, and cardiovascular disease. Construct roadside vegetation barriers to filter air pollutants and act as a 'Green Lung', and increase access to nature. Vegetation and manmade acoustical barriers can also help reduce noise pollution. Closing off ramps will limit the intrusion of pollutants into the WPTC area and reduce injuries and fatalities from traffic accidents..

The highway exposes residents to air pollution, which increases cancer risk, and noise, which is a chronic stressor. A goal should be established to reduce air pollution in the area and steps should be taken to buffer I-5 with roadside vegetation barriers and protect play spaces, sports fields, schools, and affordable housing from its pollution. A related goal should be to decrease vehicle miles traveled through active transportation investments and increased residential density. Reducing VMT has the double benefit of reducing pollution and reducing crash injury risk.

- These health risks are due to the study area's location along a freight route and interstate, however urban design interventions have the potential to affect change in the cancer risk of the community through constructing roadside vegetation barriers to filter air pollutants and act as a 'Green Lung', closing off ramps, and installing noise barriers[1].
- Site-specific interventions can limit exposure to poor air quality, such as locating public parks and greenspaces in areas buffered from the freeway by natural or manmade barriers and placing building ventilation air intakes in protected areas.[2] HVAC systems should be equipped to filter very fine particles, providing an added climate resilience benefit of preparing new buildings to maintain safe air quality during wildfire smoke events.
- The research is clear that benefits of physical activity greatly outweigh risks from pollution exposure. Reduction in pollution exposure can be paired with planning for more people to live and participate in physical activity throughout the town center.

INCLUSIVE OPPORTUNITIES

MISSION: Increase access to education for all life stages; open job training and career pathways to the region's increasingly diverse residents; support small businesses and entrepreneurship; improve financial literacy. Prevent residential, commercial and cultural displacement of communities of color.

THEORY OF CHANGE: Explore programs for preventing residential and business displacement risk. Provide small business and entrepreneurship support to help households generate secure income. Income is one of the strongest and most consistent predictors of health and disease. Connecting to educational and training opportunities can improve access to opportunity and quality of life, such as working with PCC and major employers like OHSU to train low-income residents for jobs that pay a living wage.

Support for preserving and creating new diverse housing types at all levels of affordability and family sizes can reduce residential displacement risk.

Ensure options are culturally relevant (e.g. facilitate access to shariah approved loans). Through prioritizing resident businesses, culturally-relevant food choices, art, and community-building events, WPTC can promote inclusivity and fight cultural displacement. Build wealth by directing public contracts to local businesses owned by and employing local residents, especially people of color.

1 Baldauf, R. National Risk Management Laboratory Office of Research and Development, Air Pollution Prevention and Control Division. *Recommendations for Constructing Roadside Vegetation Barriers to Improve Near-Road Air Quality.* 2016. www.epa.gov/sites/production/files/2016-08/documents/recommendations_for_constructing_roadside_vegetation_barriers_to_improve_near-road_air_quality.pdf

2 Brugge D, Durant J, Patton A, Newman J, Zamore W. Community Assessment of Freeway Exposure and Health. *Improving Health in Communities Near Highways: Design Ideas from a Charrette.* 2014. sites.tufts.edu/cafeh/files/2011/10/CAFEH-Report-Final-2-26-15-hi-res1.pdf

- Bring the Southwest Corridor Equitable Development Strategy (SWEDS) Pilot Projects to scale. Mercy Corps NW is helping underserved entrepreneurs get training and access to capital; IRCO is helping OHSU employees working in entry-level roles get trained for middle-skill health care roles.
- We recommend forming a culturally-focused business association. It is a priority for community members to establish a multicultural market of businesses and community spaces both for large gatherings and smaller nonprofit office spaces.
- The Portland Clean Energy Fund's focus on creating wealth for marginalized groups is aligned with the WPTC goals. Investments in retroffitting the older affordable apartment buildings to be energy efficient and maintain affordability and/or workforce training for low-income workers living in the town center could have multiple health benefits.
- The ability to access high quality education and jobs without a car is particularly important for youth, low income and immigrant populations. Access to free and discounted transit passes and complete sidewalk infrastructure to nearby transit is important for those who depend on transit to get around.

Healthy, secure housing is a key determinate of health and economic outcomes. Preserving the existing affordable housing stock and constructing new units near the many amenities offered in the SW Corridor, including well paid jobs and high performing schools[1], is a key step to ensuring access to opportunity for West Portland Town Center's increasingly diverse community.

- In recognition of the unique barriers facing low income households and communities of color, we recommend that the city implement and build upon the recommendations of the SW Corridor Equitable Housing Strategy to prevent residential and cultural displacement[1].
- Communities of color are expected to continue to grow in the SW Corridor, including the East African diaspora with roots in West Portland Town Center[1]. The presence of numerous community anchors and schools with higher than average graduation rates, even for disadvantaged students, could suggest a bright future for these groups. However, immigrants and communities of color are at higher risk for displacement, so steps should be taken now to preserve the existing unregulated affordable housing near Markham Elementary and the SW mosque and build new units to preserve and build upon the social cohesion and access to opportunity present in the amenity rich Southwest corridor.
- Encouraging housing and services near stations has overlapping benefits, contributing to a sense of place and building social cohesion. High levels of social cohesion can positively influence health outcomes through behavioral and psychological pathways. For example, mutual trust within a community increases their ability to create change. This is associated with better self-rated health and lower rates of neighborhood violence. Social support can act as a barrier against the harmful health effects of discrimination for minorities and reduce emotional stress. Both pathways can improve physical health and psychosocial wellbeing[2].
- Light rail projects often drive real estate speculation and result in the displacement of vulnerable populations. Steps should be taken to preserve and increase affordable housing in this region before market forces cause significant damage to the existing community.
- Timely action, such as securing land and buildings in the immediate future, could prevent displacement and preserve affordable housing in an amenity rich area with important community anchors and improve access to educational and employment opportunities for historically disadvantaged groups. A SWEDS pilot project to set up a land bank should be accelerated for funding.

1 City of Portland Bureau of Planning and Sustainability. *SW Corridor Equitable Housing Strategy*. 2018. beta.portland.gov/sites/default/files/2019-09/final-sw-corridor-equitable-housing-strategy.pdf

2 Office of Disease Prevention and Health Promotion: Healthy People 2020. *Social Determinates of Health*. 2019. www.healthypeople.gov/2020/topics-objectives/topic/social-determinants-of-health

HEALTHY & ACTIVE

MISSION: Create indoor and outdoor places that reduce health hazards and promote health and comfort; encourage everyday physical activity for people of all abilities; access to healthy foods and beverages; access to quality pedestrian and bike infrastructure providing opportunities for exercise as well as connections to transit.

THEORY OF CHANGE: Physical activity is beneficial regardless of weight or physical fitness, as it can reduce heart disease, hypertension, diabetes, and stress – leading to improved life expectancy and quality of life.

In the short term, improving the bike and pedestrian infrastructure adjacent to Barbur transit center will improve traffic safety and allow for multimodal connections to the proposed light rail station. Community-wide uses for sports, fitness, and other activities can encourage more physical activity and healthy living.

- For the safety of pedestrians and of children at play, sidewalks on both sides of the street are recommended.[1] Priority areas are the routes between key neighborhood assets such as schools[2] and the proposed light rail station.
- Pair pedestrian infrastructure investments with street lighting for safe nighttime walking experiences. Adequate street lighting allows pedestrians to be seen when crossing roads at night, a strategy that is particularly important for Portlanders with darker skin colors.[3]
- Bulb-outs and pedestrian refuges to reduce crossing times are recommended at key crossings, such as Barbur Blvd and SW Capitol Hwy, SW Capitol Hwy and Huber Street, SW Capitol Hwy and Alfred Street, and in the vicinity of the final light rail station location. The community identified a number of bus stops needing a shelter and placed further back from fast paced traffic.
- Design and manage all roads for survivable speeds so collisions are infrequent and do not result in serious injuries or fatalities.
- Roads with higher speeds, in particular those that provide access to the freeway, and overpasses that allow pedestrians to cross the freeway, are also more prone to pedestrian related crashes. Traffic calming such as bulb outs and narrowing the road bed could increase pedestrian safety along Barbur. Closing the Exit 295/ Capitol Hwy Off ramp would greatly improve the pedestrian safety and experience.
- Improved bicycle infrastructure is necessary to promote multi modal access to the proposed light rail station.
- Improve the use of and connection among existing parks and open space through a pedestrian pathway.
- Make links between bicycling and transit: Connect bikeways to transit stops, add additional bicycle parking by these stops, and provide adequate sidewalk space to accommodate bicycle parking.[4, 5]
- Provide a physical separation between bikeways and vehicular traffic lanes along Barbur. Adding a buffer between bicyclists and cars increases riders' confidence in biking as a safe and comfortable transportation choice.[6] A physical separation is especially valuable on busier streets and major bicycle routes, such as Barbur. The buffer may consist of a grade separation or a median between the bicycle path and traffic lanes, or a parking lane.[7]
- Map greenways which allow cyclists to avoid Barbur by traveling on quieter streets to improve cyclist safety.
- Connect the proposed improvements into the existing bike network to create a network of interconnected bikeways between SW Portland and major destinations.[8] At breaks in the network, provide signage directing cyclists to suggested bicycle routes.
- Pay special attention to the treatment of bikeways at intersections and other points where the street form changes, in order to mitigate potential visibility issues and turning conflicts.[9]
- The community also expressed a desire for indoor activity spaces such as a futsal court and a multicultural community center that could include a community gathering space, fitness room, and other health and wellness programs.

1 National Association of City Transportation Officials (NACTO). *Urban Street Design Guide*. 2019. nacto.org/publication/urban-street-design-guide/
2 City of Portland Bureau of Transportation. *Safe Routes to School*. 2019. www.portlandoregon.gov/transportation/68009
3 City of Portland Bureau of Transportation. *Walking While Black*. 2019. www.portlandoregon.gov/transportation/article/725213
4 Pucher J, Dill J, Handy S. Preventative Medicine. *Infrastructure, Programs and Policies to Increase Cycling: An International Review*. 2009. www.researchgate.net/publication/26823084_Infrastructure_Programs_and_Policies_to_Increase_Bicycling_An_International_Review
5 City of Portland Bureau of Transportation. *Portland Bicycle Plan for 2030*. 2010. www.portlandoregon.gov/transportation/article/699453
6 Pucher J, Dill J, Handy S. Preventative Medicine. *Infrastructure, Programs and Policies to Increase Cycling: An International Review*. 2009. www.researchgate.net/publication/26823084_Infrastructure_Programs_and_Policies_to_Increase_Bicycling_An_International_Review
7 City of Portland Bureau of Transportation. *Bikeway Facility Design: Survey of Best Practices*. 2010. www.portlandoregon.gov/transportation/article/334689
8 City of Portland Bureau of Transportation. Portland Bicycle Plan for 2030. 2010. www.portlandoregon.gov/transportation/article/699453
9 City of Portland Bureau of Transportation. *Bikeway Facility Design: Survey of Best Practices*. 2010. www.portlandoregon.gov/transportation/article/334689

- Almost all residents in the station area are within walking or biking distance of Barbur World Foods. However, SW Portland has the worst retail food environment of all quadrants, at 7, meaning there are seven times as many places to access unhealthy foods as healthy foods.[1] A community identified need for a commercial main street anchored by and surrounding Barbur World Foods is an opportunity to increase the types of businesses that serve health food and discourage fast food businesses that depend on drive-throughs. The food available near homes and workplaces influences people's diets, and thus their rates of obesity, diabetes, and heart disease. Living near full service grocery stores is associated with maintaining a healthy body weight.
- There is an open space gap in the southeast part of the West Portland Town Center that Portland Parks and Recreation (PPR) would like to fill. PPR could partner with Portland Public Schools to program the open space at Jackson Middle School with programs designed to increase the physical activity levels of nearby residents.

BRIDGE & CONNECT

MISSION: Use the new infrastructure investments in the light rail station to connect communities divided by freeway; design gathering spaces and programs that support socioeconomic mixing.

THEORY OF CHANGE: Gathering spaces and activities which give people opportunities to mix and partake in meaningful activities together make them more likely to develop a sense of trust and connection known as social cohesion. Social cohesion reduces morbidity, increases community resilience, and can increase economic opportunities for individuals as well as broader metro areas.

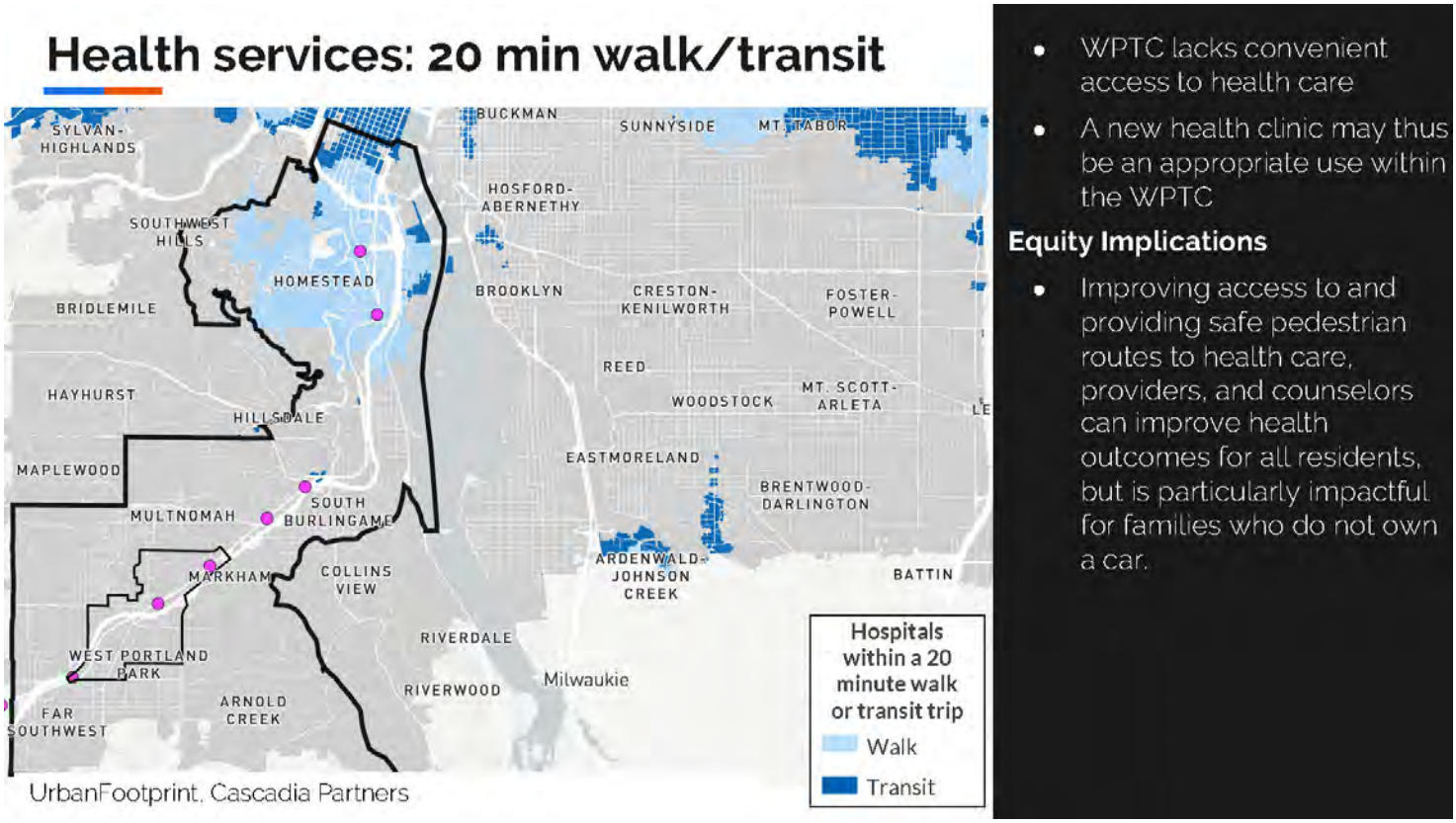
Projects to bridge I-5 and Barbur can reconnect the community and create opportunities for racially and economically diverse communities to connect and mix, increasing social cohesion and improving health outcomes.

- Urban design interventions could mitigate the divide caused by I-5 by creating a 'third place' for these two diverse and divergent communities to come together. Barbur Transit Center could be a 'third place' where people of different backgrounds come for their transit needs. Conversations with residents suggest there is a need for an additional park.[2] The neighboring Woods Memorial and Loll Wildwood Natural Areas do not have any programmed areas which would encourage residents of different backgrounds to interact with each other. Integrating community gathering spaces, such as a multicultural market, community center, plazas, parks, dog runs or barbecue areas in future development can encourage social interaction and strengthen community ties.[3, 4]
- Improving pedestrian connections across I-5 and Barbur Blvd, especially rebuilding the pedestrian bridge, and making safety improvements crossing Barbur Blvd to access the Transit Center, could increase access to employment, opportunity, and neighborhood resources such as Barbur World Foods, for lower income households to the south of I-5.
- Consider a ped/bike bridge over I-5 in the vicinity of Markham Elementary to connect neighbors in the north to schools, the library, and other services, and would help residents on the south side connect to Dickinson Park (which has a play structure and nice open field) and other amenities like the day care and community garden at WPUMC.

1 City of Portland Bureau of Planning and Sustainability. *Portland Plan Background Report: Food Systems.* 2009. www.portlandonline.com/portlandplan/index.cfm?a=273154&c=51427
2 City of Portland Bureau of Planning and Sustainability. *West Portland Town Center Community Advisory Group meeting notes, Markham School, May 6.* 2019.
3 Urban Land Institute. *Building Healthy Places Toolkit: Strategies for Enhancing Health in the Built Environment.* 2015. bhptoolkit.uli.org
4 The Gehl Institute. *Public Life Diversity Toolkit.* 2015. gehlinstitute.org/wp-content/uploads/2017/02/Gehl_PublicLifeDiversityToolkit_Pages-1.pdf

Appendix A: Health Equity Indicators

Access to Health Services



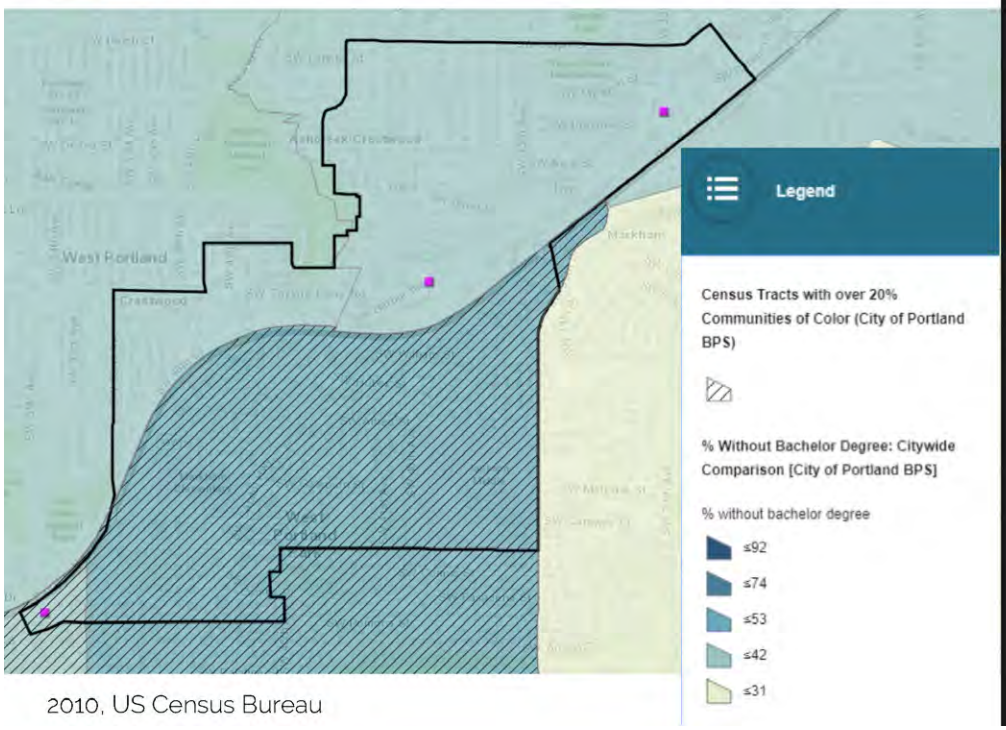
- WPTC lacks convenient access to health care
- A new health clinic may thus be an appropriate use within the WPTC

Equity Implications

- Improving access to and providing safe pedestrian routes to health care, providers, and counselors can improve health outcomes for all residents, but is particularly impactful for families who do not own a car.

Education

Adults 25+ without a Bachelor's



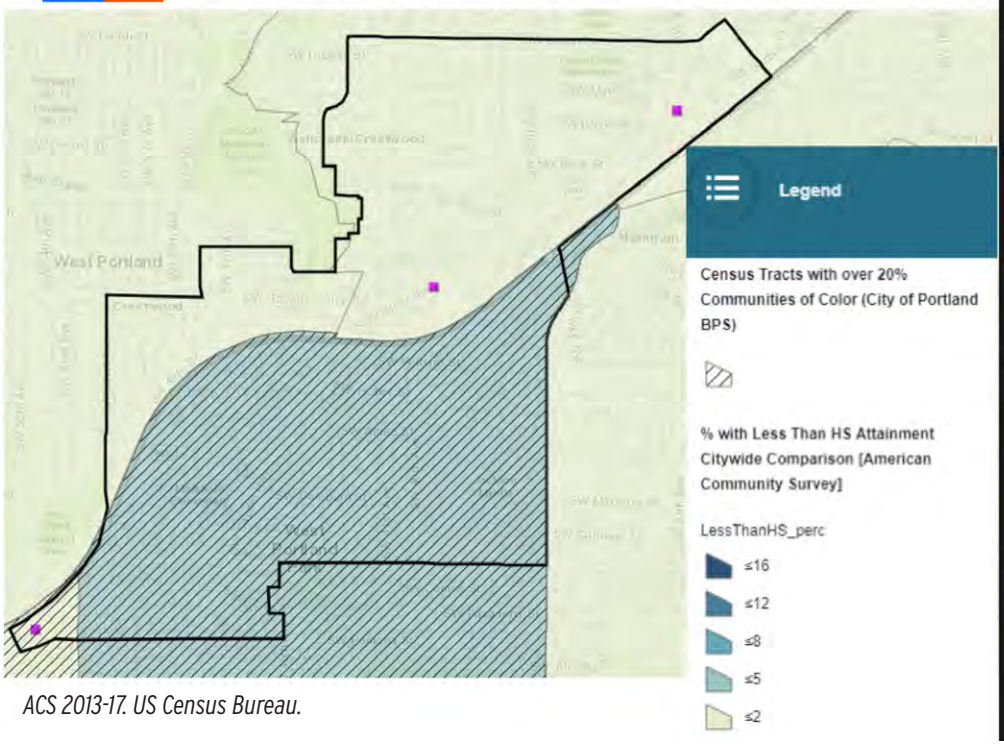
2010, US Census Bureau

- Across the study area, only 33% of residents lack a Bachelor's degree, compared to 50% citywide.
- West Portland Park has the lowest level of college graduates within the SW corridor. 52% of residents over 25 have less than a college education.

Health Equity Implications

- Adults w/o a Bachelor's degree are at greater risk for displacement due to rising housing costs.
- Income and education are two of the most consistent and highly correlated root causes with health outcomes.

25+ without a High School Degree



ACS 2013-17. US Census Bureau.

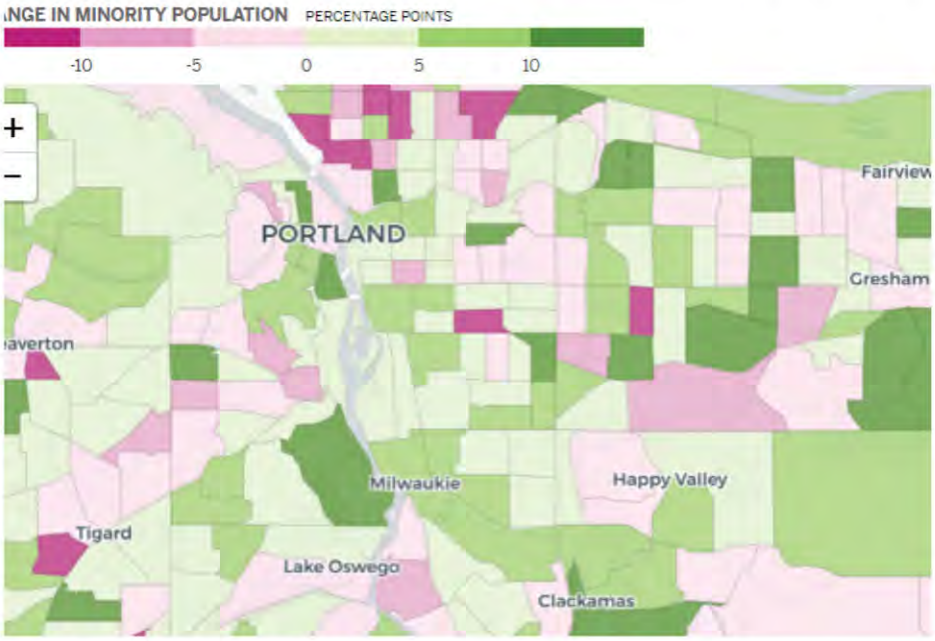
- Only 1% of residents within the study lack a highschool degree, compared to an average of 4% citywide.
- West Portland Park has the lowest level of college graduates within the SW corridor. 4% of residents over 25 lack a high school degree.

Health Equity Implications

- Adults who lack a high school degree are at greater risk for displacement due to rising housing costs.
- Income and education are two of the most consistent and highly correlated root causes with health outcomes.

Social Capital & Cohesion

Change in Population of Color, 2012 -17



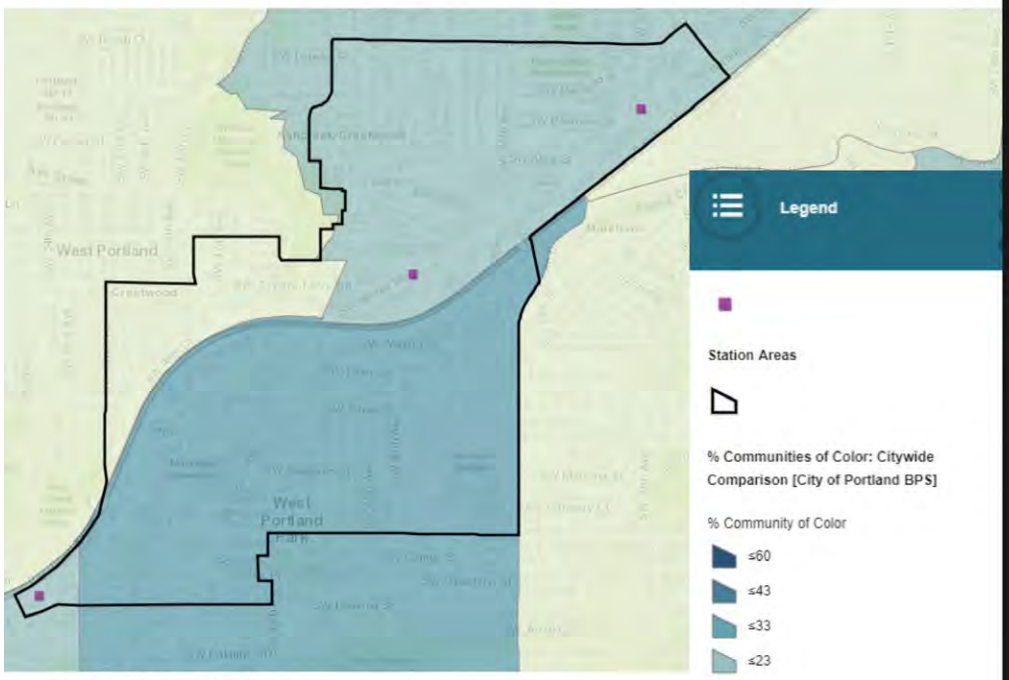
U.S. Census Bureau's 2008-12 and 2013-17 American Community Surveys

- Demographic changes in a neighborhood that alter its character is widely accepted as a key indicator of gentrification
- The highest increases were in neighborhoods which already had established communities of color according to the 2010 Census

Health Equity Implications

- Demographic changes may indicate involuntary displacement
- Decreases in the minority population may lead to the displacement of local businesses and community hubs that serve this population

Communities of Color



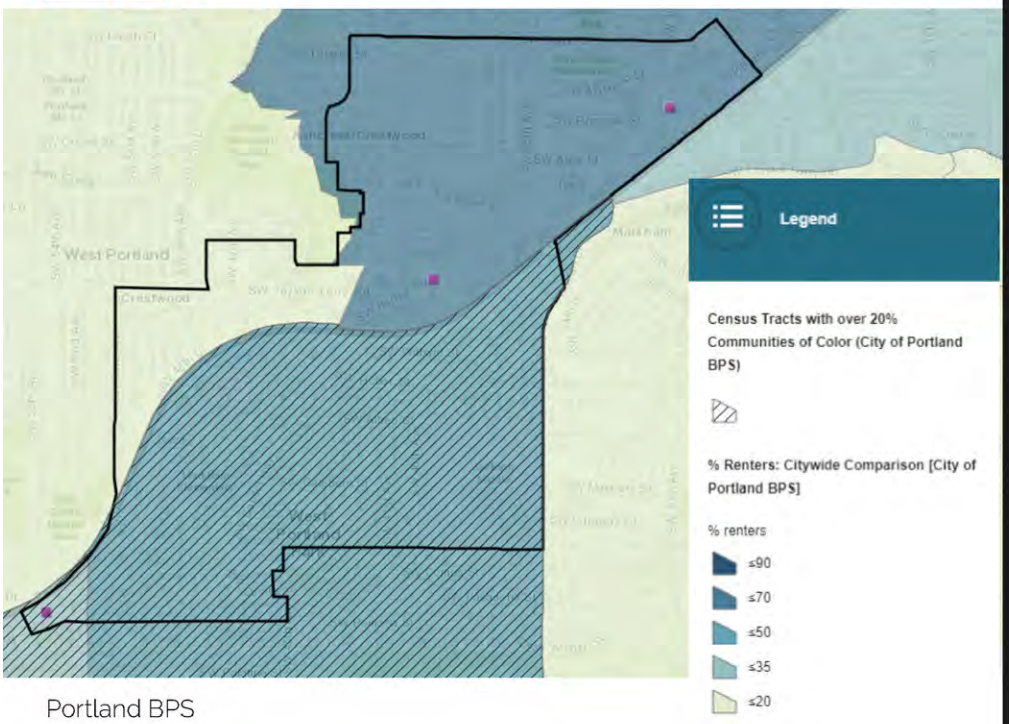
2010, US Census Bureau

- 19% of residents of residents belong to communities of color, compared to an average of 26% citywide.
- The population of West Portland Park is the most diverse in the study area, estimated to be 30% people of color as of 2017.

Health Equity Implications

- Residential segregation is associated with a range of adverse impacts on health. Minorities in segregated communities are also more likely to have limited employment opportunities and lower incomes, and to face shortages of safe and affordable housing.

Percent Renters



Portland BPS

- 43% of households within the study area are renters, compared to an average of 43% citywide.
- Denser tracts near downtown and areas with lower household incomes have a higher percentage of renters than elsewhere.

Health Equity Implications

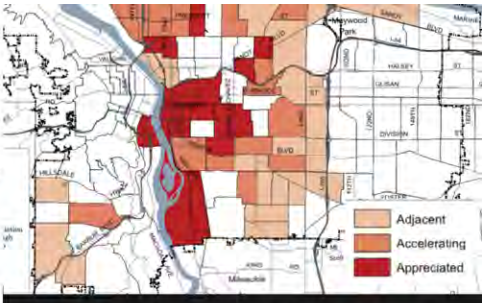
- Renters are more at risk for displacement as housing values appreciate
- Protecting existing affordable rental housing, and strengthening tenant protections are key strategies within the SW corridor Equitable Housing Strategy

Housing Market Changes

Housing value appreciation has already impacted communities in Central and South East Portland, and is a risk for West Portland Town Center.

While there are intense debates around how to describe and respond to gentrification, its effects are most frequently described by housing market changes, economic status changes, and demographic changes in a neighborhood that alter its character.

1. Housing market changes have been concentrated in Northeast and Southeast Portland
2. West Portland Town Center is adjacent to rapid housing market changes. This area had low housing market values in 2010, but are experiencing moderate appreciation, and are adjacent to other high value areas which are rapidly appreciating, making this area vulnerable for housing market changes.



Housing Market Conditions. City of Portland Bureau of Planning and Sustainability

Health Equity Implications

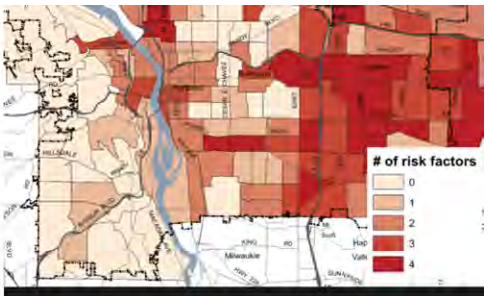
- As the housing market appreciates, low-income residents may be displaced by rising rents or evictions for tenure conversion; rising property taxes or homeowners' insurance rates; or a loss of subsidized housing units.

Vulnerability to Displacement

Renters, communities of color, lack college degrees, and those with lower incomes are at higher risk for displacement.

Over the past two decades, private and public investments in North and North-East Portland caused steep increases in housing prices, and led to displacement of low income residents and small businesses. The Portland Plan was developed to understand and minimize the effects of gentrification across the city. They developed a metric to map vulnerability to displacement based on factors which make resisting displacement more difficult, and are at risk of long-term disinvestment.

1. The 2010 population of the SW Corridor generally displayed fewer of these risk factors than North and Northeast Portland.
2. West Portland Town Center demonstrated 1 risk factor.



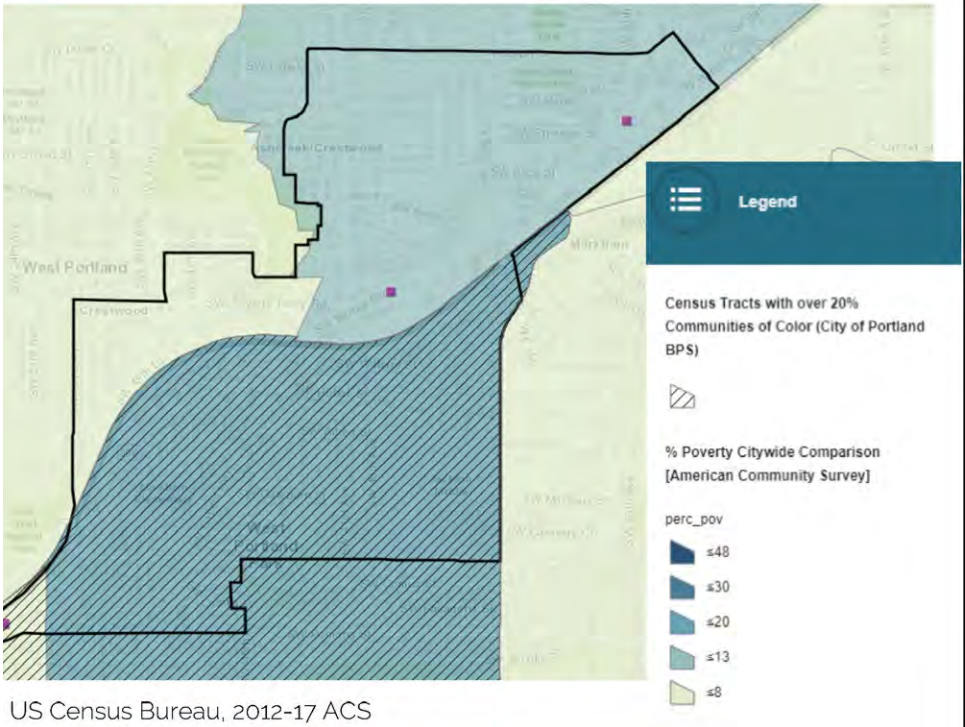
2010 Vulnerability. City of Portland Bureau of Planning and Sustainability.

Health Equity Implications

- Renters, those lacking college degrees, and lower income HH cannot cope with rising housing prices, leading to displacement.
- Communities of color are more at risk for displacement due to a long history of disinvestment.

Economic Opportunity & Security

Poverty



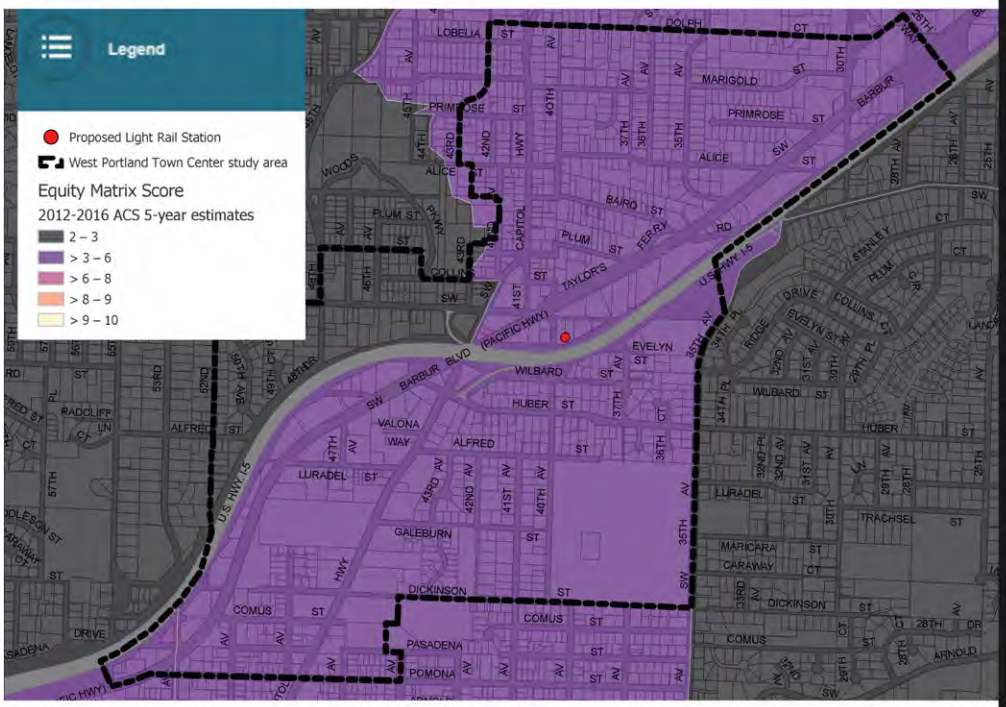
US Census Bureau, 2012-17 ACS

In the study area, 9% of the population is experiencing poverty on average, compared to 16% citywide.

Health Equity Implications

- Poverty is particularly high among black, Hispanic, and American Indian/Native Alaskan children.
- In Multnomah County, for every one non-Latino White child living in poverty, there are four Black children
- Poverty increases risk of inadequate nutrition, limited access to health care services, unstable housing, lower quality of schools, and exposure to environmental toxins.

Equity Matrix Score



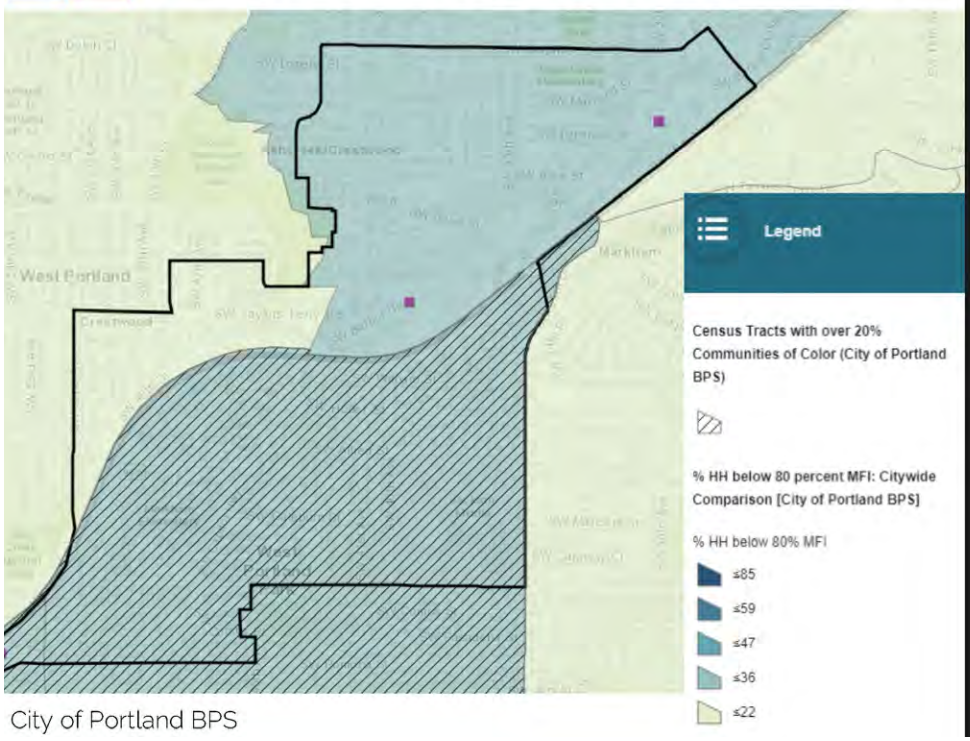
Portland Bureau Of Transportation; Portland Bureau of Planning and Sustainability (2018)

- The study area includes a significant amount of area with a score above the citywide average of 3, indicating a greater vulnerability to rapid neighborhood change and increased costs of living.

Health Equity Implications

- PBOT's simplified Equity Matrix uses a combination of two demographic variables, race and income, to identify breaking points above and below the citywide average score of 3.
- Census blocks receive more points that have more people of color and/or households with below average household income.

Percent of Households Below 80% MFI



City of Portland BPS

- 31% of households in the study area are below 80% MFI, compared to 41% citywide.
- Low income households are largely being pushed into the Eastern neighborhoods as household incomes in central Portland increase.

Health Equity Implications

- The relationship between income and health is mediated through nutrition, employment conditions, parenting resources, leisure and recreation, housing adequacy, and neighborhood environmental quality, community violence, and stress.

Economic Status Changes

Rapid increases in median income can demonstrate displacement.

While there are intense debates around how to describe and respond to gentrification, its effects are most frequently described by housing market changes, economic status changes, and demographic changes in a neighborhood that alter its character.

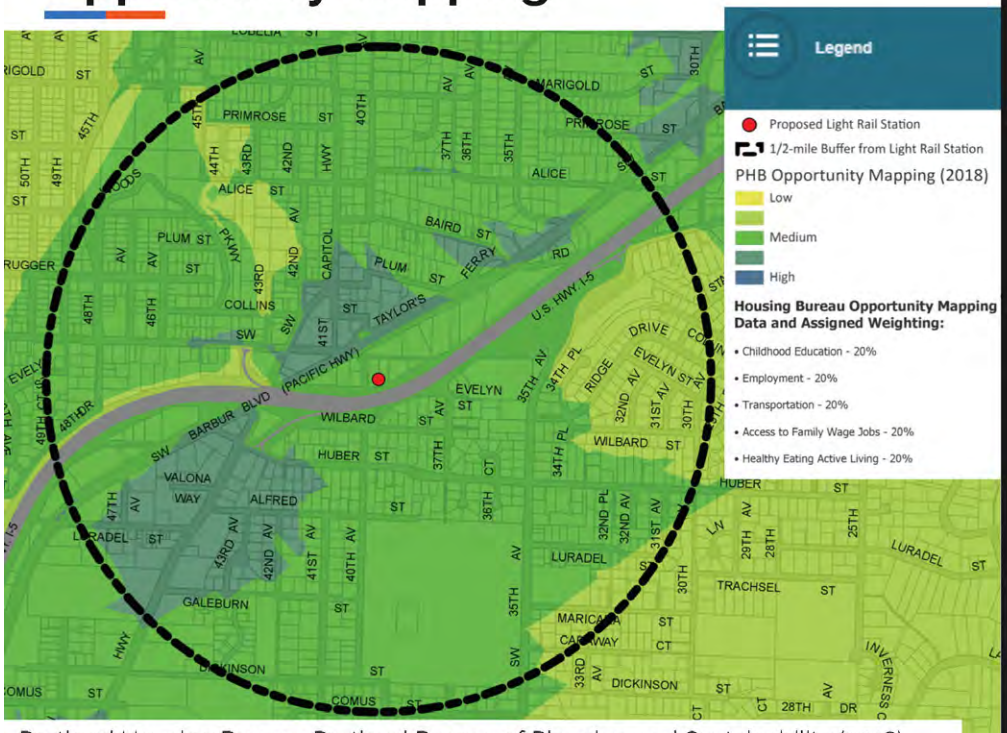
1. Throughout the Southwest corridor, all census tracts but one saw increases in median income.
2. Median Income in West Portland Park decreased 21.3% between 2012 and 2017. Average household income in 2017 was $59,118. Median income in all surrounding census tracts increased. Directly north of the freeway, the median income in the Multnomah area increased 27.5%.

Change in Median Income.

Health Equity Implications

- Lower-income households are more at risk for displacement when investment occurs.
- As average income increases, the local market begins to target higher income households, leading to further displacement

Opportunity Mapping



Portland Housing Bureau; Portland Bureau of Planning and Sustainability (2018)

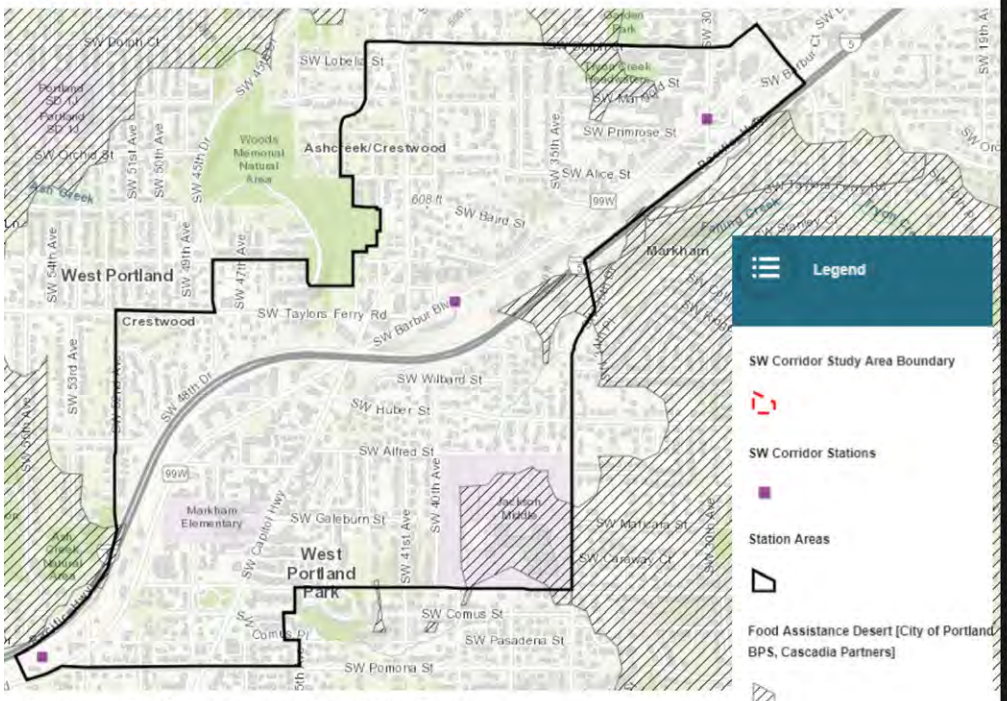
- The study area includes a significant amount of "high opportunity" areas.

Health Equity Implications

- Opportunity maps show an areas' proximity to multiple public and private community amenities that correlate with better quality of life outcomes.
- PHB uses this tool to guide the siting of regulated affordable multi-family housing.
- 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.

Food Access

% Within ½ Mile to a Grocery Store



Portland RLIS Discovery, Cascadia Partners

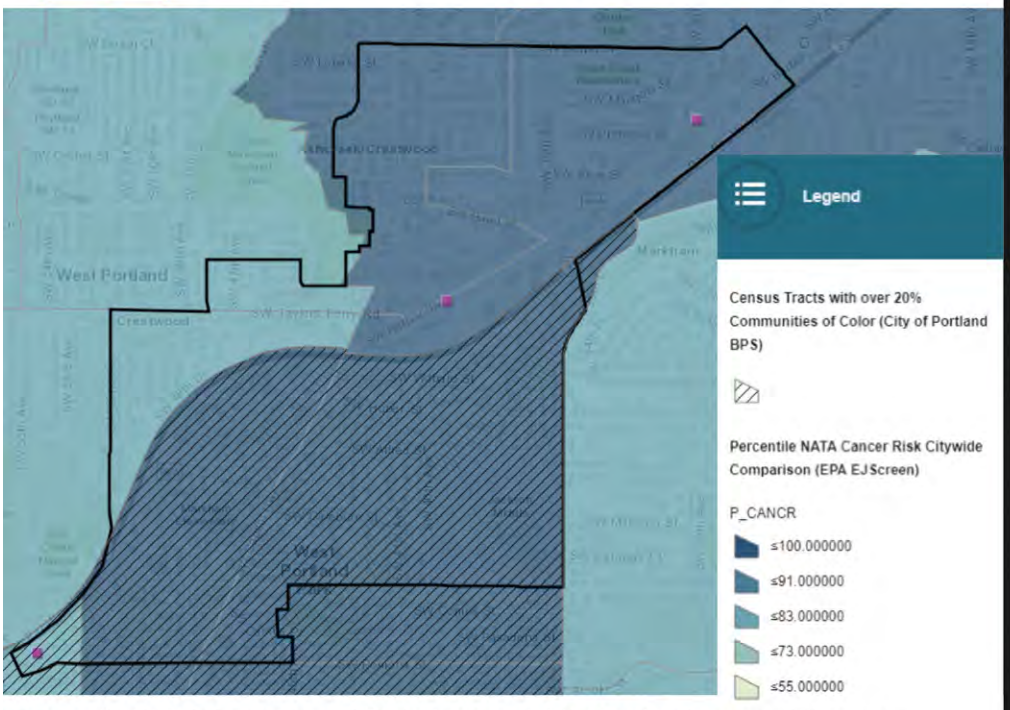
Almost all residents in the station area are within walking or biking distance to World Foods.
SW Portland has the worst Retail food environment index of all quadrants, at 7, meaning there are 7x as many places to access unhealthy foods as healthy foods.

Health Equity Implications

- Communities of color are more likely to live in areas that lack access to healthy foods, increasing risk for negative health outcomes.
- The food available near homes and workplaces influences people's diets, and thus rates of obesity, diabetes, & heart disease.
- Living near full service grocery stores is associated with maintaining a healthy weight.

Environmental Health

Percentile for Air Quality: Cancer Risk



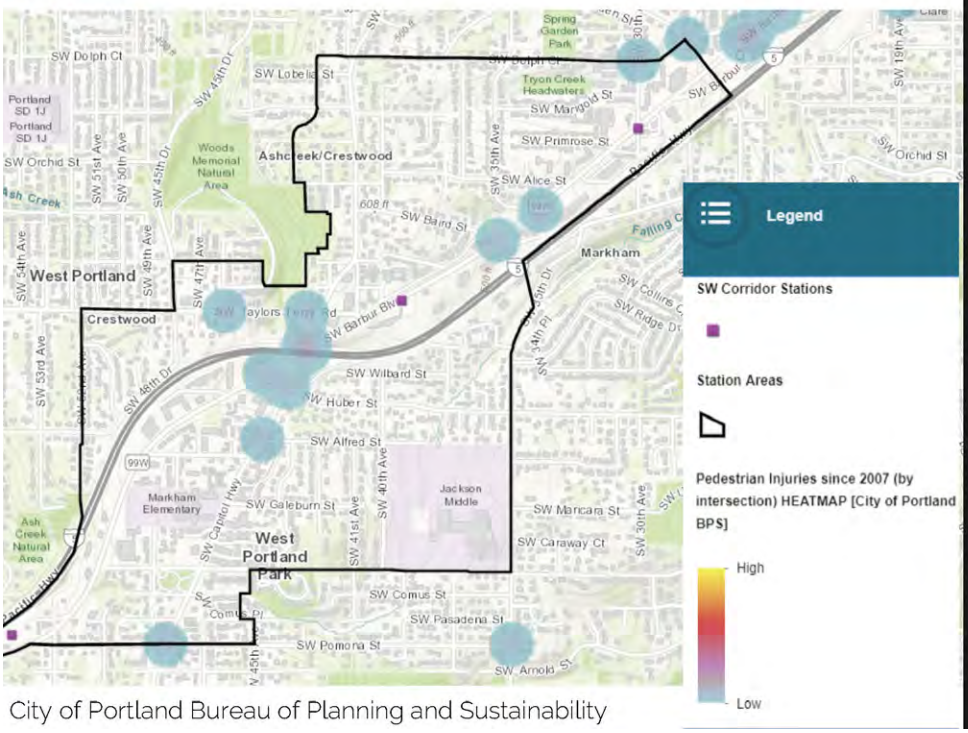
Percentile NATA Cancer Risk; US Environmental Protection Agency EJScreen

- Diesel particulate matter in the study area is generally 3x-5x times above the Oregon health benchmark.
- Diesel particulate matter is one of the primary contributors to the increased cancer risk throughout the corridor, which is in the 89th percentile for cancer risk.
- The Portland metro area is in the 69th percentile.

Health Equity Implications

- Citywide, diesel particulate matter is higher in areas with higher minority populations, with a disparity ratio of 3.0. Air pollution is also associated with cardiovascular and respiratory diseases.

Pedestrian Related Crashes



City of Portland Bureau of Planning and Sustainability

This is an indicator of the safety risk of the street network for road users, including pedestrians, cyclists, drivers and passengers.

Health Equity Implications

- The lack of pedestrian infrastructure disproportionally affects low income communities who are more likely to depend on walking for transportation and exercise.

Pedestrian Related Crashes

1. West Portland Town Center is a hotspot for pedestrian related crashes, with the epicenter located at SW Huber St and SW Capitol Hwy (See photo below), where there were 6 pedestrian injuries between 2007 -17.
2. Barbur Boulevard is a particularly dangerous thoroughfare for pedestrians. Over half of Barbur lacks sidewalk. In addition it is often used by commuters as freeway spill over when there is traffic on I-5.
3. Freeway ramps are a key contributor to crashes in the proposed West Portland Town Center area.
4. Lack of sidewalks, high vehicle speeds, and long crossing distances all contribute to a dangerous environment for pedestrians.

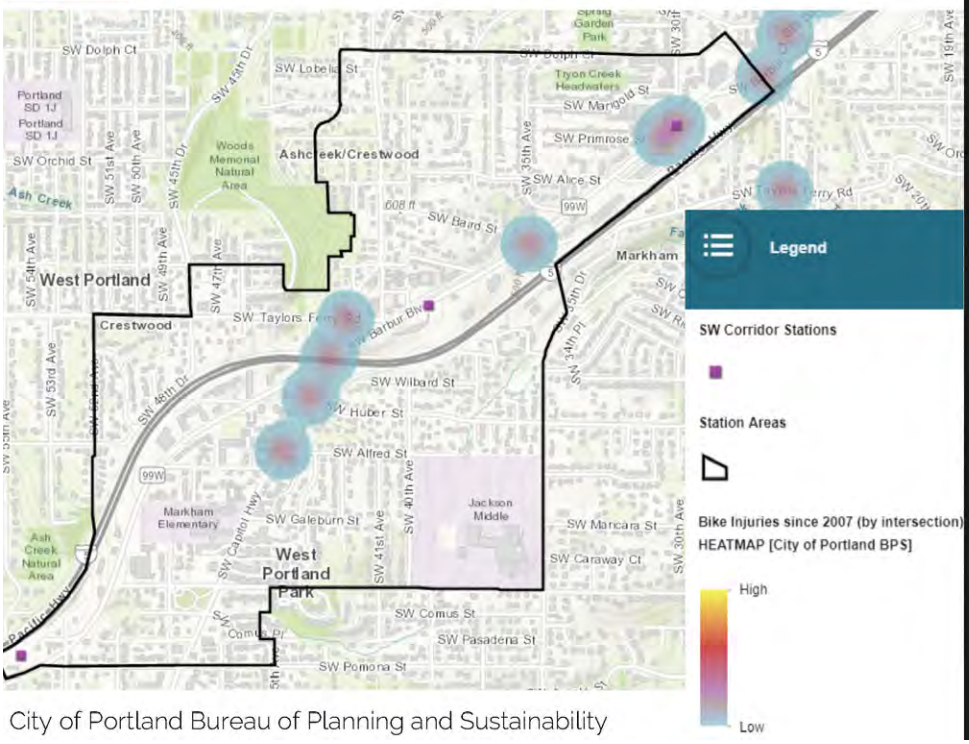
SW Huber and SW Capitol Hwy, Google Earth

Pedestrian Related Crashes

Health Equity Implications

- The lack of pedestrian infrastructure disproportionally affects low income communities who are more likely to depend on walking for transportation and exercise

Bike Related Crashes



City of Portland Bureau of Planning and Sustainability

Barbur Boulevard is a particularly dangerous thoroughfare for bikes. High automobile speeds and poor condition of the roadway and shoulder contribute to the high numbers of accidents

Barbur is a key bike connection between South West Portland and Downtown. Improving this route will be key to facilitating multimodal connections between the stations and the surrounding area.

Health Equity Implications

- Traffic collisions involving motor vehicles are one of the leading causes of preventable injury in the nation.

Bike Related Crashes

1. The only two bike routes leading into the station area, Capitol Highway and Barbur Blvd, are extremely dangerous for cyclists despite having bike lanes.
2. Improving these routes will be key to facilitating multimodal connections between the stations and the surrounding area.

Poor maintenance, high traffic speeds and frequent intersections and driveways make the only bike routes to West Portland Town Center dangerous for cyclists. Google Earth.

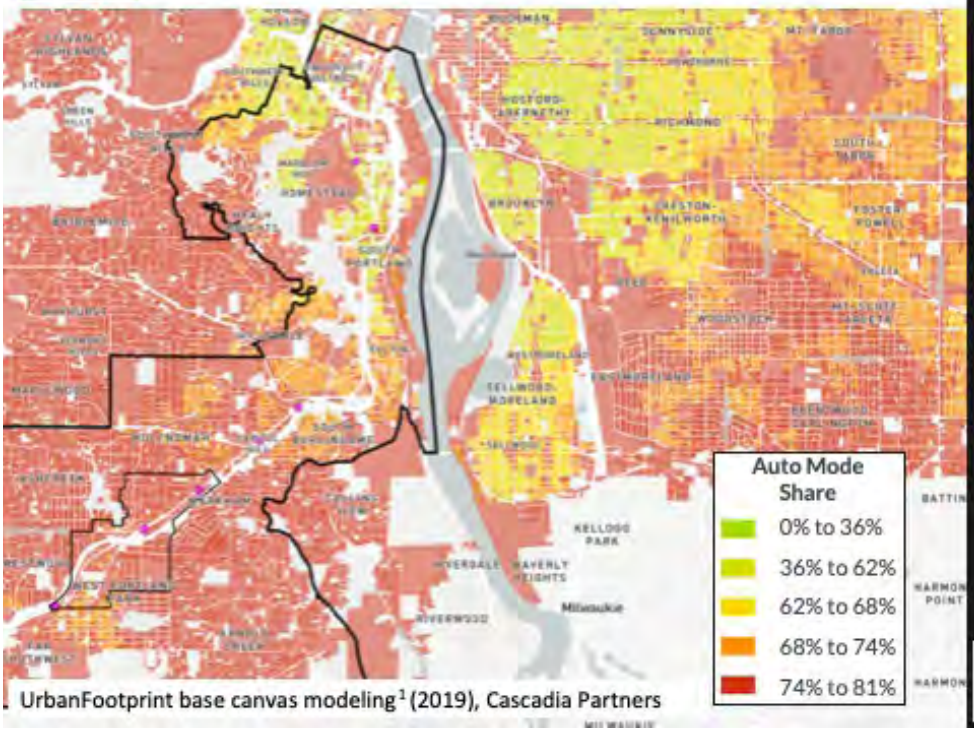
Bike Related Crashes

Health Equity Implications

- Traffic collisions involving motor vehicles are one of the leading causes of preventable injury in the nation.

Transportation Connectivity

Mode Split: Car



UrbanFootprint base canvas modeling[1] (2019), Cascadia Partners

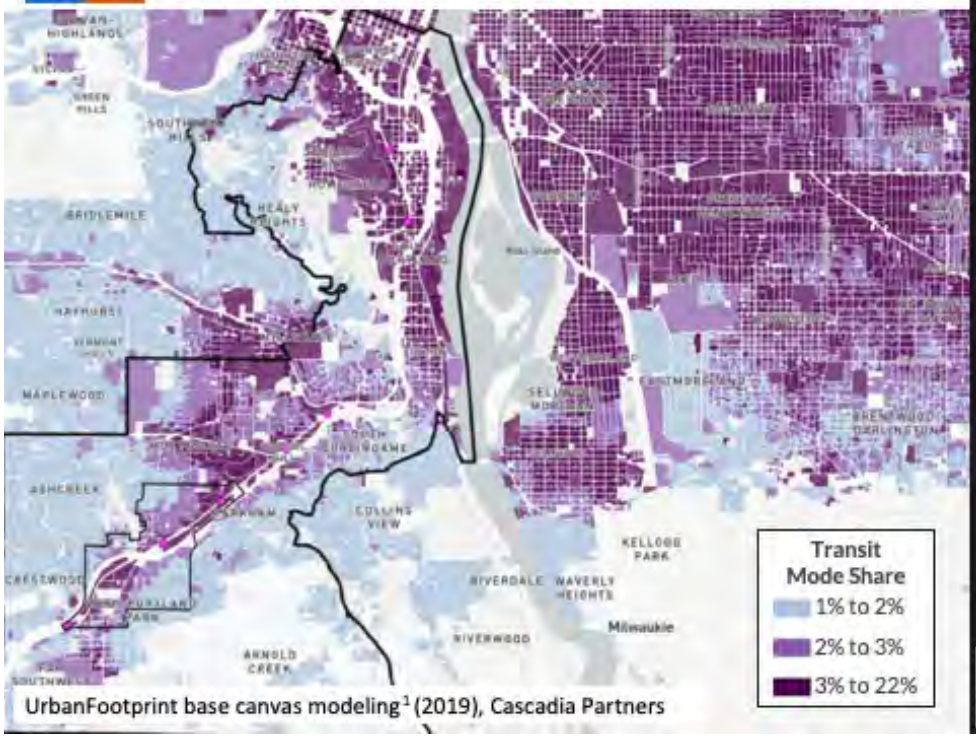
67% of study area residents drive a personal vehicle to work. The city average is also 67%.

Health Equity Implications

- Reducing Vehicle Miles Traveled (VMT) improves air quality.
- Traffic related noise and air pollution is associated with cardiovascular and respiratory diseases, including asthma. Traffic also increases chances of injury and fatalities from collisions.

[1] UrbanFootprint. *UrbanFootprint Technical Documentation: Transportation Analysis.* 2019. urbanfootprint.com/wp-content/uploads/2019/07/Transportation-Module-Methodology.pdf

Mode Split: Transit



UrbanFootprint base canvas modeling[1] (2019), Cascadia Partners

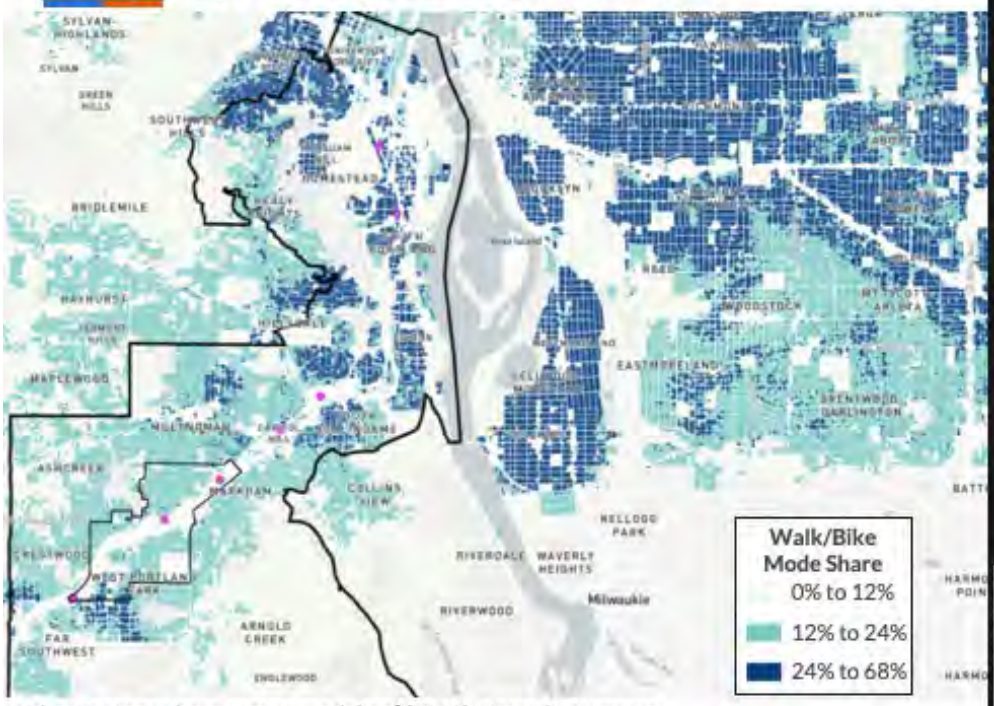
12% of study area residents take transit to work. The citywide average is also 12%.

Health Equity Implications

- Regardless of neighborhood walkability, people commuting by transit walk more to services and destinations near home and near the workplace than transit nonusers; increasing their everyday physical activity levels.

[1] UrbanFootprint. *UrbanFootprint Technical Documentation: Transportation Analysis.* 2019. urbanfootprint.com/wp-content/uploads/2019/07/Transportation-Module-Methodology.pdf

Mode Split: Walk or Bike



UrbanFootprint base canvas modeling[1] (2019), Cascadia Partners

Active commute mode split varies significantly based on the presence and safety of bike and pedestrian infrastructure.

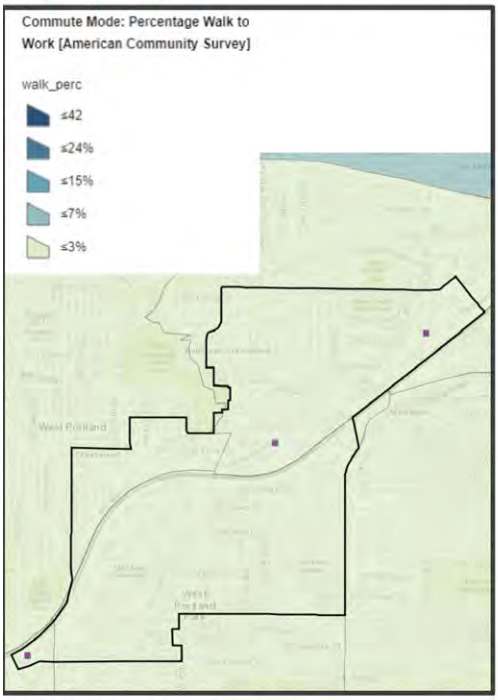
Health Equity Implications

- Evidence shows strong correlation between higher active transportation and physical activity levels with lower incidence of obesity, diabetes and stress.[2]
- Quality, safe pedestrian and bicycle environments support an increase in physical activity and associated health benefits.

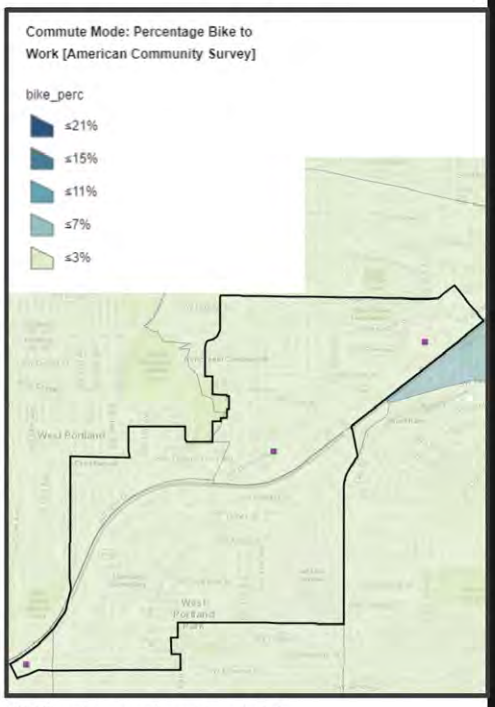
[1] UrbanFootprint. *UrbanFootprint Technical Documentation: Transportation Analysis.* 2019. urbanfootprint.com/wp-content/uploads/2019/07/Transportation-Module-Methodology.pdf.

[2] US Department of Health and Human Services: Physical Activity Guidelines Advisory Committee. *Physical Activity Guidelines Advisory Committee Report.* 2008. health.gov/paguidelines/2008/report/pdf/CommitteeReport.pdf.

Commute Active Trans. Mode Split



%Walk to work, 2017 ACS



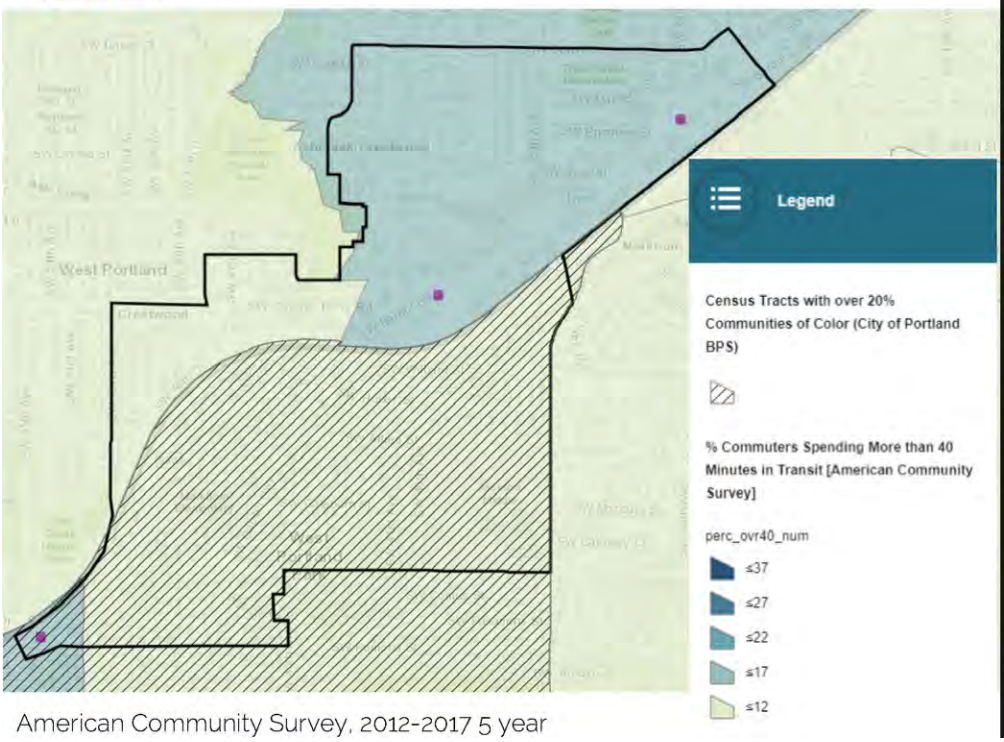
%Bike to work, 2017 ACS

- 10% of study area residents walk to work, compared to 6% citywide
- 2% of study area residents bike to work, compared to 6% citywide

Health Equity Implications

- Evidence shows strong correlation between higher active transportation and physical activity levels with lower incidence of obesity, diabetes and stress.
- Quality, safe pedestrian and bicycle environments support an increase in physical activity and associated health benefits.

% Commuting over 40 mins



American Community Survey, 2012-2017 5 year

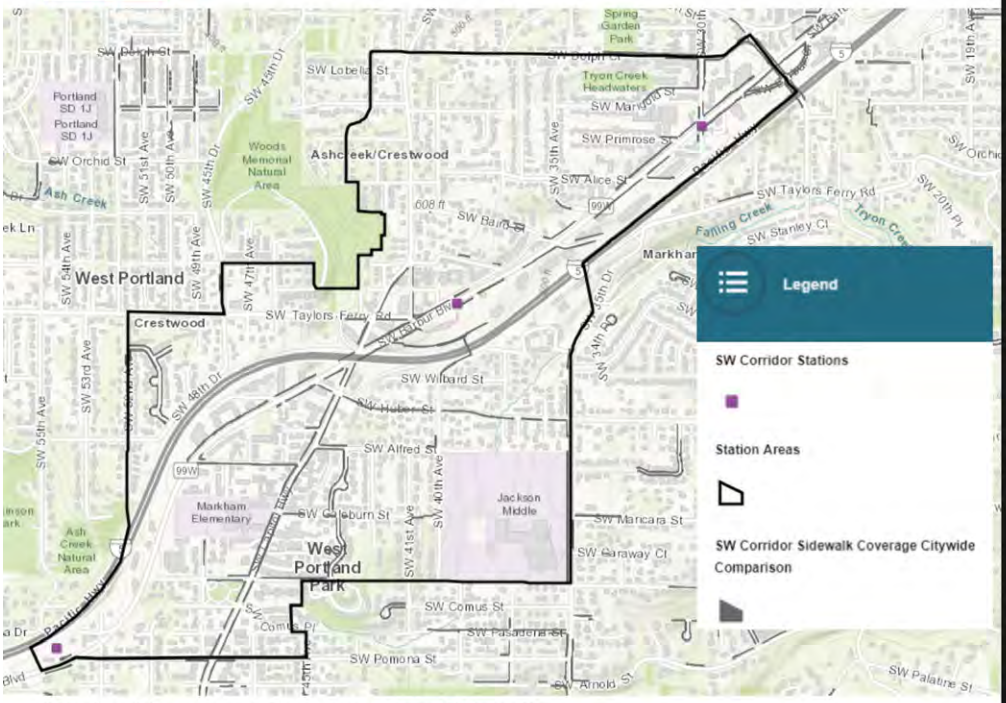
12% of study area residents have commutes of more than 40 minutes, less than the 18% of Portlanders citywide with commutes of more than 40 minutes.

Health Equity Implications

- Reducing public transit travel times can help incentivize transit as an alternative to driving.
- Residents dependent on transit that live in areas that experience higher than average commute times have less time available for physical and leisure activities that promote health and social well-being

Physical Activity

Roadway with Complete Sidewalk



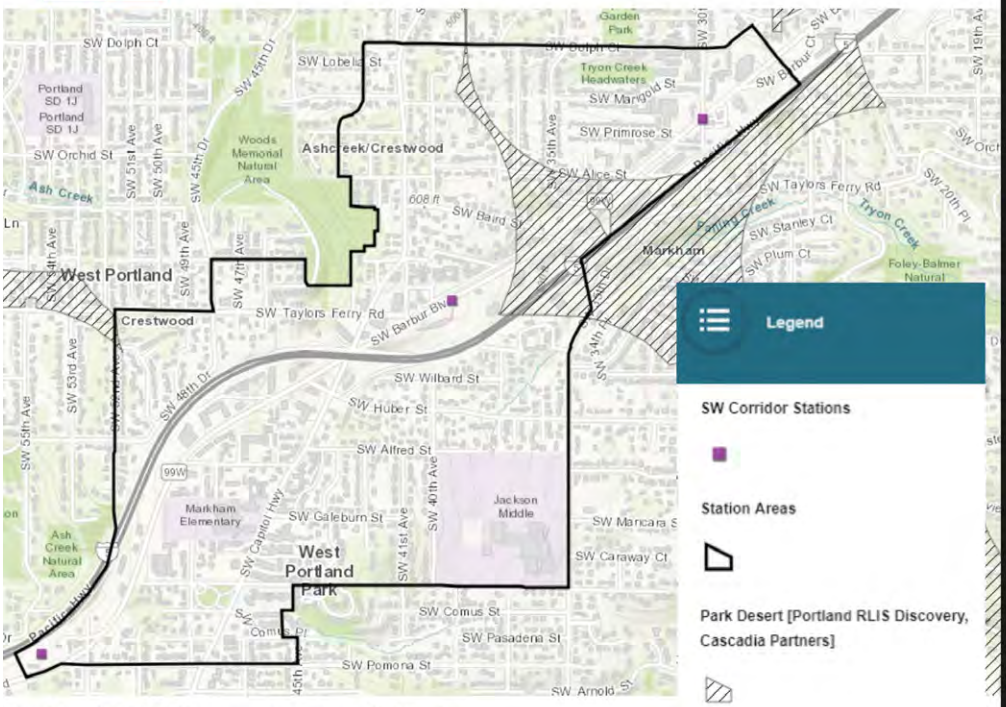
Portland Bureau of Transportation: Sidewalks

- Southwest Portland has extremely poor sidewalk coverage compared to the rest of the city
- Citywide, 61% of streets have sidewalks.
- Within the WPTC study area, less than 13% of streets have sidewalks.

Health Equity Implications

- Lack of sidewalks creates a dangerous environment for pedestrians and contributes to the high number of injuries and fatalities seen along Barbur Ave and in the station area
- Sidewalks are essential to promoting multimodal connectivity.

Residents within ½ mile of Open Space



Portland RLIS Discovery, Cascadia Partners

Health Equity Implications

- Parks and natural open space areas promote physical activity and social interaction.
- Areas with natural vegetation also have direct effects on physical and mental health.

West Portland Town Center Existing Conditions Analysis:

Demographic Assessment

Draft Report

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

City of Portland, Oregon

CASCADIA PARTNERS

West Portland Town Center Demographic Assessment

Overview and Methods

Cascadia Partners performed a demographic assessment of the West Portland Town Center (WPTC) study area to better understand the community and how it has changed over time. The core values of the Southwest Corridor Inclusive Communities project are health, connectivity, and inclusivity. The purpose of the assessment is to evaluate the current population and make-up of the study area and if/how that make-up has changed in recent decades, with these core values in mind. Demographic indicators such as racial composition, educational attainment, poverty status, housing tenure, and transportation mode choices were studied to better understand existing conditions and community needs.

Key Findings

Demographic analyses help us to understand the composition of our communities and key components that make those communities unique. This analysis provided a sketch of the West Portland Town Center study area's demographic makeup, using the Southwest Corridor Inclusive Communities project's core values of health, connectivity, and inclusivity to frame our methodology. Below are highlights of the key findings of this report.

Portland has grown consistently since the 1990's, but the West Portland Town center study area has not experienced that same kind of growth.

- The WPTC study area experienced a steep decline in population between 2000-2010
- The area is on an upward growth trajectory once again, but is still far below the growth rate of Portland as a whole

The racial makeup of the area is becoming more diverse

- The population of the WPTC study area has historically been overwhelmingly White
- In the last 30 years, the area has grown more diverse, especially in the West Portland Park neighborhood
- West Portland Park has a higher than average Black population compared to the city average, and much of that population identify as recent immigrants

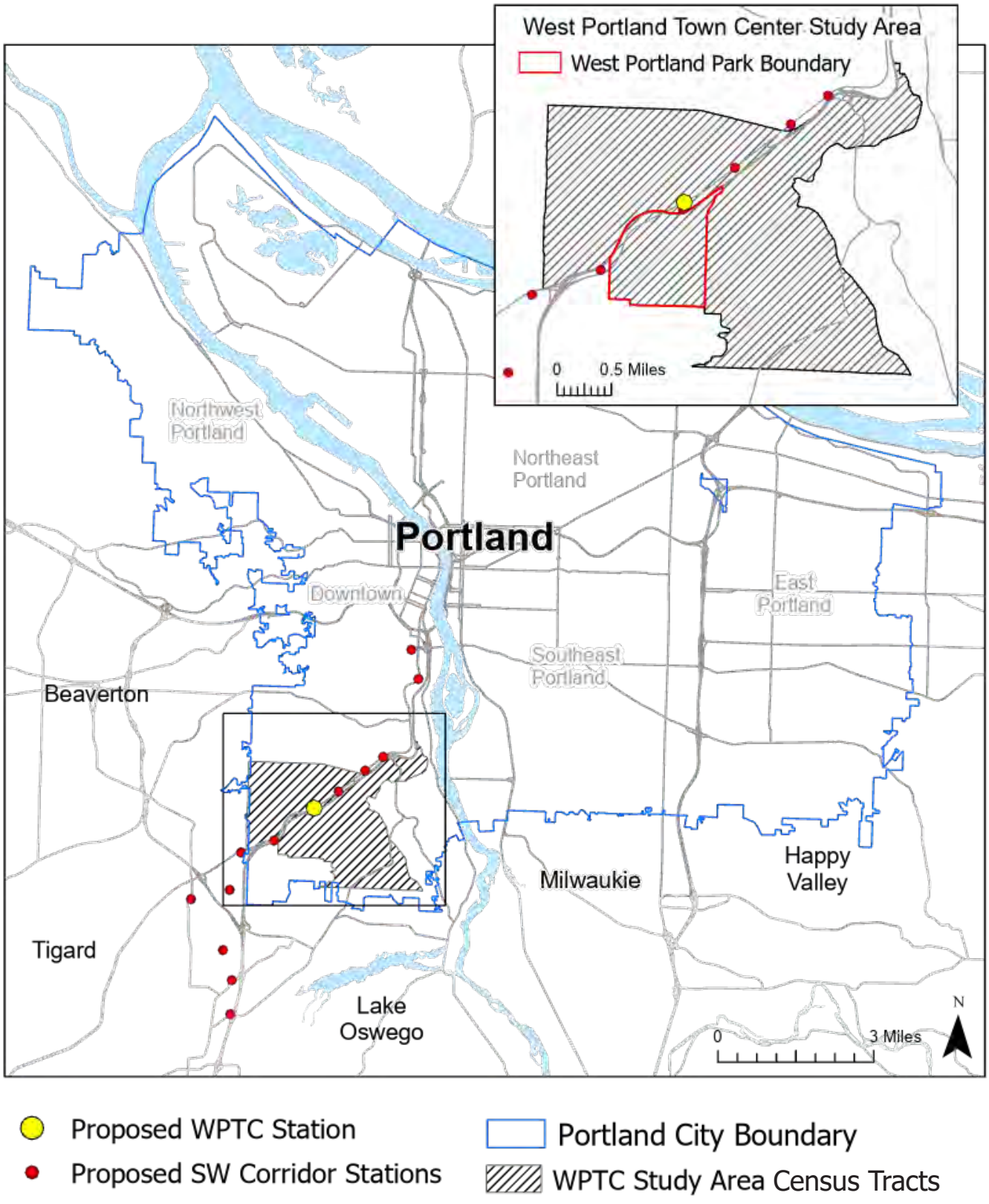
The impacts of racialized housing policy can still be felt today

- Historic zoning choices intended to lock the Black community out of single family neighborhoods reflect a history of systemic racism that still impacts the community today
- The majority of people who identify as Black rent their homes, as opposed to those who identify as White, the majority of whom own their homes. This dichotomy applies to all geographies but is particularly notable in the West Portland Park neighborhood.

The WPTC's most vulnerable neighborhoods are West Portland Park and Multnomah

- West Portland Park and Multnomah neighborhood residents on average have a lower income and less education than the rest of the study area
- These neighborhoods are also more racially diverse than the rest of the study area

Figure 1. Overview Map

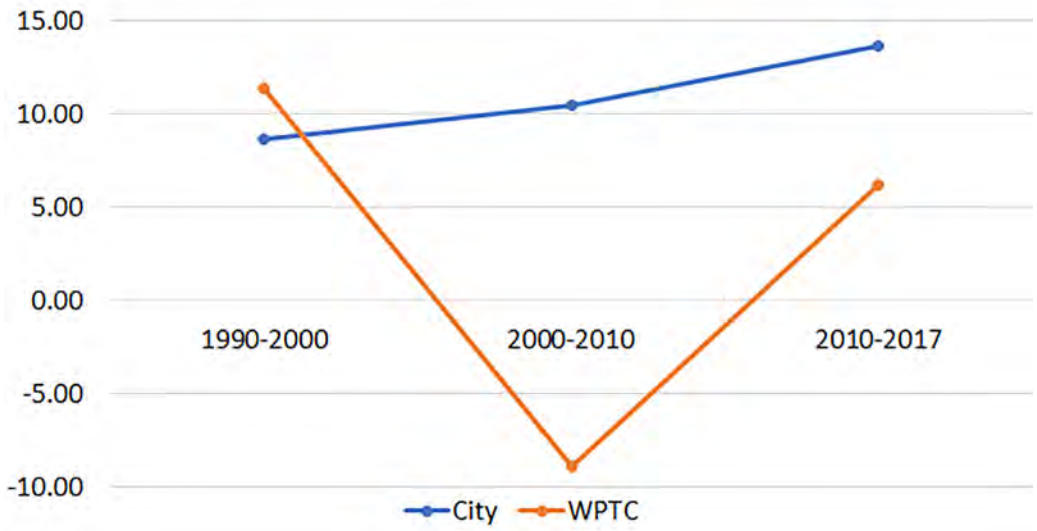


Population Change

While the city of Portland as a whole has been on a consistent trajectory of growth since 1990, the WPTC study area has not followed this same trend (see Figures 2a-2c). The area experienced an 11% spike of growth between 1990 and 2000, but then experienced a steep decline of 9% population loss between 2000 and 2010. The area is on an upward growth trajectory once again, with a population gain of 6% from 2010 to 2017, however this growth is much smaller than the city of Portland as a whole, which grew in population 14% between 2010 and 2017.

Portland has grown consistently since the 1990's, but the West Portland Town center study area has not experienced that same kind of growth.

Figure 2a. Population Change, 1990-2017



Data Source: American Community Survey, 2017

Figure 2b. Portland Population Change, 1990-2017

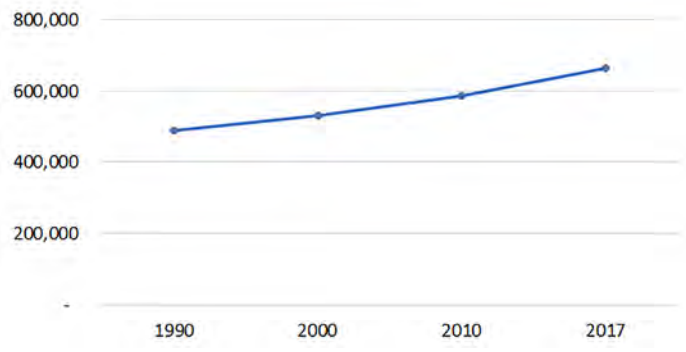
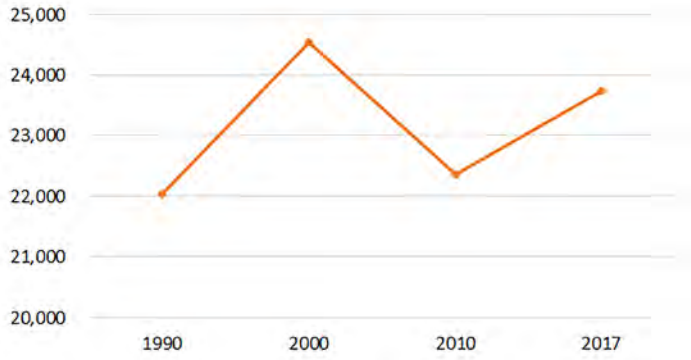


Figure 2c. WPTC Population Change, 1990-2017



Data Source: American Community Survey, 2017

Racial Breakdown

Table 1 shows racial statistics for 2016, compared across geographies. Foreign born Africans are noted specifically because of the relatively high percentage who have immigrated to the West Portland Park area.

Figure 4 shows the percentage of Communities of Color (non-White) in the study area by census tract in 2016. On average, the City of Portland has 26% Communities of Color, while many tracts in the study area are less than 15%. West Portland Park and Multnomah neighborhoods are significantly more diverse than surrounding neighborhoods, at 28% and 19% Communities of Color, respectively.

Within the WPTC study area, West Portland Park is the most racially diverse neighborhood. West Portland Park has a large percentage of recent immigrants, with 17% of the population reporting as foreign born, 9% of those from Africa (see Table 1).

West Portland Park is home to several important community resources that serve the African community in the area.

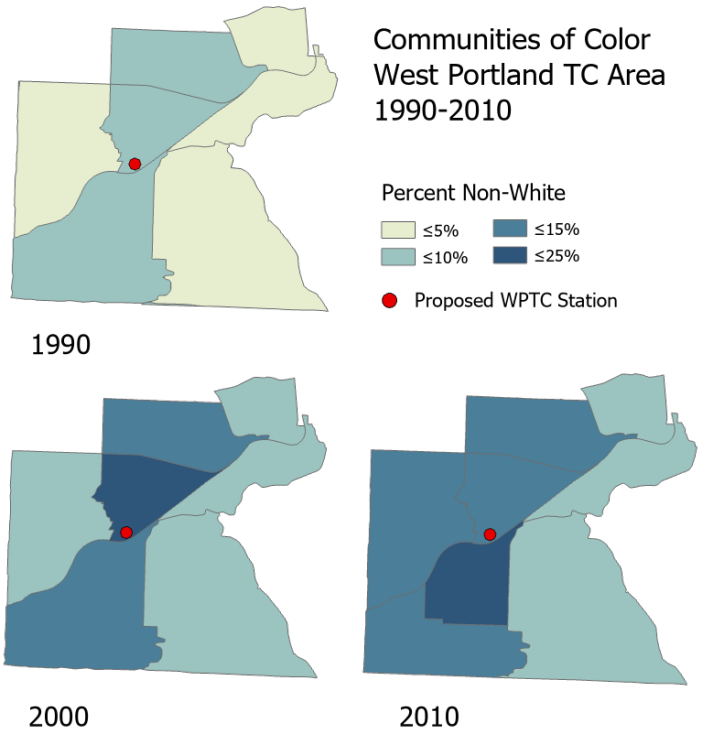
The northern part of the neighborhood, known as Capitol Hill, is the site of the Islamic Center of Portland, the Portland Rizwan Mosque (of the Ahmadiyya Muslim Community), and the Islamic School of Portland. The Capitol Hill Library and Markham Elementary School are also neighborhood hubs that serve the African community (see Figure 8).

Table 1. Summary of Key Demographic Features

Demographic	WPTC Study Area	West Portland Park	City of Portland
Race/Ethnicity			
White	86%	76%	76%
Black	5%	17%	6%
Hispanic	3%	4%	9%
Asian	3%	3%	7%
Other	3%	>1%	2%
Communities of Color (Non-White)	16%	28%	26%
Foreign Born	9%	17%	13%
Foreign Born, Africa	2%	9%	2%
Households Below 80% MFI	26%	34%	41%
Households in Poverty	9%	18%	15%
Without Bachelor's Degree	38%	52%	50%
Renter Occupied Housing	28%	43%	43%
Owner Occupied Housing	72%	57%	57%

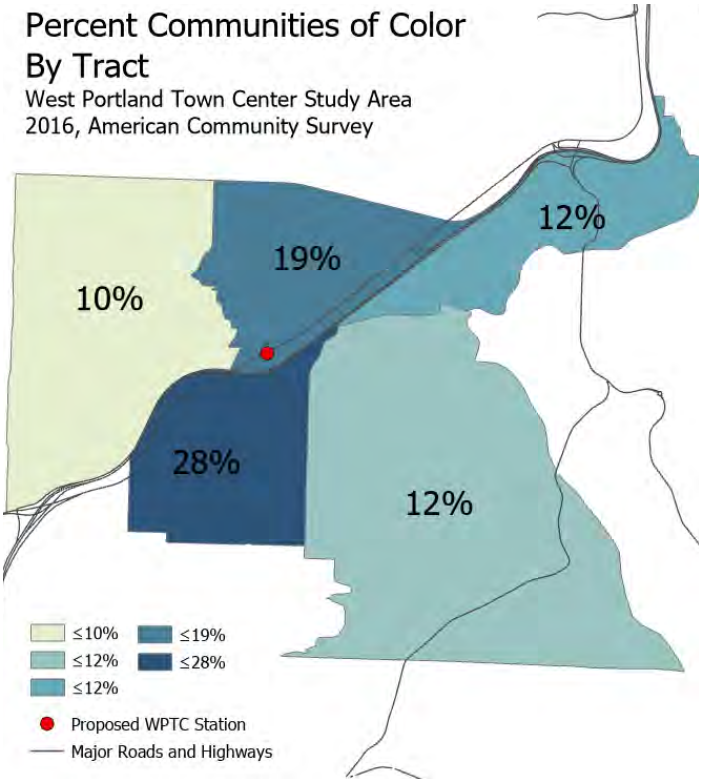
Data Source: American Community Survey, 2016 and 2017

Figure 3. Communities of Color by Census Tract, WPTC, 1990-2010



Data Source: U.S. Census Bureau Decennial Census

Figure 4. Communities of Color by Census Tract, WPTC, 2016

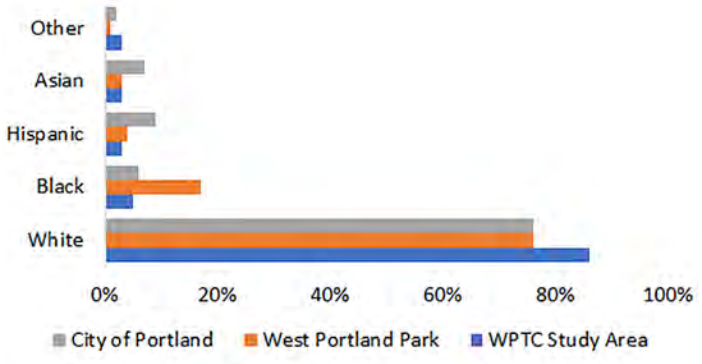


Data Source: American Community Survey, 2016

Figures 6 and 7 show the racial breakdown of the WPTC study area compared to city averages. The WPTC has lower percentages of Hispanic, Asian, and Black populations than the city of Portland as a whole. The White share of the population is 10 percentage points higher in the study area compared to the city as a whole.

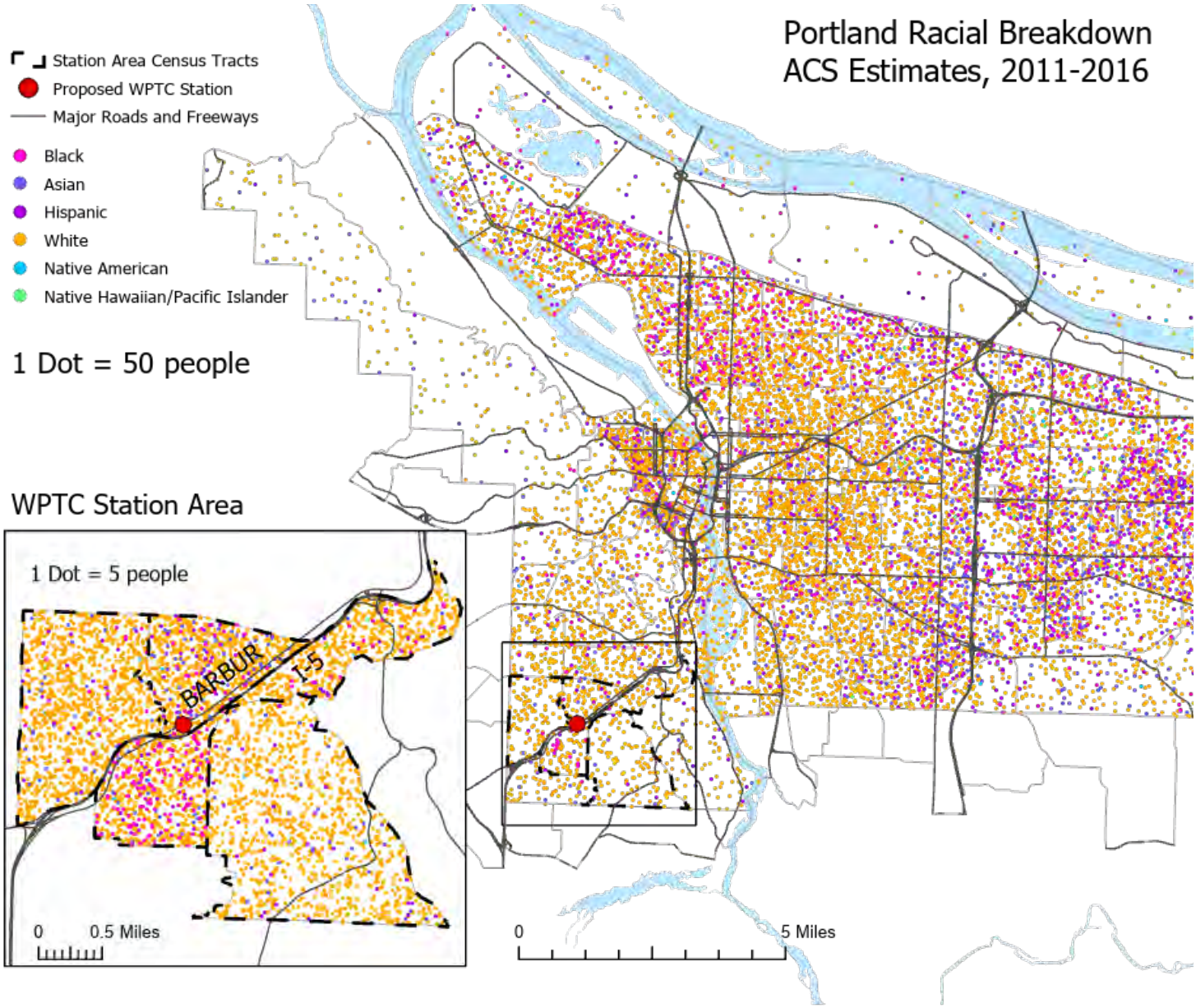
However, the West Portland Park neighborhood is more diverse than the greater study area. The White share of the population in West Portland Park is the same as the citywide average. The share of population that identifies as Black is almost triple that of both the WPTC study area and the city of Portland averages. Other populations of color such as Hispanic and Asian are still below city averages in West Portland Park.

Figure 6. Racial Breakdown Comparison



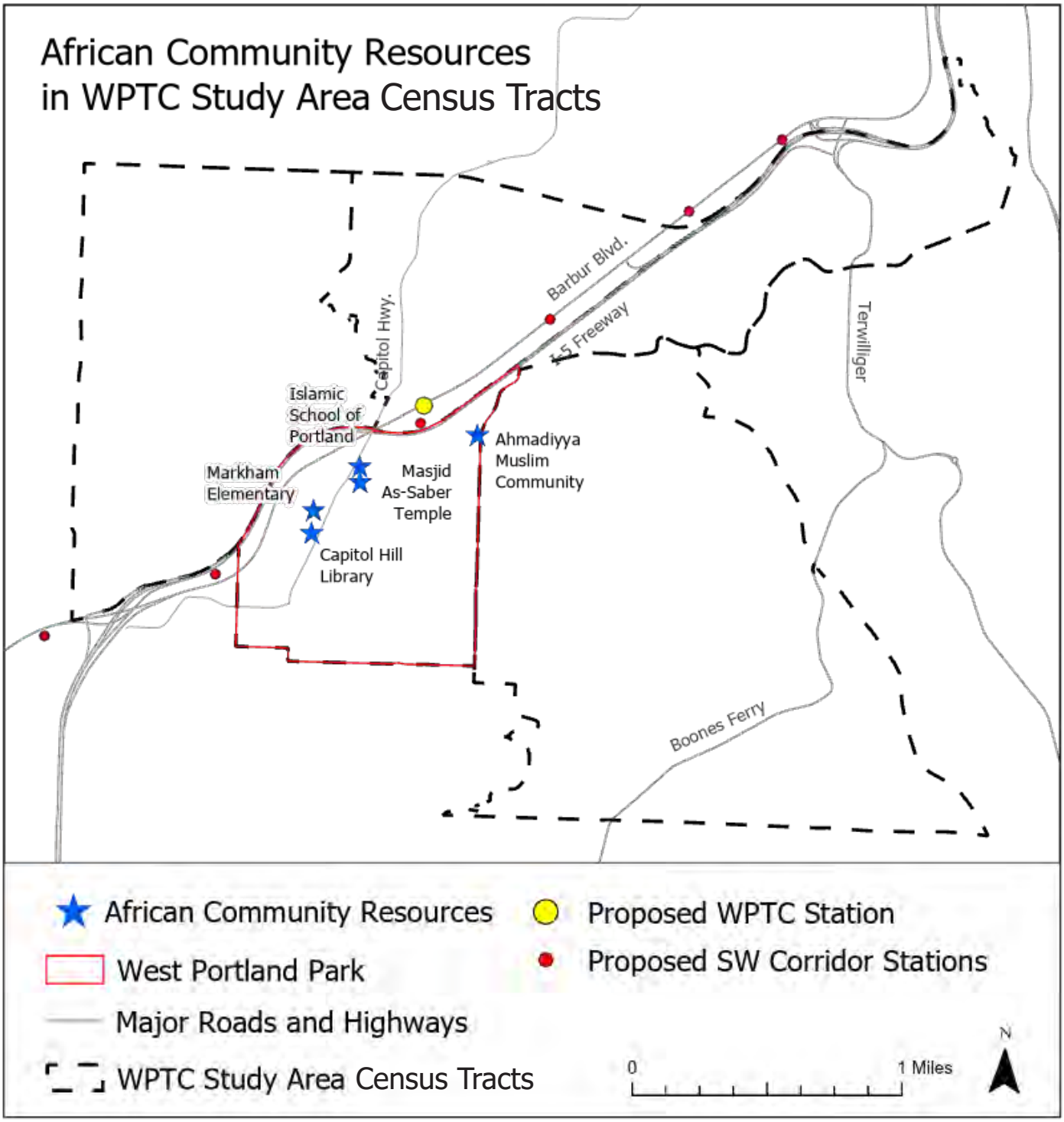
Data Source: American Community Survey, 2016

Figure 7. Dot Density Representation of Race/Ethnicity



Data Source: American Community Survey, 2016

Figure 8. African Community Resources in WPTC Study Area Census Tracts



Income and Educational Attainment

The WPTC study area on the whole is more affluent, educated, and has a higher percentage of homeowners than City of Portland averages. However the Multnomah and West Portland Park neighborhoods diverge from this trend, and indicators show that these neighborhoods have more vulnerable populations than the WPTC as a whole (see Figure 8-10 and Table 2).

Median Family Income (MFI) is one way to measure financial security. An MFI of 80% or lower is considered potentially vulnerable. Poverty status is marked at 30% MFI, which is considered extremely vulnerable.

West Portland Park also has a lower average educational attainment than the study area and citywide averages. Education is a key factor in wage outcomes.

West Portland Park has the highest poverty level in the study area, and its poverty level is higher than citywide averages.

Table 2. Income and Education

Demographic	WPTC Study Area Census Tracts	West Portland Park Census Tract	City of Portland
Households Below 80% MFI	26%	34%	41%
Households in Poverty	9%	18%	15%
Without Bachelor's Degree	38%	52%	50%

Figure 8. Poverty Levels in WPTC Study Area Census Tracts, 2016

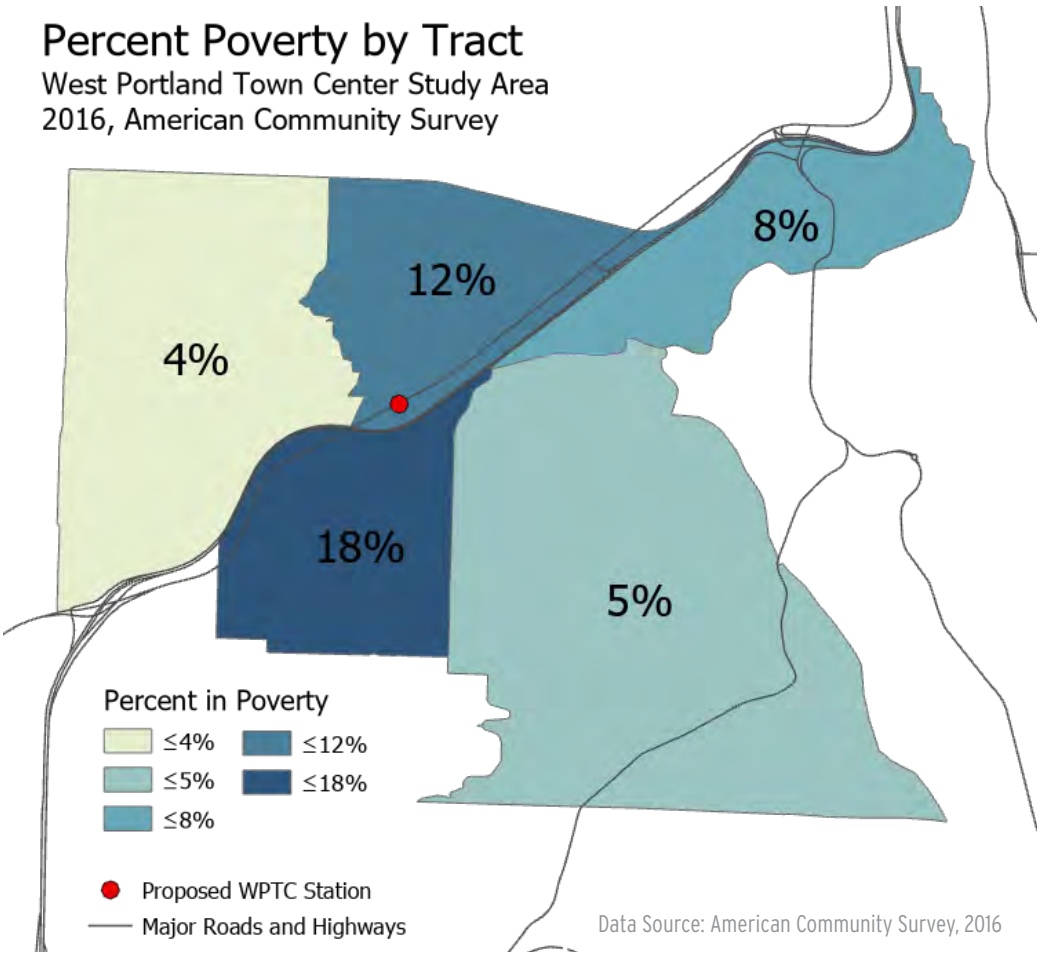
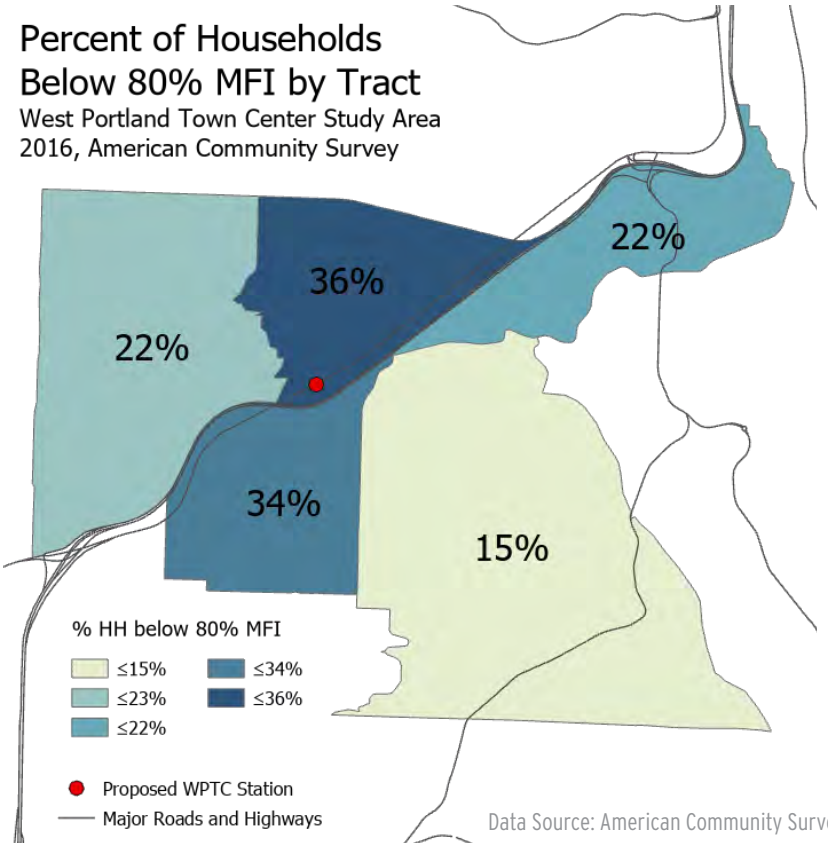
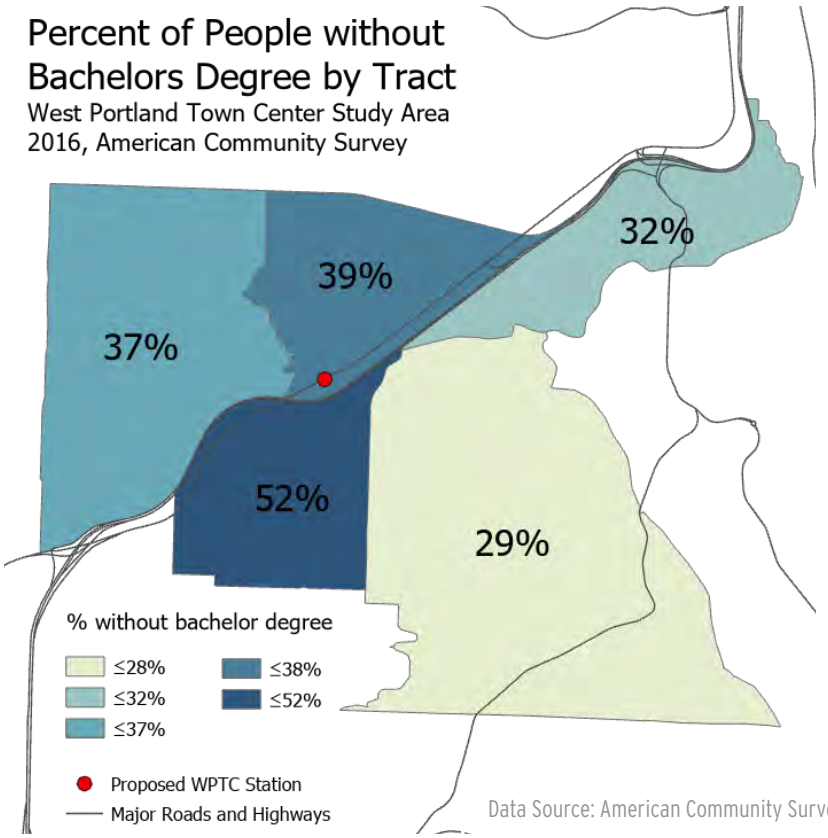


Figure 9. Income Levels in WPTC Study Area Census Tracts, 2016



Data Source: American Community Survey, 2016

Figure 10. Percent of People with a Bachelor's Degree in WPTC Study Area Census Tracts, 2016



Data Source: American Community Survey, 2016

Housing Tenure

The WPTC study area as a whole has more homeowners than renters. Only 28% of study area residents are renters, while 72% own their homes. This is a much lower percent of renters than the city of Portland as a whole (see Table 3). However, the West Portland Park and Multnomah neighborhoods have renter populations equal to or above citywide averages.

Homeownership and renting each have their own costs and benefits. Historically, homeownership was viewed as the social ideal, and public policy primarily focused on moving renters into homeownership, while neglecting the needs of renters.

As demographics shift, and lifestyle preferences change, more people may choose renting as the tenure that best fits their financial needs, lifestyle, and point in their life cycle. With both a history of prioritizing ownership and shifts in tenure choices comes a need for policies that help provide safe and affordable housing options for all tenure choices.

Housing Tenure by Race

Figures 11 show housing tenure by race. By examining these numbers, we can see the lingering effects of historic federal, state, municipal, and financial sector policies that favored the segregation of White homeowners from Black people, which can still be felt today.

Across all geographies, the majority of people who identify as Black rent their homes. Citywide, 70% of Black people live in rental housing, while 30% own their homes. In the WPTC, 84% of Black people rent their homes, while 16% own their homes. In West Portland Park, 91% of Black people rent their homes, while only 9% own their homes. This is in stark contrast to White residents, the majority of whom own their homes, across all geographies.

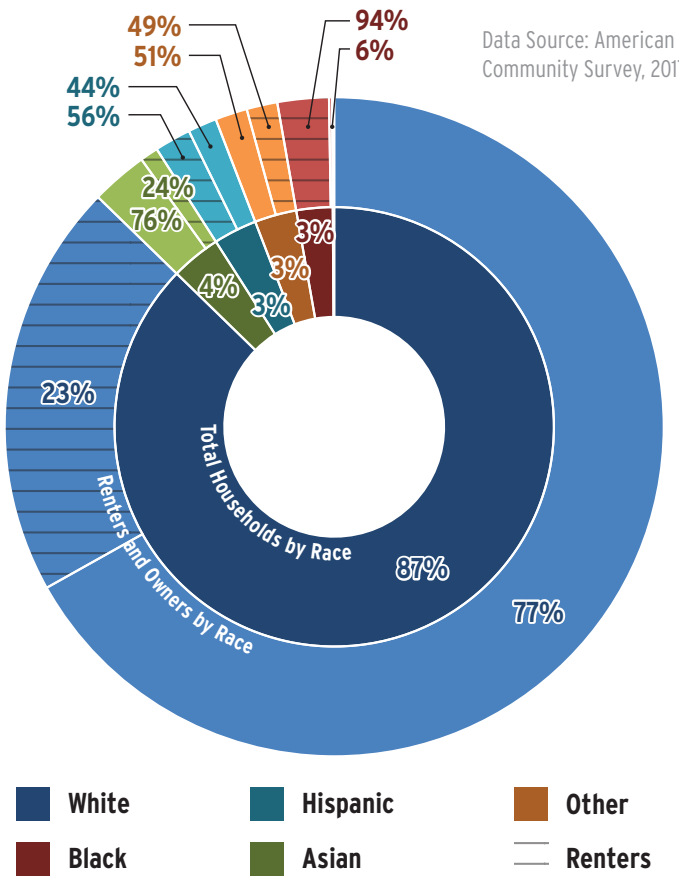
These numbers are the statistical evidence of the enduring legacy of racially biased policies. They reflect historic zoning choices intended to lock the Black community out of single family neighborhoods and deny them the economic opportunities that can be created through home ownership.

Table 3. Housing Tenure

Demographic	WPTC Study Area Census Tracts	West Portland Park	City of Portland
% Renter Occupied Housing	28%	43%	43%
% Owner Occupied Housing	72%	57%	57%

Data Source: American Community Survey, 2016

Figure 11. Housing Tenure by Race



Commute Mode Choices

Commute mode choices differ significantly from city averages across all census tracts in the study area (see Figures 13 and 14). The commute mode choices in this area skew heavily towards the use of personal vehicle, reflecting the lack of connectivity and safe access for bicycles and pedestrians in the study this area.

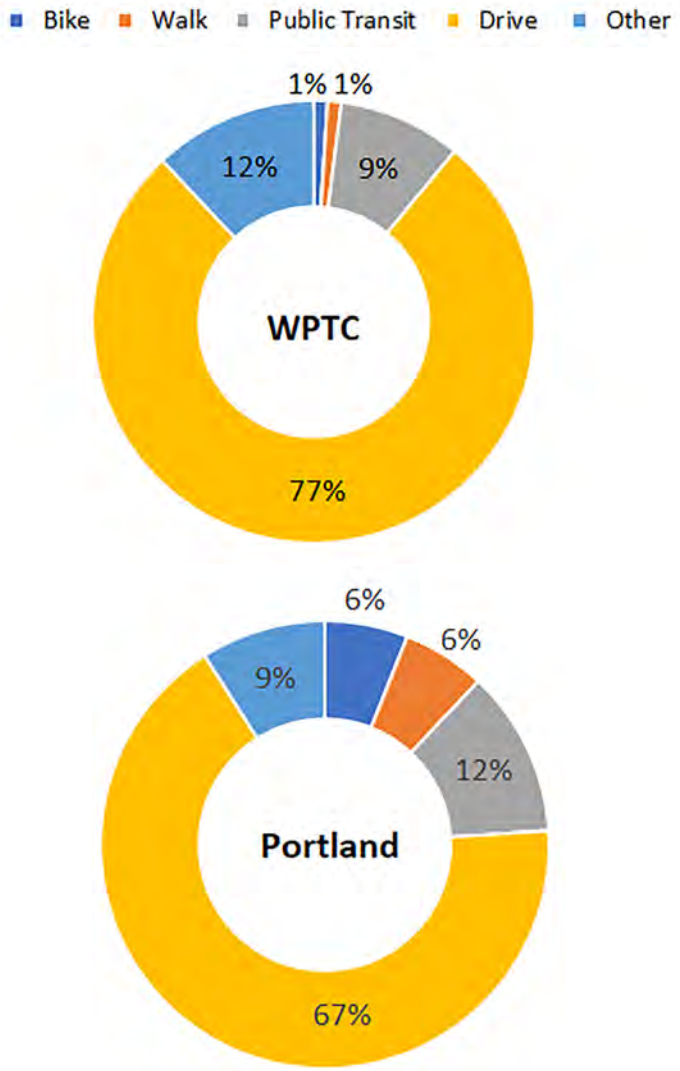
The Southwest Corridor has many barriers to active transportation, such as lack of street connectivity, hilly terrain, and lack of safe crossings and sidewalks. Only 1% of people living in the study area bike to work, compared to 6% on average citywide. Similarly, only 1% of people living in the study area walk to work, compared to 6% on average citywide. The Barbur Transit Center is the area hub for public transit, and is served by three lines, the 12, 64, and 94. The 12 bus is the only frequent service line. Also within the WPTC, line 44 serves SW Capitol Hwy, and line 43 serves SW Taylors Ferry Rd. Public transit ridership in this area is slightly lower than city averages, at 9% in the study area compared to 12% citywide.

Lack of connectivity can inhibit access to jobs, education, and services.

In the WPTC area, these issues are largely a product of the hilly terrain, lack of active transportation infrastructure (sidewalks, safe crossings), lack of frequent transit service, and the locations of freeways and highways in the corridor. The majority of residents in this area chose to commute by personal vehicle. An average of 77% of people in the study area commute by car, compared to 67% citywide.

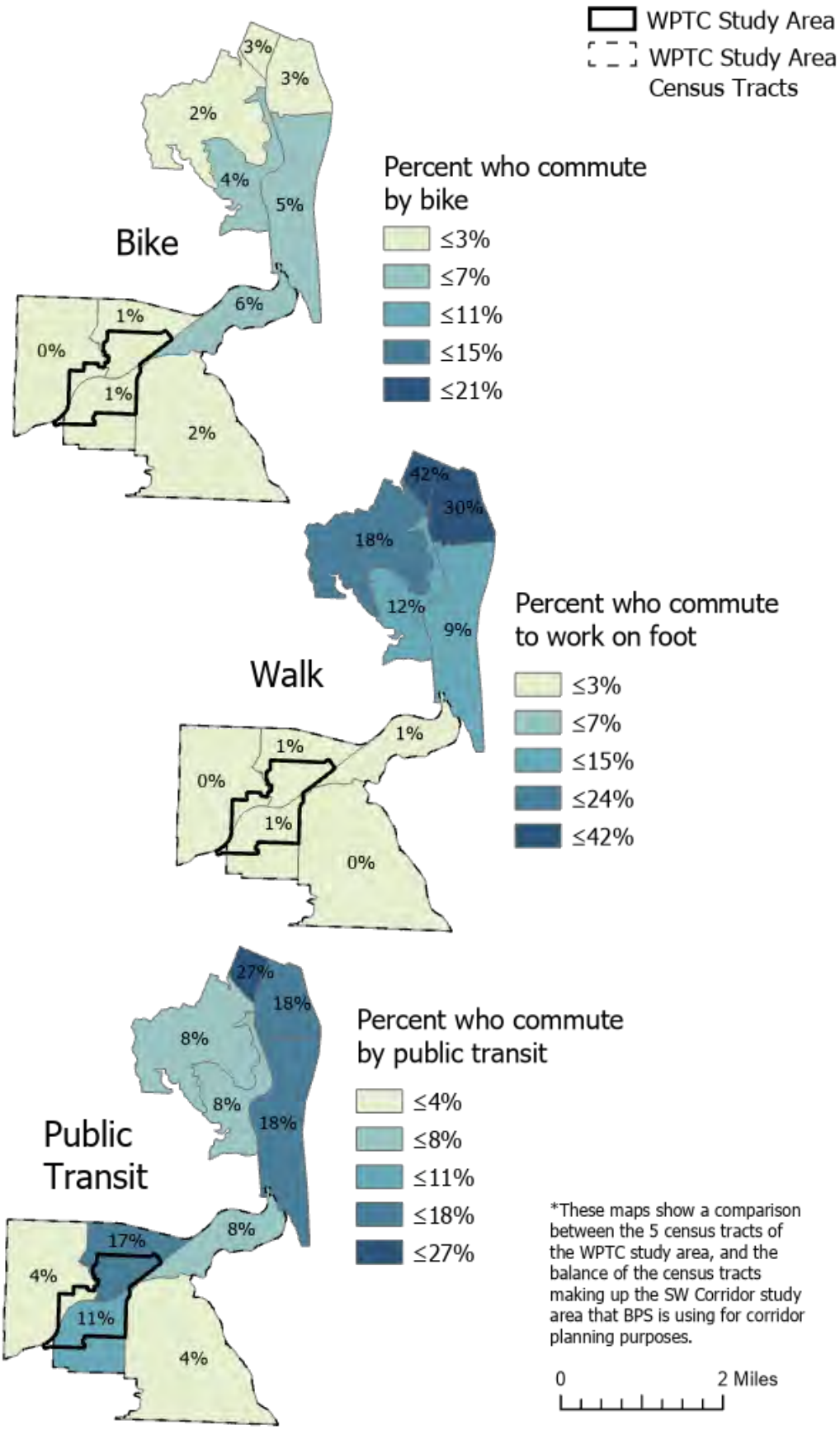
Only 11% of WPTC residents have more than a 40 minute commute, compared to 18% of residents citywide. This is likely because of the proximity of the neighborhood to the 1-5 freeway and the fact the majority of residents commute by car.

Figure 12. Commute Mode Split



Data Source: American Community Survey, 2017

Figure 13. Commute Mode Split By Tract



Data Source: American Community Survey, 2016

West Portland Town Center Existing Conditions Analysis: Urban Form Assessment

Draft Report

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

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West Portland Town Center Urban Form Assessment

Overview and Methods

The team conducted an urban form assessment of the West Portland Town Center (WPTC) study area. Using GIS data, policy documents, and on-the ground fieldwork, we analyzed connectivity, walkability, existing land use patterns, community assets, and building forms. As an outcome of this analysis, we identified the opportunities and constraints for an urban form that would be supportive of healthy, connected communities. The goal of this exercise was to identify the strengths and weaknesses of the existing built form of the study area so that design concepts preserve strengths and address weaknesses with design solutions.

West Portland Town Center is one of two regionally-designated town centers in the southwest area of Portland, out of only five citywide. As such, it presents an opportunity to capture future regional population and job growth. In order to successfully develop as a vibrant town center, there are several key ingredients. These include: vibrant and synergistic land uses; memorable places; high quality parks and schools; and easy and inviting streets and trails that connect destinations to one another. The WPTC has many of these important elements present today; and through recently adopted zoning is encouraging the increased diversity of housing choice across its neighborhoods and higher intensity mixed-use development in its core. Additionally, the proposed light rail will increase multimodal access to regional employment and education opportunities while increasing shopping options and services that will allow residents to access all their daily needs with a short walk or bike ride. With this important groundwork in place, the WPTC is actively seeking to fulfill its Comprehensive Plan goal of achieving twenty-minute neighborhoods while also providing a full range of affordable housing options and culturally relevant goods and services for the full diversity of Portland residents.

Currently, however, the Town Center lacks a true center. The geographic center of the WPTC area, located at the crossing of SW Barbur Boulevard and SW Capitol Highway, is a busy, auto-oriented intersection surrounded by low buildings set back behind parking lots. There are no street trees or greenery to soften the expanse of paving and invite pedestrians to use the streets. The primary pedestrian connection from south to north is a marked, signal-protected crosswalk that is about 160 feet long and takes roughly 40 seconds to cross. Once the push button is activated, a person on foot must wait several minutes for the right to enter the crosswalk. In short, it's a pedestrian-hostile environment that is equally hostile to people navigating the area by bike. The intersection serves as an important crossing for regional auto access, facilitating the movement of cars coming from all directions on Barbur Boulevard and Capitol Highway, but does so at the expense of all other users.

With the WPTC being bisected by I-5 and Barbur Blvd, it functionally has two hearts: one around the civic campus, Islamic School of Portland, low-cost market-rate apartment complexes, and destinations to the south; the other generally anchored by Barbur World Foods and surrounding destinations to the north. Connecting the two hearts by solving the dangers of the crossroads is critical to the success of the town center.

Key Findings

Opportunities

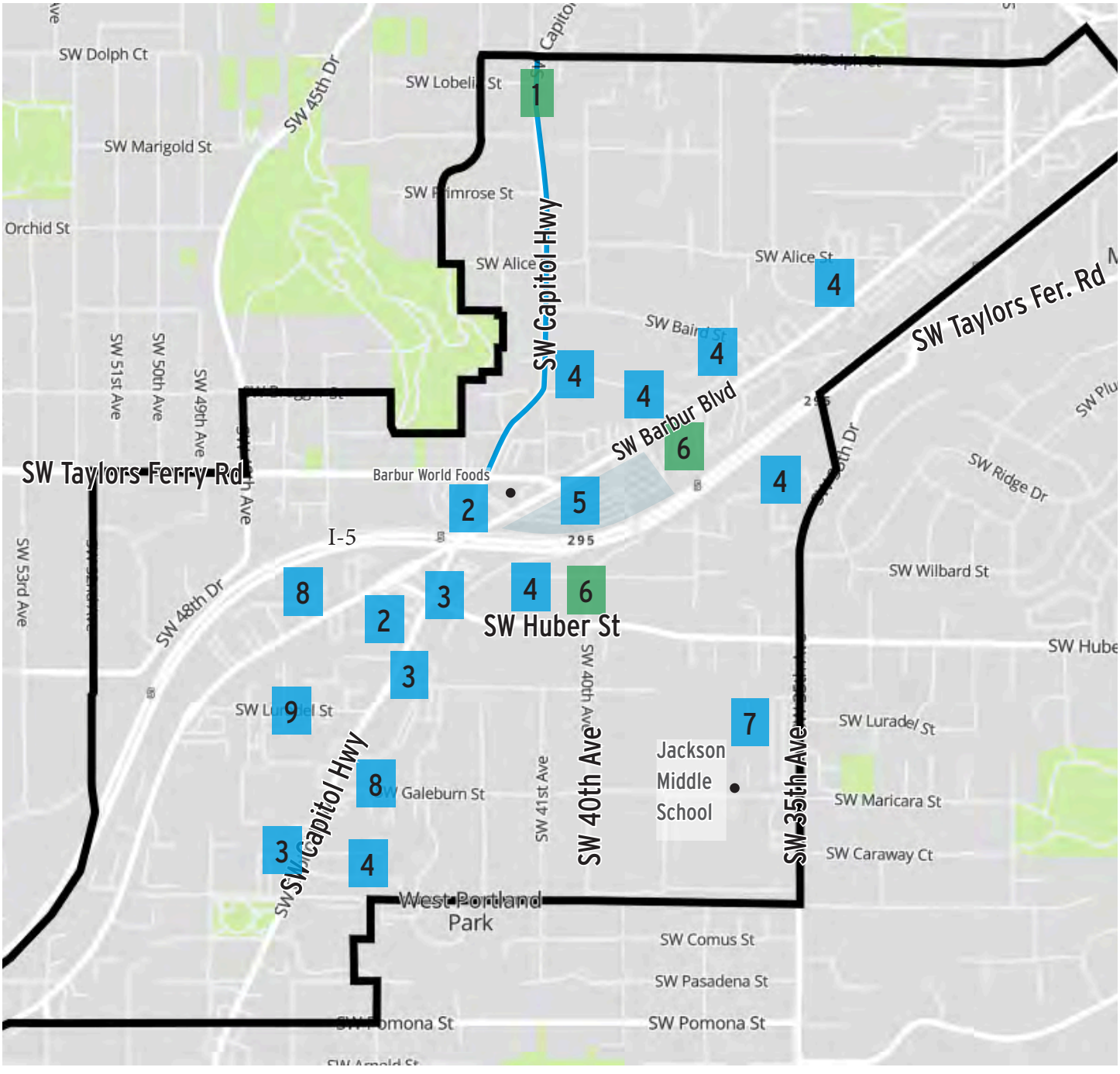
- Underused mixed-use development capacity is present along SW Barbur Boulevard with many parcels zoned CM2 (Commercial Mixed Use 2). CM2 zoning permits a much greater zoning capacity than is currently being used by developments along Barbur. Developments that take advantage of this zoning designation will translate into a street more human-scaled and urban in character.
- Many of the parcels currently zoned CM2 are designated as CM3 in the Comprehensive Plan, which would thus not need to be amended for them to be re-zoned to CM3.
- Underused mixed-use development capacity is present within the neighborhoods south of SW Barbur Boulevard on either side of SW Capitol Highway and along SW Huber. Limited pockets of parcels zoned CM1 (Commercial Mixed Use 1) could be redeveloped with neighborhood-serving, mixed-use projects.
- Significant residential infill opportunities exist within the Town Center. Areas zones R1 and R2 near SW Barbur Boulevard and SW Capitol Highway permit duplexes, rowhouses, and garden apartments. Parcels zoned R1 also permit multidwelling structures. The proposed Residential Infill Project would permit a wider variety of housing types on those parcels zoned R5 and R7.
- Existing park and ride lot is a large, publicly-owned development site. The site is zoned CM2 and therefore could be developed with higher density, mixed-use projects up to four to five stories in height.
- Schools and parks serve the families of the area while also providing recreation and community activities for the larger community. Jackson Middle School, Markham Elementary School, and the Capitol Hill Library are important public resources. Although located just outside the study area, the Holly Farm Park, Loll Wildwood Natural Area, Woods Memorial Natural Area, and Spring Garden Park also represent important amenities.
- Naturally-occuring low-cost market-rate housing near the mosque is the densest and most affordable in the area, providing housing for a well-established east African immigrant community.
- Existing empty or underutilized commercial buildings present an opportunity for entrepreneurs to take advantage of lower cost business space.
- SW Capitol Highway sidewalk improvements make an important pedestrian and bicycle link between Multnomah Village and the WPTC area.
- Protected pedestrian/bike-only crossing of I-5 offers one of the few connections across the barrier of the highway while a protected pedestrian crossing provides a safe crossing of Barbur. The park and ride side connects south of I-5 residents; the protected pedestrian crossing allows connection to the north of SW Barbur Boulevard.

Constraints

- I-5 bisects the WPTC. Only two pedestrian crossings exist (one of which is unfamiliar to many local residents), leaving many areas unconnected to one another.
- On and off-ramps to I-5 further degrade the urban environment and create peak-hour auto congestion. The right-of-ways for ramps are wide, forcing pedestrians to cross lengthy intersections with queued cars. Small islands are the only resource to protect pedestrians, translating into a hostile crossing environment.
- The number of auto-turning movements at the crossing of SW Barbur Boulevard and SW Capitol Highway compromises the intersection for use by others, both on foot and by bike.
- Pedestrians and cyclists are forced to use major streets designed primarily for regional auto access. In the commercial areas of the town center sidewalks are often non-existent or inadequate. Likewise, bicycle lanes are non-existent or don't meet best practices. This makes it very challenging for users to access the town center.
- Pedestrian access is limited throughout the WPTC area. Sidewalks are rare and discontinuous. Both the street-path network, and the quality of the pedestrian environment discourage walking. Many pedestrian connections are stairs, which limit some people's access.
- Even if additional connections could be built over the freeway, steep topography and the other previously described constraints make connecting the north and south sides of the town center for bicycles and pedestrians a challenging proposition that will require innovative solutions.

West Portland Town Center

Opportunities



1 **SW Capitol Highway sidewalk improvements.** Makes important pedestrian and bicycle link between Multnomah Village and West Portland Town Center along Capitol Highway and will provide walkways, bikeways and stormwater management.

2 **Underused mixed use development capacity along Barbur.** CM2 zoning (Commercial Mixed Use 2) along SW Barbur Boulevard permits much greater zoning capacity than is currently used, especially if SW Barbur Boulevard becomes more human-scaled and urban in character. Existing drive-through suburban style businesses could be redeveloped to create walkable commercial areas that better serve the civic campus and multi-family housing to the south, and support the emergence of a stronger community heart in the north.

3 **Underused mixed use development capacity within the neighborhoods.** CM1 zoning (Commercial Mixed Use 1) in limited pockets permits neighborhood-serving mixed-use development to the south of Barbur Boulevard, on SW Huber and SW Capitol Highway.

4 **Significant residential infill opportunities within Town Center.** R1 and R2 zoning near Barbur and SW Capitol Highway permits multidwelling structures (in R1), and in both zones duplexes, rowhouses, and garden apartments. The proposed Residential Infill Project may permit a greater variety of housing types on R5 and R7

5 **Large publicly-owned development site.** Existing park and ride lot, zoned CM2.

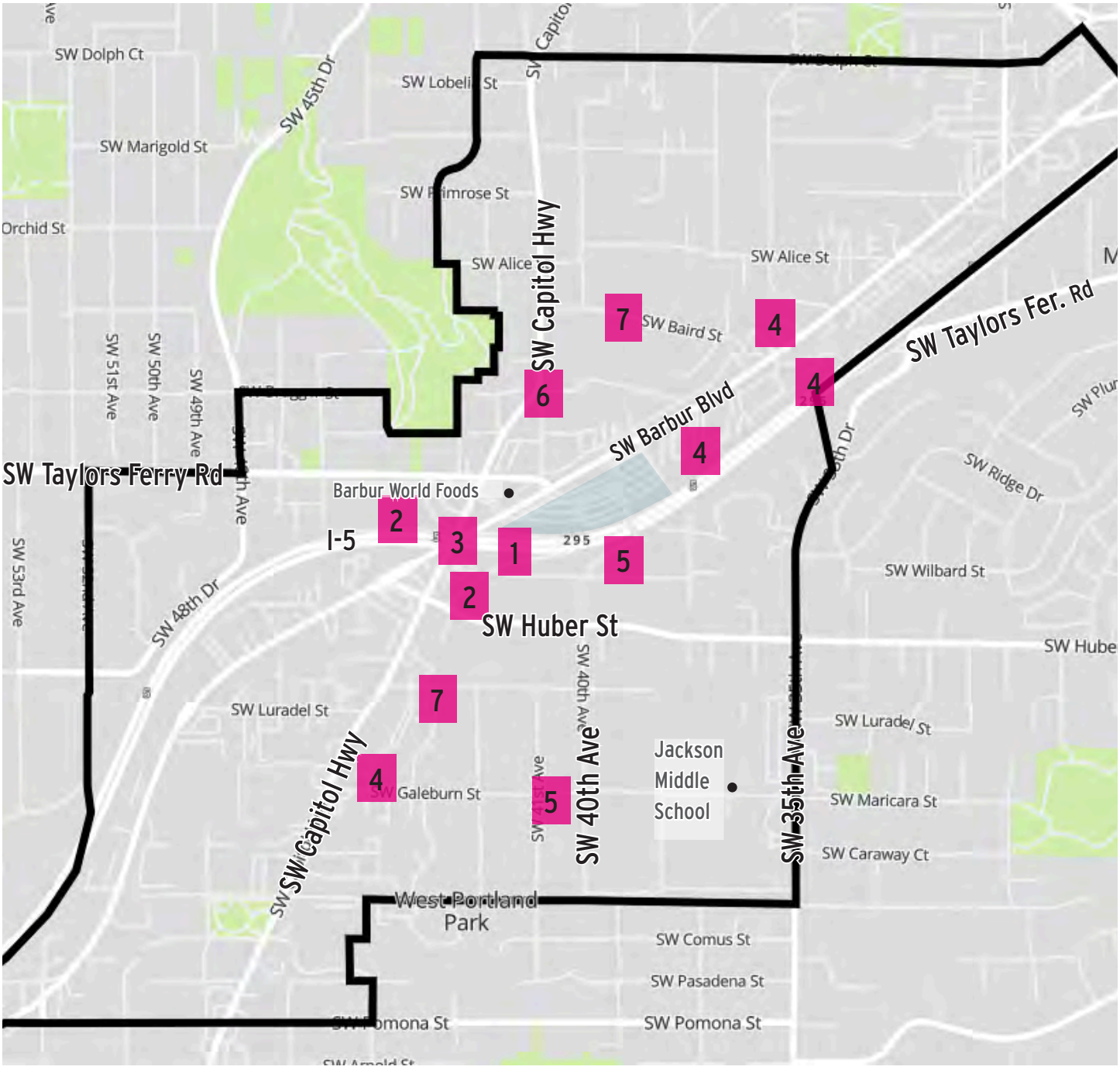
6 **Pedestrian and bike-only crossing of I-5.** Park and ride site connects the south of I-5 residential neighborhood; protected pedestrian crossing at Barbur allows connection to the north of SW Barbur Boulevard.

7 **Schools and parks serve families and also provide recreation and community activities.**

8 **Suburban-in-transition development pattern provides naturally occurring affordable business and housing opportunities.**

9 **Low-cost market-rate existing housing is already relatively dense, affordable, and culturally important.** Because it is not protected from market forces, this housing is at risk of rising market rents.

Constraints



1 **I-5 bisects the town center.** The only two crossings of I-5 in this location are the pedestrian bridge to the park and ride, and the crossing of SW Barbur Boulevard and SW Capitol Highway.

2 **On and off-ramps to I-5 further degrade the urban environment and create peak hour auto congestion.**

3 **The number of auto turning movements at the crossing of Barbur Boulevard and SW Capitol Highway** compromises the intersection for use by other users, on foot and on bikes or other low-speed mobility devices.

4 In the commercial areas of the town center, **pedestrians and cyclists are forced to use major streets designed primarily for regional auto access**. Sidewalks are nonexistent or inadequate. Bicycle lanes are nonexistent or don't meet best practices.

5 Elsewhere in the town center area, **pedestrian access is limited**. Sidewalks are rare and discontinuous. Both the street-path network and the quality of the pedestrian environment discourage walking. Many pedestrian connections are stairs, which limits some people's access.

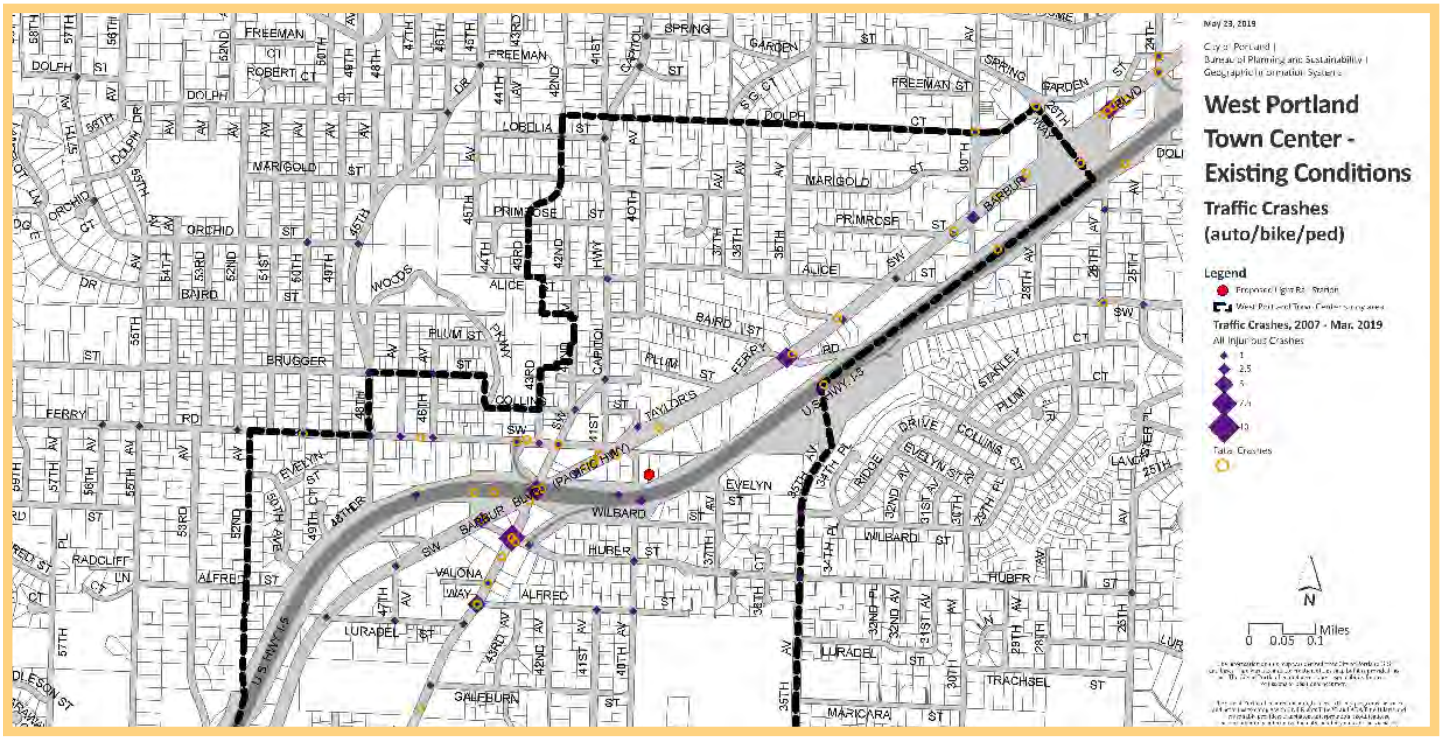
6 **Bicycling access is challenging** for many of the same reasons, and exacerbated by steep topography of many routes.

7 Even if additional connections could be built over the freeway, **steep topography makes connecting the north and south sides of the town center difficult.**

Barbur and SW Capitol Highway are both high-crash corridors.

Aerial view of SW Barbur and SW Capitol Highway intersection. Google Earth, earth.google.com/web/

Portland data showing traffic-related deaths and injuries.



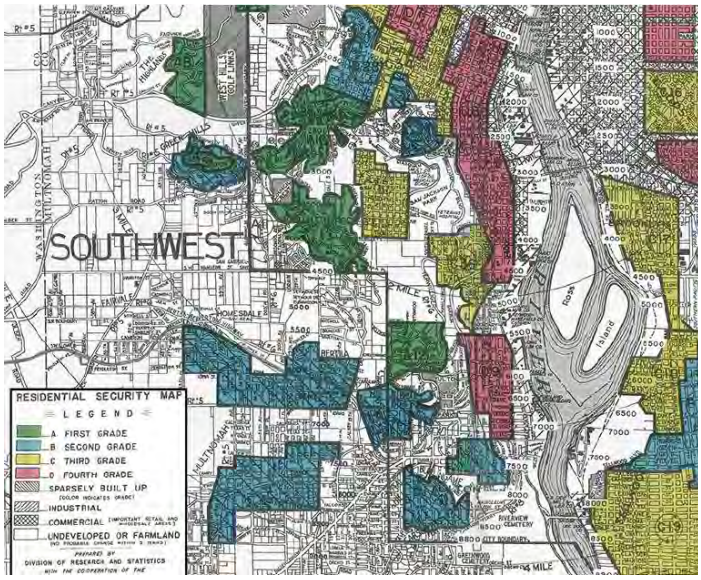
Land Use Patterns, Building Forms, and Community Assets

Land Use: Single-Family Residential Zoning

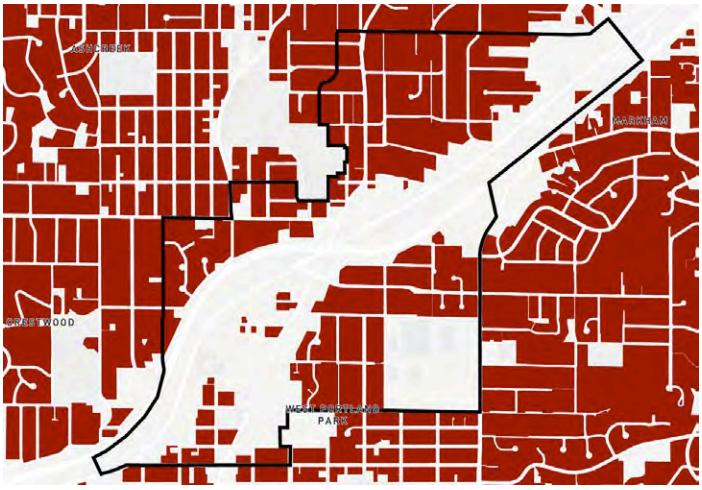
Equity and Community Implications

- Portland's zoning code refers to zones R2.5, R5, R7, R10, R20 and RH collectively as the Single Dwelling Zones. This report uses the terminology Single Family Residential (SFR) to refer to these existing zones, to distinguish them from the new Single Dwelling Zone definitions that are proposed for adoption under the Residential Infill Project.
- Single Family Residential (SFR) zoning has historically been used as a tool to enforce racial and economic segregation.
- The large amounts of land area dedicated to SFR in this area, 86% of all buildable or built acreage, are a lingering reminder of the historical intent for this area to be focused on occupancy by white homeowners.
- As shown in the "redlining" map at right, communities of color were also systematically discriminated against in the provision of federal home loan insurance. Overcoming this legacy of racial and economic exclusivity is thus a challenge for the successful creation of opportunity for all.
- Single family zoning results in low densities (below 8 homes per acre) that do not support frequent transit service or nearby walkable destinations, and do not provide sufficient population to sustain more robust local-serving commercial areas. Instead, commercial uses rely on customers arriving by automobile, which drive auto-oriented site and building designs leading to vehicular travel improvements being prioritized over those for pedestrians and bicycles.
- Low-density SFR development patterns require a more decentralized pattern of daily activity, which generally is associated with high rates of drive-alone commute and other trips, resulting in higher GHG emissions per capita than development patterns that support more walkability.
- By reinforcing the need for the expense and use of private automobiles, SFR zones can lead to the disenfranchising of those with mobility, economic and other limitations.
- Most SFR development patterns generally do not generate sufficient revenue to cover the operations and maintenance costs related to providing them with city services.

Home Owners Loan Corporation - 1938 Map

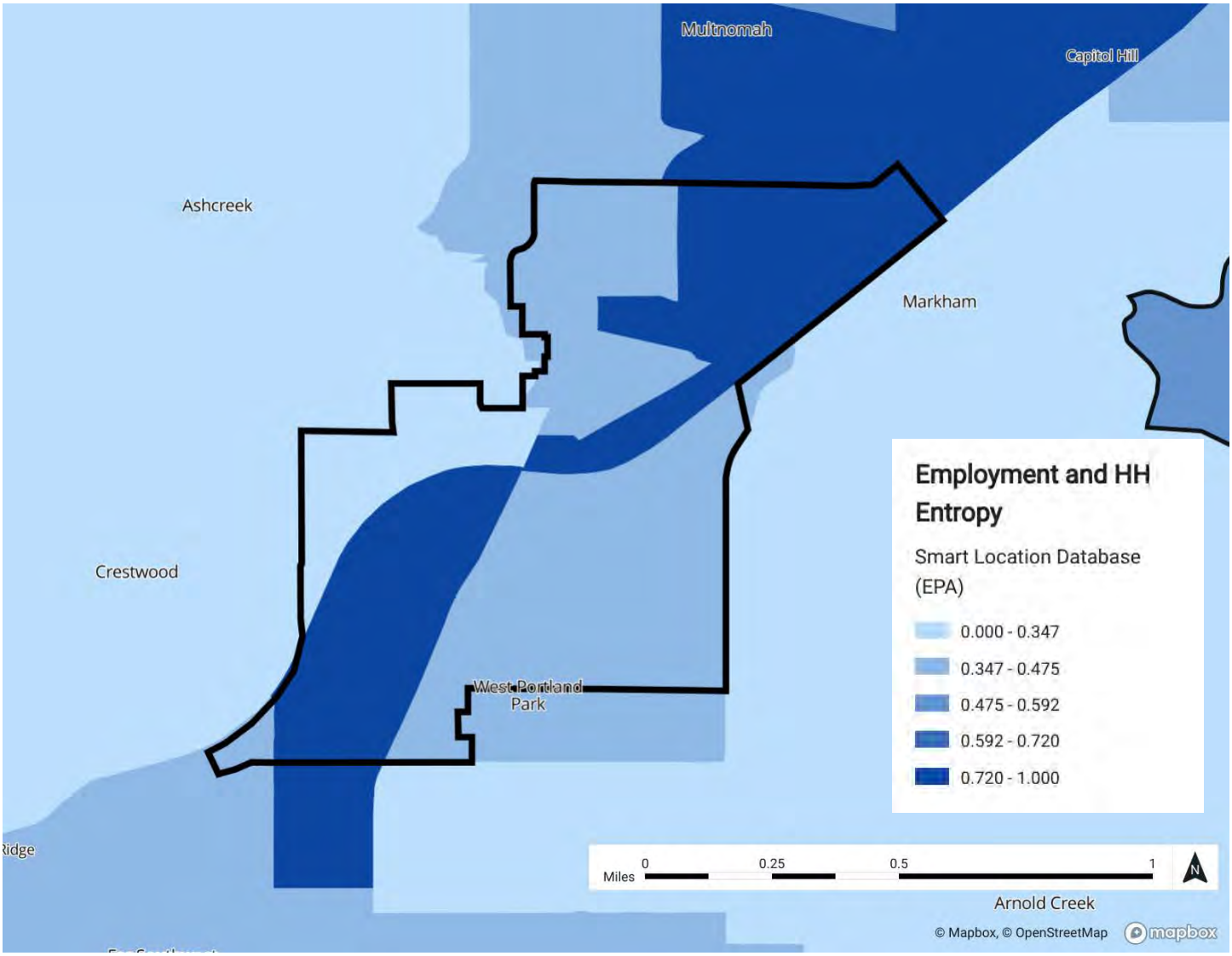


Existing Single Family Residential Zones



Single Family Residential (SFR) Zoning

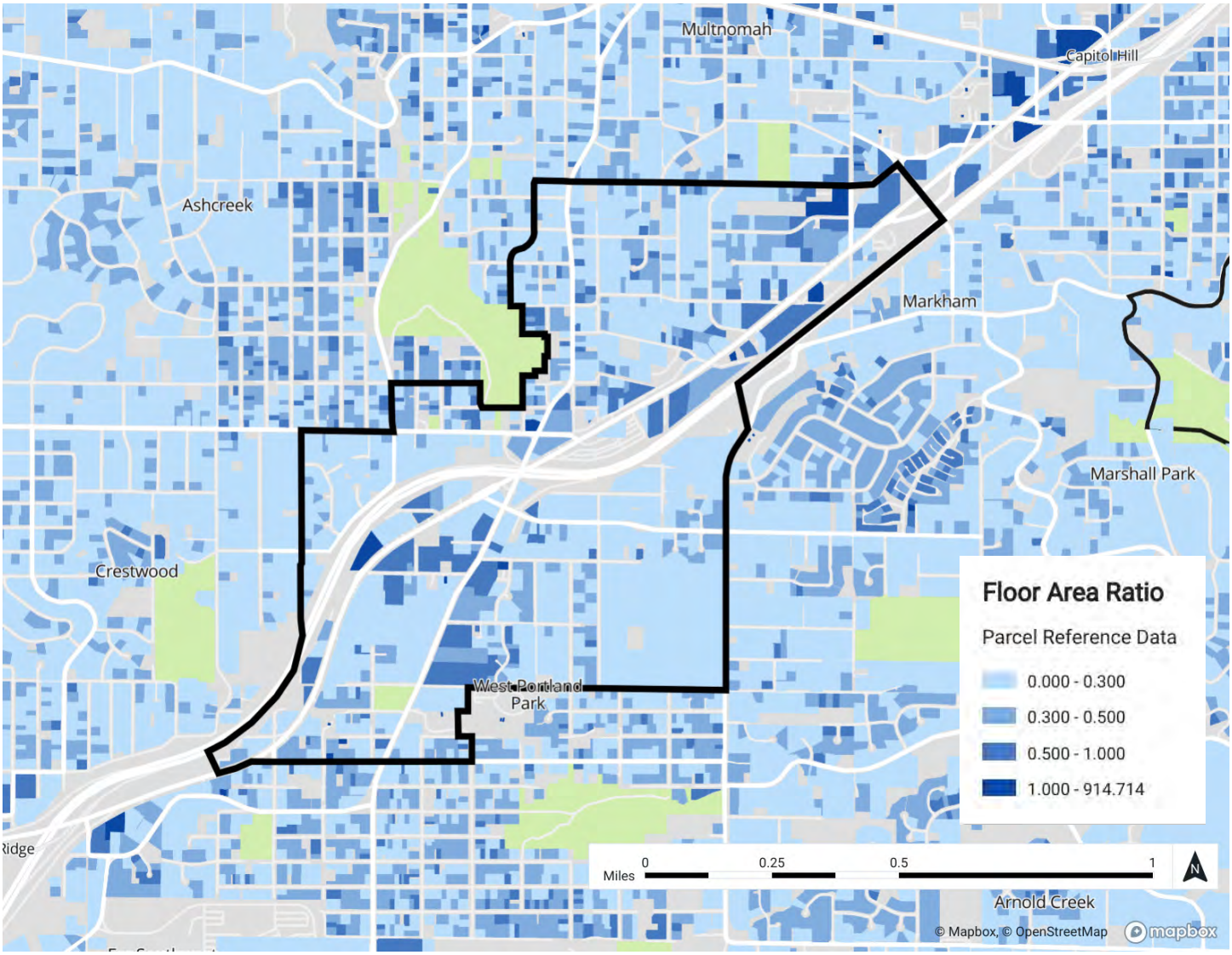
Mix of Uses: Employment and Households



Equity and Community Implications

- In general, single-use buildings dominate the WPTC area; where the area does see a mix of uses, those different uses are in individual buildings, separated from one another by parking and landscaping and thus reducing the attractiveness of the area to pedestrians.
- Areas with a greater mix of uses are associated with greater walking, bicycling, and transit usage.
- Areas with a low mix of uses, dominated by single uses, are associated with high rates of automobile usage.
- The WPTC area has a generally low mix of uses, indicating the dominance of single-use buildings in the area that are a legacy of its development with an automobile-focused built form.
- The exiting built form's low mix of uses is a strong contributing factor that reinforces the high rates of automobile travel in the WPTC area.
- Areas with a greater mix of uses tend to be more attractive to pedestrian-oriented businesses, by concentrating more potential customers nearby to build greater levels of local aggregate demand.

Building Forms: Average District FAR & Map of FAR

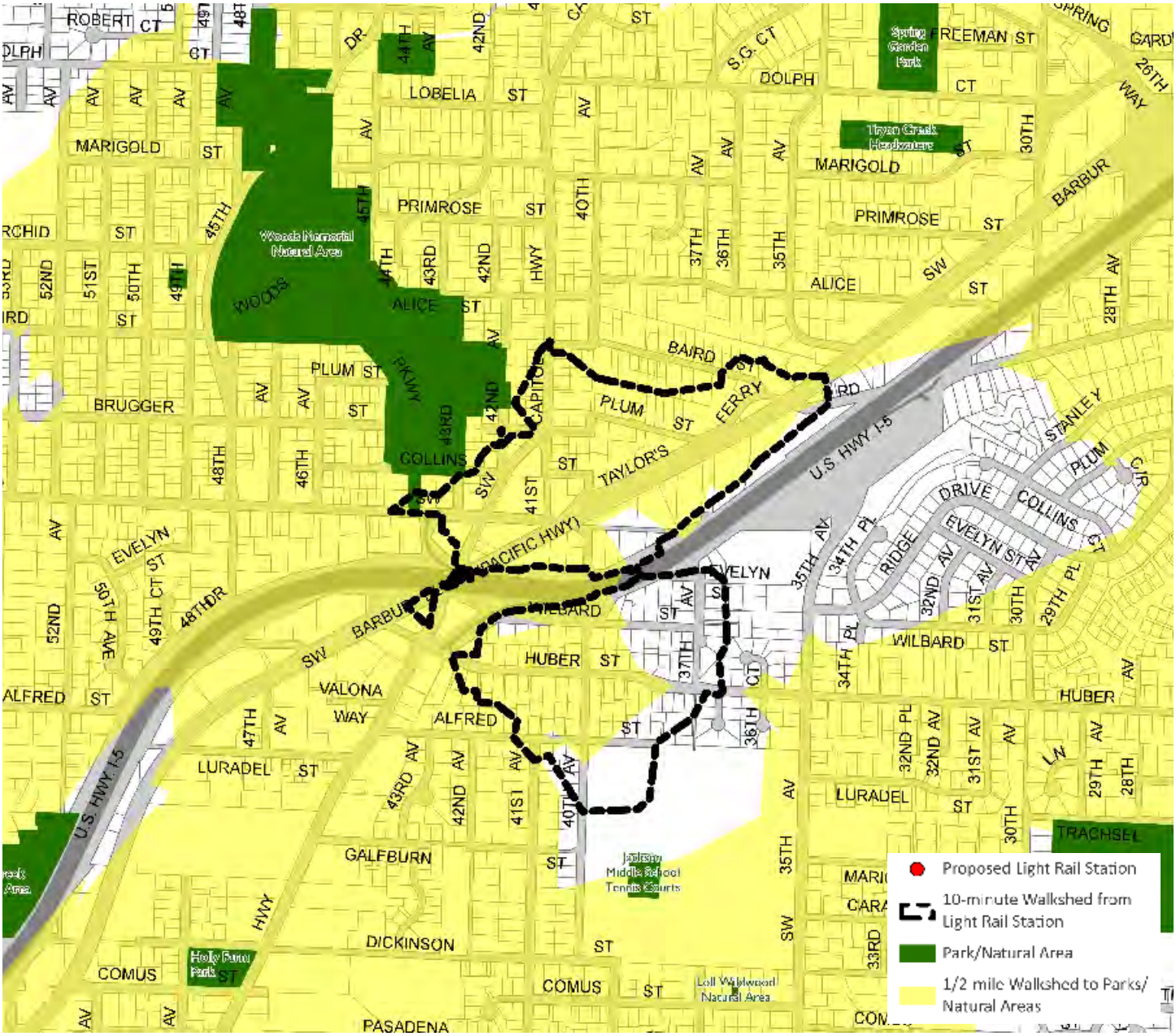


The District FAR for WPTC is: 0.26

Equity and Community Implications

- Lower levels of Floor Area Ratio (FAR), especially below 0.5, indicate a low intensity of land use, and a corresponding greater focus on automobile usage for most trips than in areas with a greater intensity of use, indicated by a higher FAR.
- The additional cost burden of owning a car for lower-income households can drive racial disparities based on larger housing and transit cost burdens as a percentage of overall household budgets.
- Higher-FAR buildings that replace on-site parking by locating in a pedestrian-focused district can support more, smaller commercial spaces without needing to provide additional off-street parking for each business on site.
- Smaller businesses in smaller spaces, that tend to find space in such areas with a greater mix of uses, are more accessible to new business entrepreneurs by reducing the costs and barriers to entry.

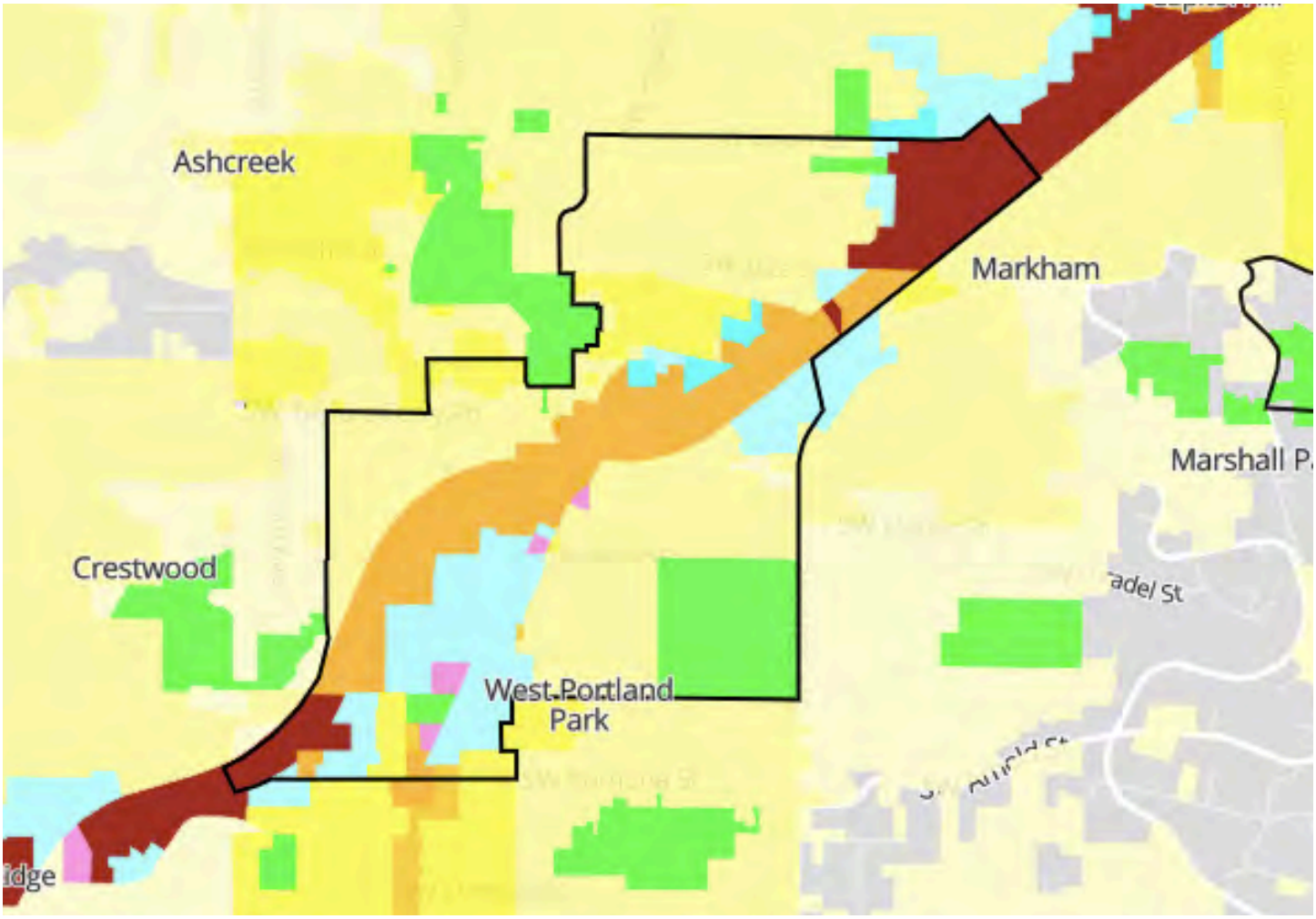
Parks: Areas within 1/2 Mile of a Park or Natural Area



Equity and Community Implications

- Most parts of the WPTC are within a 1/2-mile walk of a park or natural area.
- A gap in access has been identified by the Portland Parks Bureau in the eastern portion of the southern part of the study area.
- In addition to this identified locational gap, there may be a mis-match between the type of parks facility available, and those desired by the community. For instance, there are no urban plazas currently in the study area, though an urban plaza is an amenity type that may support community aspirations for multi-cultural gathering space in the Town Center area.

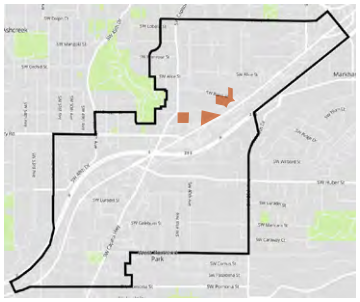
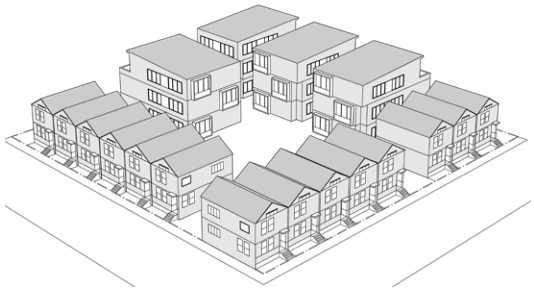
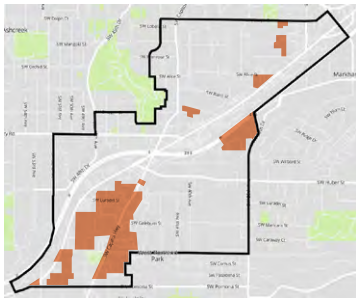
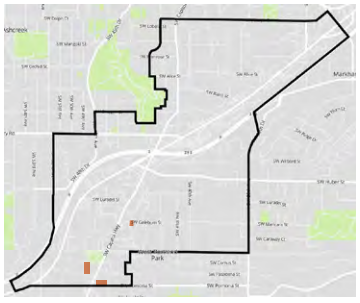
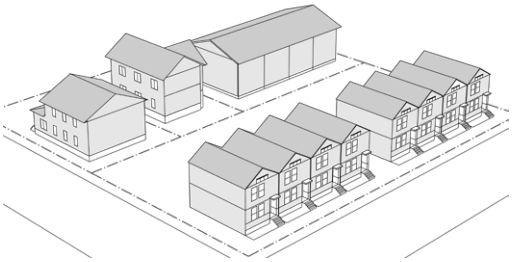
Zoning



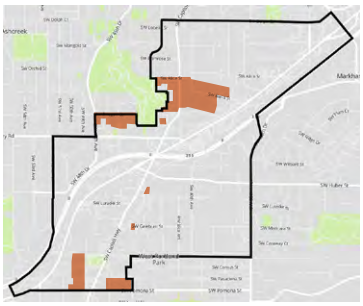
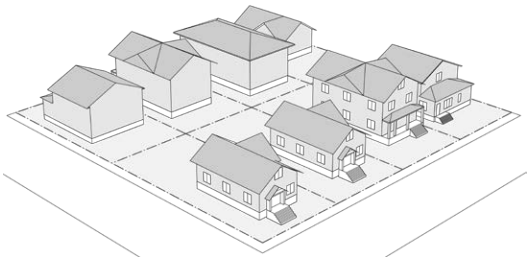
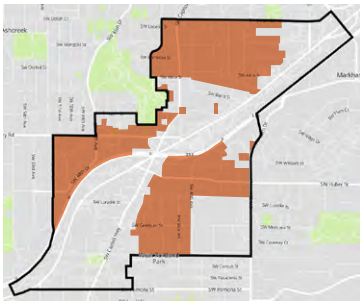
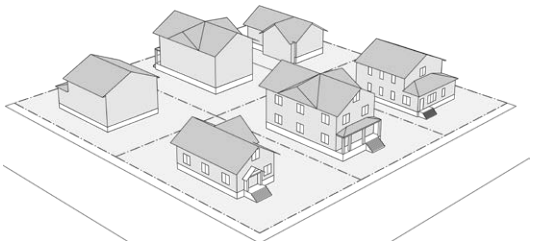
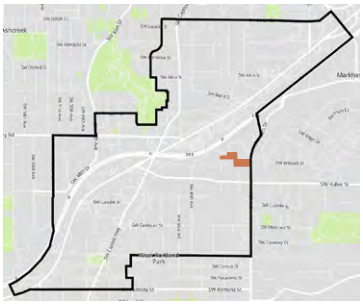
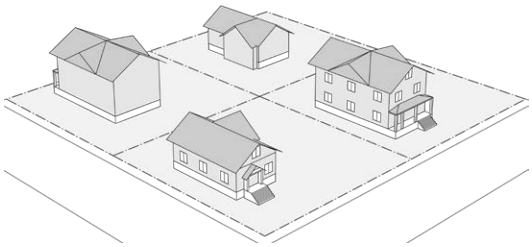
Zone		Acres	Share of Study Area
	Residential 1,000 (R1)	3	0.5%
	Residential 2,000 (R2)	48	7.3%
	Residential 2,500 (R2.5)	2	0.3%
	Residential 5,000 (R5)	30	4.6%
	Residential 7,000 (R7)	191	29.0%
	Residential 10,000 (R10)	4	0.6%
	Commercial Mixed Use 1 (CM1)	45	6.8%
	Commercial Mixed Use 2 (CM2)	121	18.4%
	Commercial Employment (CE)	117	17.8%
	Open Space (OS)	97	14.7%

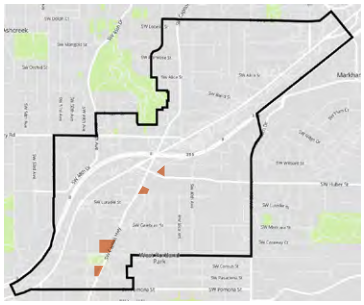
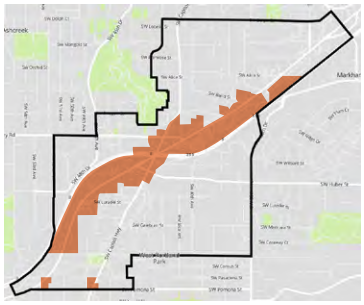
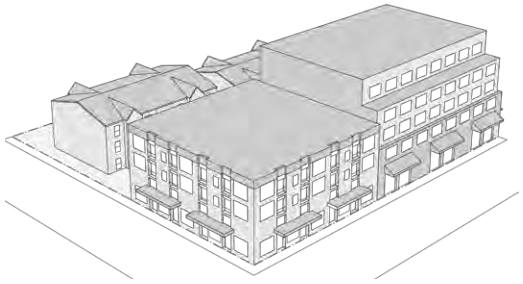
In order to understand development capacity and compare it to existing land uses, we looked at each zone to see what is permitted. The following pages show where each zone exists in the SW study area along with the City's zoning summary highlighting permitted uses, maximum density, and allowable height and overall character.

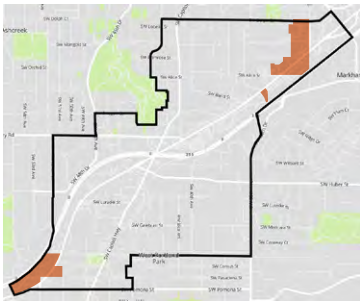
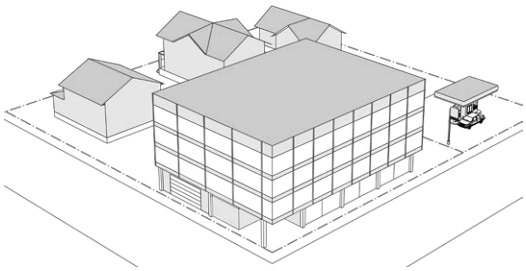
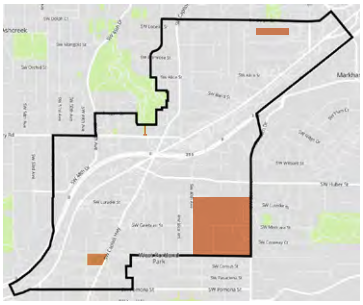
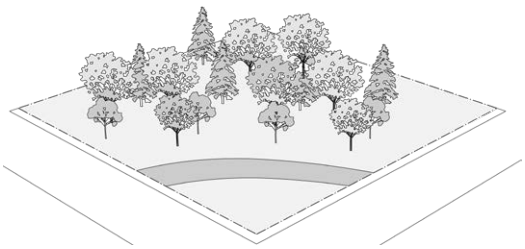
Note: This summary table is for the total land within the WPTC study area as indicated by the black boundary line on the map on this page.

Zone	Description and Map	Share of Study Area	Max Height	Max Density or FAR
R1	The R1 zone is a multi-dwelling zone. Housing is characterized by 1-4 story buildings and a high building coverage. The types of new development will be multi-dwelling structures (condominiums and apartments), duplexes, townhouses and rowhouses.[1]  	0.5%	45′	43 units per acre
R2	The R2 zone is a multi-dwelling zone. Housing is characterized by 1-3 story buildings, but at a higher building coverage than R3 zones. The types of new development will be duplexes, townhouses, rowhouses and garden apartments.[1]  	7.3%	40′	21.8 units per acre
R2.5	The R2.5 zone is a single-dwelling zone which allows 1 dwelling unit per 2,500 sq. ft. The major types of new housing development will be limited to single family dwellings, rowhouses, duplexes and accessory dwelling units (ADU).[2]  	0.3%	35′	1 unit per 2,500 sq. ft.

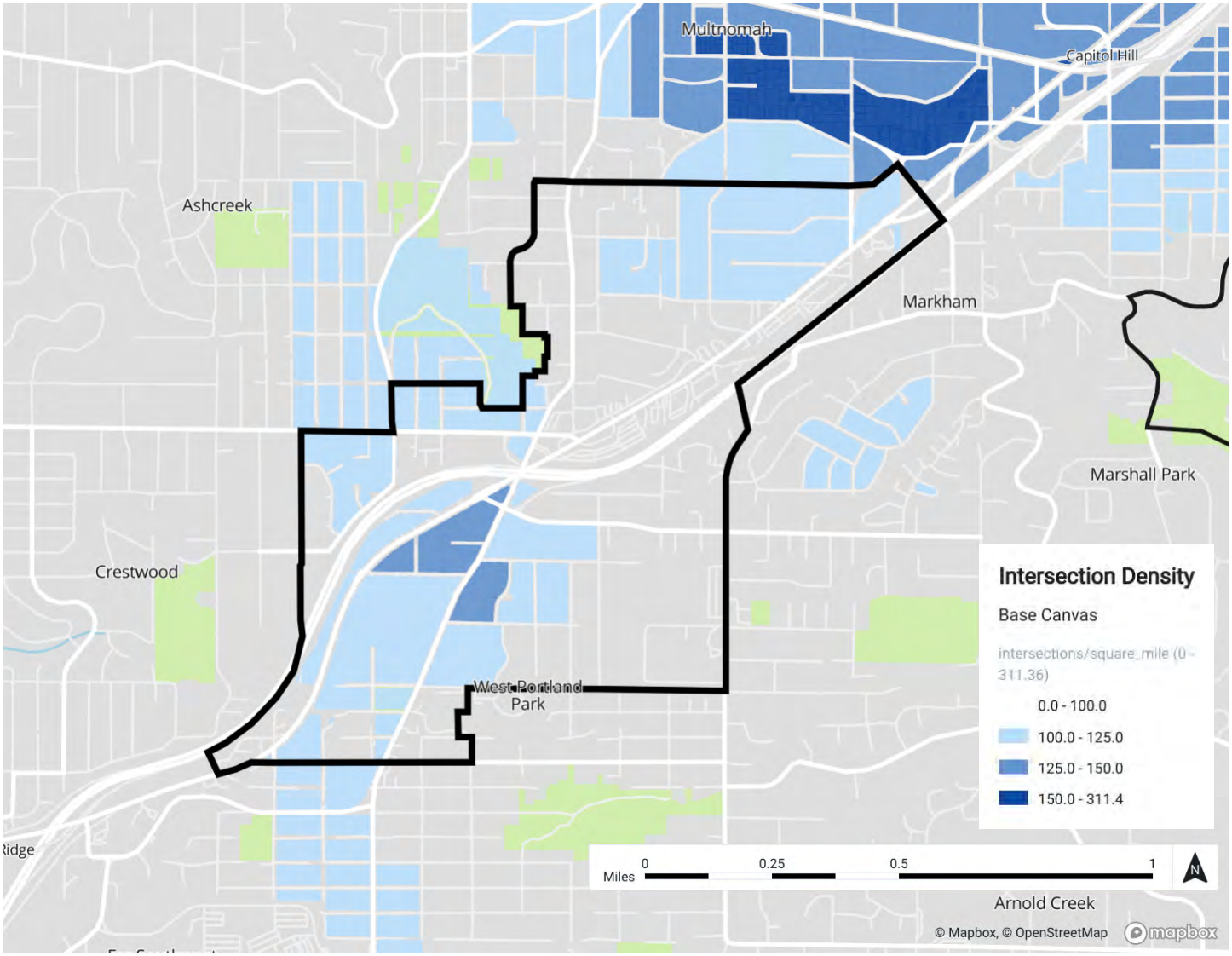
[1] The standards of this zone may change if recommendations of the Better Housing by Design project are adopted.
[2] The standards of this zone may change if recommendations of the Residential Infill Project are adopted.

Zone	Description and Map	Share of Study Area	Max Height	Max Density or FAR
R5	The R5 zone is a single-dwelling zone which allows 1 dwelling unit per 5,000 sq. ft. The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.[2]  	4.6%	30'	1 unit per 5,000 sq. ft.
R7	The R7 zone is a single-dwelling zone which allows 1 dwelling unit per 7,000 sq. ft. The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.[2]  	29.0%	30'	1 unit per 7,000 sq. ft.
R10	The R10 zone is a single-dwelling zone which allows 1 dwelling unit per 10,000 sq. ft. The major types of new housing development will be limited to single family houses, accessory dwelling units (ADU) and duplexes on corners.[2]  	0.6%	30'	1 unit per 10,000 sq. ft.

Zone	Description and Map	Share of Study Area	Max Height	Max Density or FAR
CM1	The CM1 zone is a small-scale, commercial mixed use zone intended for sites in smaller mixed use nodes within lower density residential areas, on neighborhood corridors, and at the edges of neighborhood centers, town centers and regional centers. Buildings in this zone are generally expected to be up to three stories.  	6.8%	35'	1.5:1 FAR
CM2	The CM2 zone is a medium-scale, commercial mixed use zone intended for sites in a variety of centers and corridors, in other mixed use areas that are well served by frequent transit, or within larger areas zoned for multi-dwelling development. Buildings in this zone are generally expected to be up to four stories, except in locations where bonuses allow up to five stories.  	18.4%	45'	2.5:1 FAR

Zone	Description and Map	Share of Study Area	Max Height	Max Density or FAR
CE	The CE zone is a medium-scale zone intended for sites along corridors in areas between designated centers, especially along Civic Corridors that are also major truck streets. The emphasis of this zone is on commercial and employment uses. Buildings are generally expected to be up to four stories.  	17.8%	45'	2.5:1 FAR
OS	The OS zone is intended to preserve and enhance public and private open, natural and improved park and recreational areas.  	14.7%	N/A	N/A

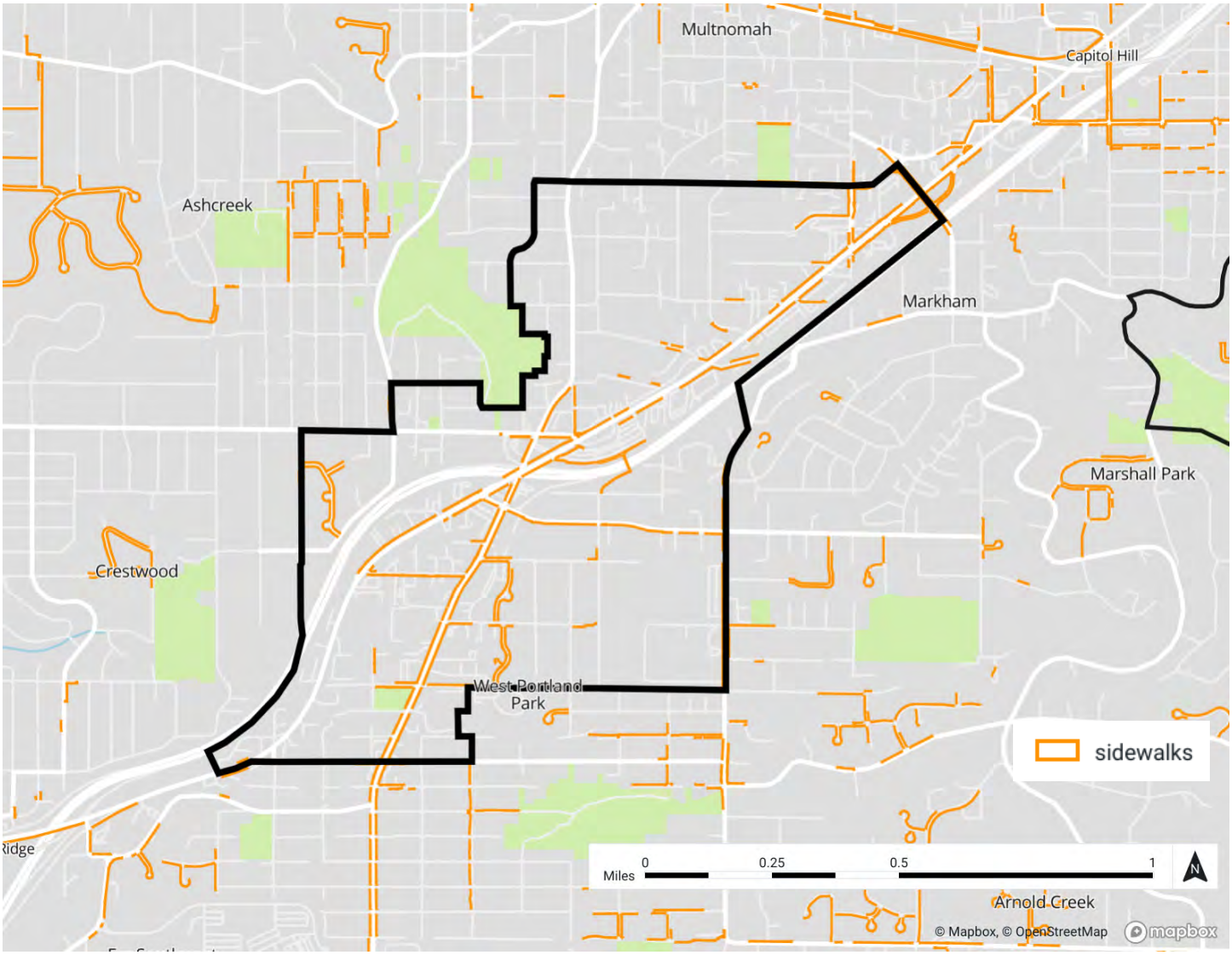
Street Grid Assessment: Intersections per Square Mile



Equity and Community Implications

- In general, areas with fewer than 150 walkable intersections per square mile are less walkable and more automobile oriented.
- Areas with less than 100 walkable intersections per square mile are decidedly automobile oriented.
- WPTC largely has an automobile-oriented street system by this measure, especially further away from the center of the crossroads. Large blocks, with an incomplete grid, many dead-end streets, and frequent private streets, lead to a low count of walkable street intersections per square mile within the study area.
- This lack of a pedestrian-friendly walkable street grid may result in racial disparities related to lower-income households needing to bear housing plus transportation costs as a higher portion of household budgets. Related potential health impacts, such as higher rates of obesity and related negative health outcomes, are also associated with less-walkable built environments such as the WPTC area.

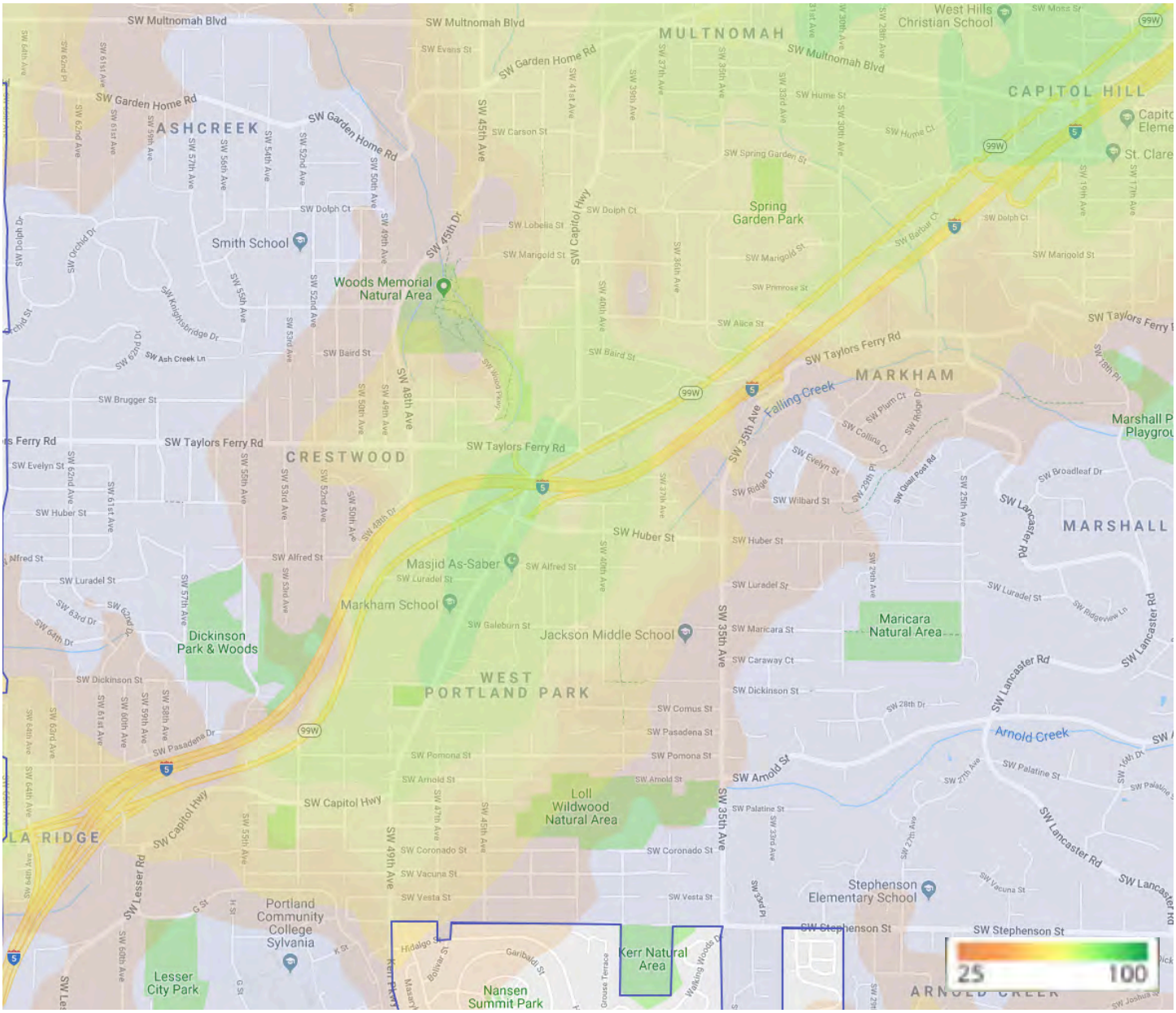
Walkability: Sidewalk Completeness



Equity and Community Implications

- WPTC lacks a complete sidewalk network. Though some sidewalks do exist, significant gaps in sidewalk coverage and a low-quality pedestrian environment can lead to disparate impacts on low-income households and vulnerable populations.
- The lack of a complete sidewalk network contributes to the overall pedestrian-unfriendliness of the study area, which reduces the amount of opportunities for new small businesses to be supported by walk-in customers.
- An urban form that includes a complete sidewalk network will literally lead more customers to be able to walk in to support more new, small businesses in the area, leading to increased business opportunities and lowering the barriers to entry for local entrepreneurs.

Walkability: Walkscore



Equity and Community Implications

Marginal walkability, as measured by the Walkscore algorithm, is centered on the Crossroads area and south along Capitol Highway. The walkscore algorithm is more focused on the existing ambient levels of nearby walkable destinations, than on the urban form of the pedestrian environment (which is the focus of the preceding pages). Walkscore measures the number of amenities by category that are within walking distance, and ranks them using a decay function that reduces the points given for more distant amenities, with no points given after a 30-minute walk.

Transportation Infrastructure

Given the large number of transportation constraints in the West Portland Town Center, further analysis was performed of existing and proposed transportation infrastructure. The following maps graphically represent concepts addressed in the TSP as well as analysis of existing conditions from on-the-ground observation and a review of existing bicycle routes, GIS base maps of existing sidewalks, and proposed transportation improvement projects including those presented as part of the Southwest in Motion (SWIM) project.

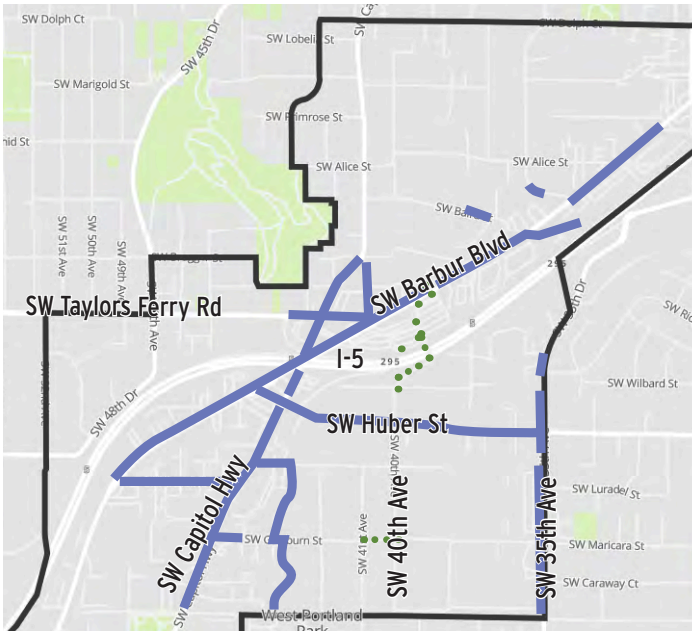
The conclusion of this study was that gaps currently exist in the pedestrian and bicycle networks, and the vision to remedy these disparities is by relying on already taxed primary corridors. Several streets (including SW Barbur Boulevard, SW Capitol Highway, SW Taylors Road, SW Huber Road, and SW 35th Avenue) are designated as major collectors for traffic, transit priorities, primary emergency response routes, and major truck routes. There is an emphasis in these designations as auto-centric routes, which in addition to the already lacking pedestrian and bicycle infrastructure, makes these routes less than ideally suited to improving the existing network.

Additional findings include:

- Currently there are large gaps in the pedestrian network, and surrounding neighborhoods on either side of the Town Center lack connections to the future center.
- The existing overpass pedestrian connection is an important connection across I-5.
- Other opportunities exist to create an off-street path network, taking advantage of open spaces and making interesting connections via stairs that could incorporate stormwater treatment features.

These findings are represented in the opportunities and constraints maps previously presented.

Pedestrian Existing

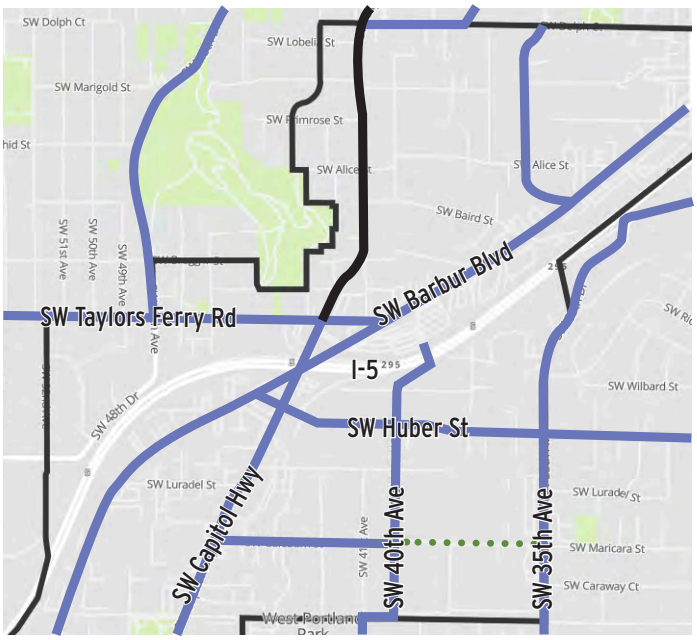


Off-Street Path

Existing sidewalks

Source: Portland Bureau of Transportation (PBOT) Transportation System Plan (TSP) Classifications

Pedestrian Planned



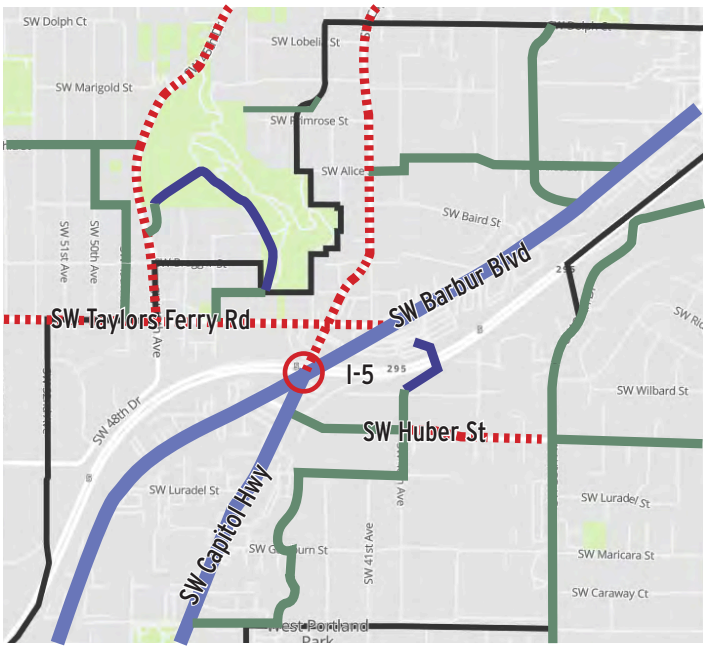
Off-Street Path

City Walkway

Construction Project

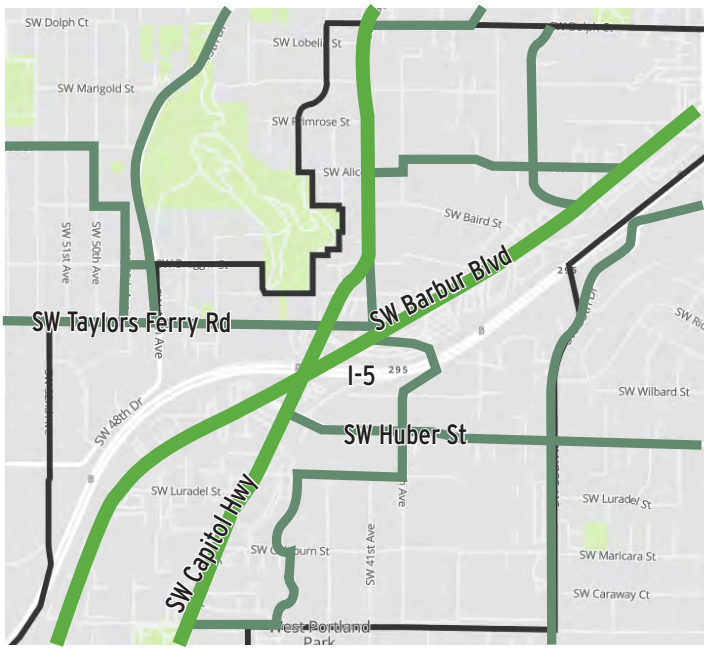
Source: Portland Bureau of Transportation (PBOT) Transportation System Plan (TSP) Classifications

Bicycle Existing



Difficult Intersection
Difficult Connection
Bike Lane
Shared Roadway
Multiuse Path

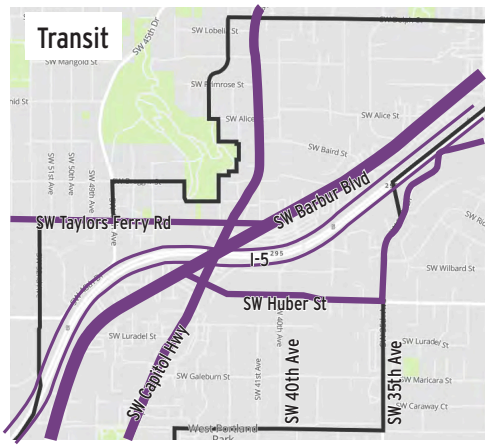
Bicycle Planned



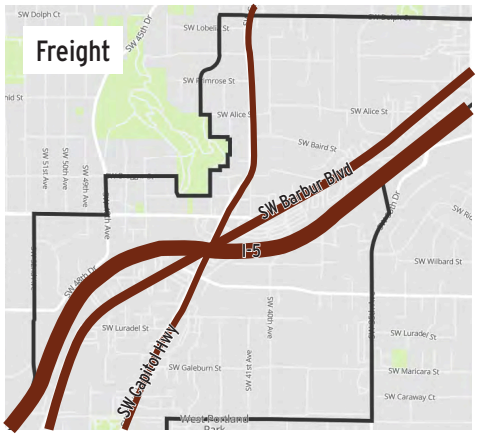
Major City Bikeway
City Bikeway

Existing Transportation System Plan Classifications

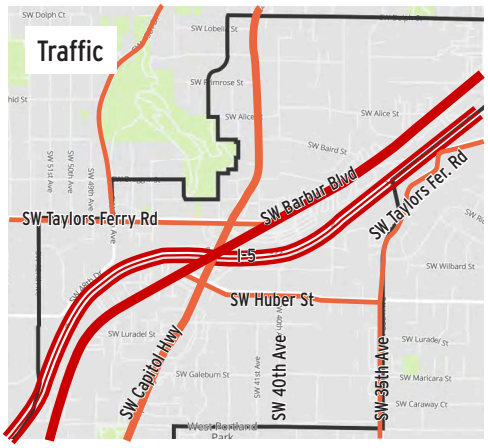
Primary and Secondary Routes



Transitway
Transit Priority



Truckway
Priority/Major Truck Street

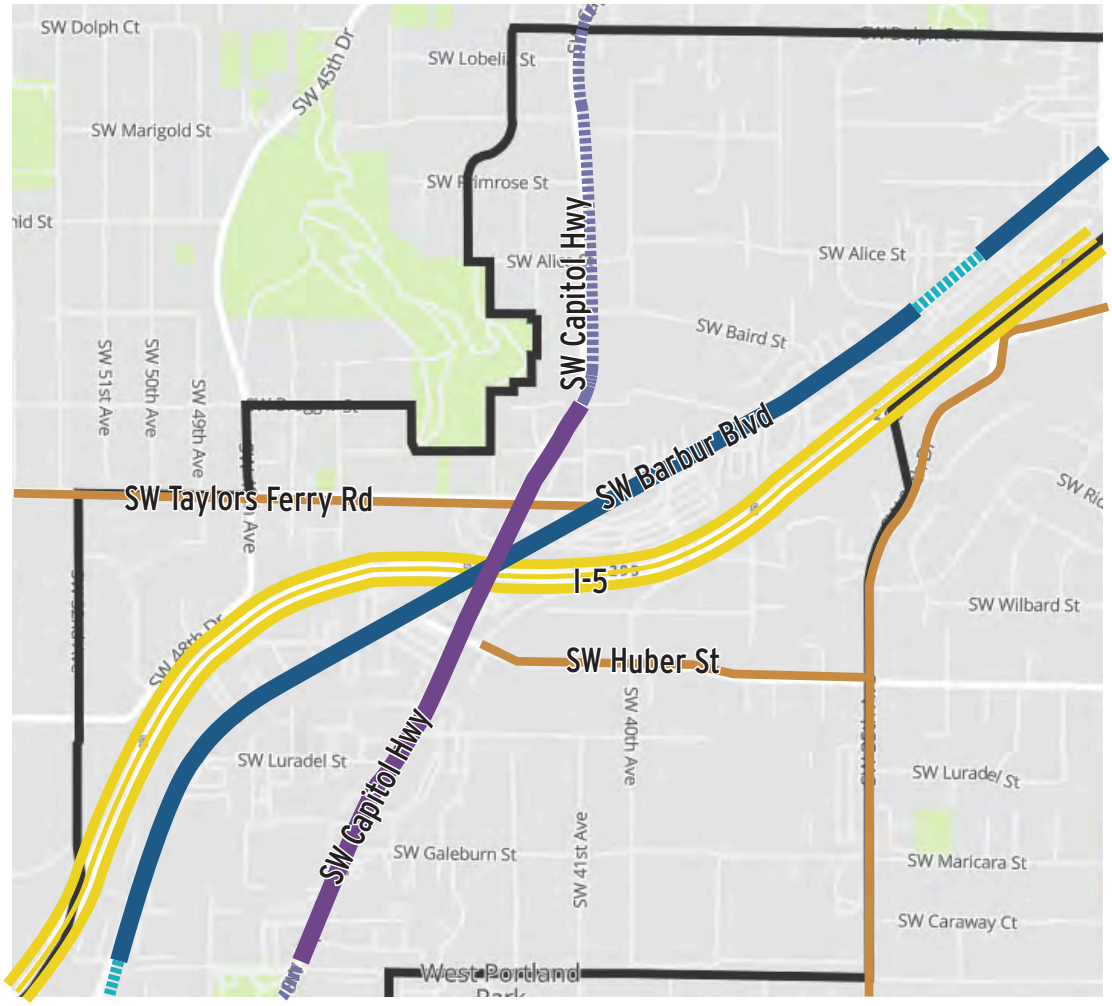


Regional Trafficway
Major City Traffic
District Collector
Neighborhood Collector

Source: Portland Bureau of Transportation (PBOT) Transportation System Plan (TSP) Classifications

Street Design

The various street types found in the study area highlight the large size and auto-oriented nature of the primary corridors. Below is an overview of each street type.



Source: Portland Bureau of Transportation (PBOT) Transportation System Plan (TSP) Classifications

Urban Throughway (I-5): 4-6 lanes, emphasizes long-distance mobility for vehicles and freight throughout the region, 4-6 vehicle lanes, prioritizes mobility over local access

Civic Main Street (Barbur Blvd): segments of Civic Corridors located in Town Center, 2-4 vehicle lanes, wider than Neighborhood Main Streets, emphasizes pedestrian access to land use as well as users of other modes, supports multimodal use, curb zone has place-making function

Civic Corridor: 2-4 lanes, located along major transit corridors, connects Centers to Central City, able to provide width for each mode, curb zone emphasizes mobility functions, bike facilities are separated from motor traffic

Neighborhood Main Street (Capitol Hwy): segments of Neighborhood Corridors located in Town Center, 2 lanes, primarily serves surrounding neighborhoods and offers multi-modal connections between activity centers, narrower than Civic Main Streets, curb zone emphasizes access and place-making functions, bike facilities are separated from motor traffic but may be shared if speeds are low

Neighborhood Corridor: 2 lanes, located along transit corridors, connects Neighborhood Main Streets to Centers and Central City, narrower than Civic Corridors, low to moderate speeds, curb zone emphasizes mobility functions, includes wide sidewalks, closely-spaced pedestrian crossings, separated bicycle facilities

Community Corridor: narrower than Regional Corridors, emphasizes mobility for all modes between neighborhoods, curb zone emphasizes mobility, bike facilities are separated from motor traffic but may be shared if speeds are low

Business Inventory and Needs Assessment: Barbur Transit Center Station and West Portland Town Center

Prepared for: City of Portland Bureau of Planning and Sustainability and Prosper Portland
Prepared by: Ana Navia, Andrew Wester, Arva Hussain, Rob Hemphill, Trevor Preddy
Date: December 2019

Executive Summary

As the Southwest Light Rail (SWLRT) project moves towards breaking ground, the City of Portland Bureau of Planning and Sustainability and Prosper Portland commissioned students at Portland State University to meet with business owners and community members to understand the existing business context of the corridor. With a specific interest in multicultural businesses, the team sought to understand the overall landscape of businesses in the area and the business needs that could prevent displacement due to the construction and economic impact of the transportation project. The Barbur Transit Center team conducted a windshield tour of the area and then conducted six in-person interviews with businesses. The team also conducted a review of case studies and lessons learned from other transportation projects around the world to inform the series of recommendations.

The findings from the observations and interview process are:

- There are a diversity of business types and culturally-specific businesses in the area, some of which serve communities and customers from all over and beyond the metropolitan area
- Many businesses were not aware of the light rail project, but when informed about the project expressed generally positive views
- There was confusion about the agencies responsible for various projects proposed in the area and the projects' individual and cumulative impacts Businesses are generally in good financial health and anticipate being in the area for 5-10 years, though there is a willingness to leave if the health declines
- There is no formal business association in the region, and businesses operate independently of each other
- The explicit demand for a business association is low, but some suggested a willingness to partake in services a business association might provide

From these findings and the review of case studies and best practices, the next steps recommended are:

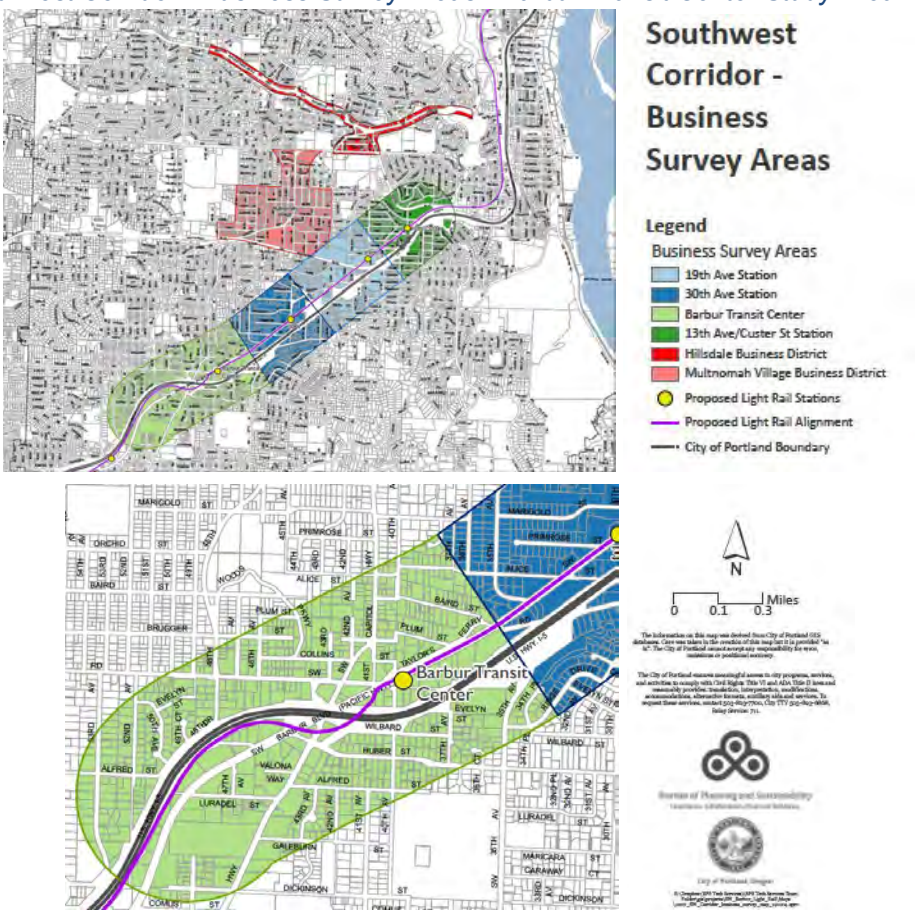
- Conduct additional outreach to businesses in the area about the project and its impacts
- Ensure clear communication and coordination between the various agencies, such as TriMet, ODOT, PBOT, BPS, and Prosper Portland
- Find ways to bring together the businesses in the area - particularly culturally-specific businesses - to encourage relationship building and demonstrate ways the City of Portland could support businesses in advance of a light rail project
- Conduct additional interviews to understand the full range of needs. This may require building deeper trust with culturally-specific businesses.
- Ensure the built environment benefits the businesses in the area through the investment in walking and bicycling infrastructure and thoughtful car infrastructure that engenders the building of a community.
- Despite the area's "crossroads" nickname, culturally-specific businesses are bringing customers into the neighborhood, presenting an opportunity for building WPTC as a destination and not just a route

Site Description

The Barbur Transit Center (BTC) station is located in West Portland Town Center (WPTC), in the far Southwest quadrant of Portland. The existing West Portland Town Center is bounded by Barbur Blvd. and 45th st on the east, Dickinson St. on the south, and I-5 on the southwest.[1] The WPTC area is nicknamed “The Crossroads,” aptly describing its land use and transportation conditions as it is divided by Interstate 5 (I-5) and trisected by three major southwest Portland streets.

The intersection of SW Barbur Boulevard and SW Capitol Highway, the site of West Portland Town Center, is an area of cultural, religious and economic diversity.[2] The study area covered in this report is situated around the existing Barbur Boulevard Transit Center and Park & Ride and within a half-mile radius of the proposed light rail station.

Figure 1. Southwest Corridor - Business Survey Areas - Barbur Transit Center Study Area



Source: City of Portland, Bureau of Planning and Sustainability.

[1] West Portland Town Center Plan Overview. https://beta.portland.gov/wpdx-town-center/west-portland-town-center-plan-documents-and-resources

[2] Portland Bureau of Planning and Sustainability. “SW Corridor rich with economic and cultural diversity”.Article 700412, accessed on October 11, 2019, https://www.portlandoregon.gov/bps/article/700412

Existing Conditions

Southwest Corridor and the Region

The southwest corridor lies in the outer southwest quadrant of the City of Portland. Before the existence of I-5, Barbur Boulevard was the primary highway link between the city of Portland and southwestern Oregon. Due to geographic features, the corridor is the only major route between Portland and the southwestern suburbs. The SWLRT can become an important link between the central city and southwest neighborhoods. It will connect a diverse and historically underserved population of the SW region to the main commercial and economic region of Downtown Portland, offering greater access to higher education, health services, and jobs concentrated in the central city.

Historical Development

The early settlers in West Portland and Hillsdale cleared much of the area that now houses many business and residential buildings in Multnomah village. One such early settler was John Slavin, for whom Slavin Road was named after - now known as Capitol Highway.[3] Thomas Alexander Wood, who platted most of West Portland area around 1889, was responsible for West Portland Motor Company railway which ran from the beginning of Hamilton Street in Multnomah Village to the West Portland Park neighborhood.

Figure 2. City and West Portland Park Railway ca. 1893

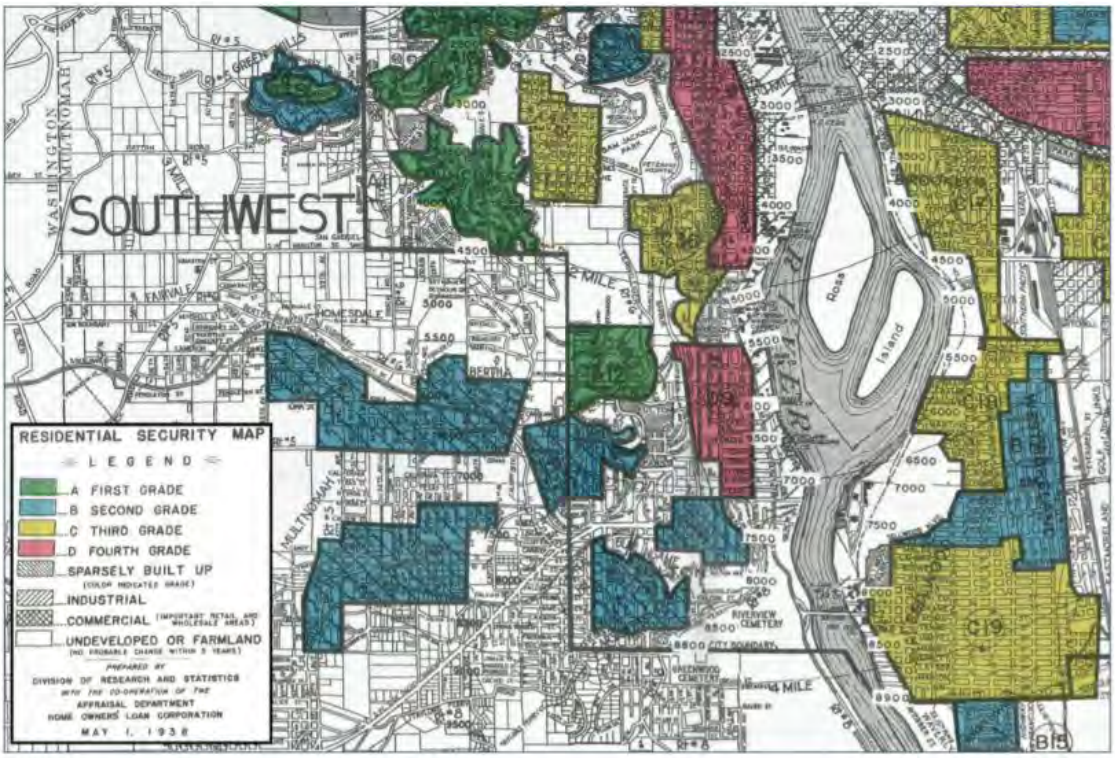
Source: Oregon History Project.org

[3] M. Davis. "History of the Community of Multnomah, Oregon". *Oregon Historical Quarterly, 47*(4), 407-416. 1946. Retrieved from www.jstor.org/stable/20611710

The West Portland Park neighborhood was annexed by the city of Portland in the late 1970's.[4] At that time, parts of the area were already developed with single story residences built by early settlers. Commercial activity was concentrated in neighborhood commercial nodes on Barbur Boulevard and Capitol Highway. Most commercial activities in these nodes included auto-oriented businesses, hotels, motels, and restaurants. Today, the character of the neighborhood has continued to be defined by car-oriented infrastructure and businesses.

A close look SW Portland's development pattern reveals vast disparity of development between neighborhoods adjacent to the central city. Some neighborhoods boast great schools, business centers, parks, and other infrastructural developments while others, such as the communities near the SW corridor, suffered due to lopsided investment caused by freight and automotive transportation corridors. Historically, the Southwest neighborhoods avoided redlining, a policy that denied investment to low-income or minority communities.

Figure 3. 1938 Home ownership loan corporation map



Source: Next city.org

The widening of Barbur Boulevard, Naito Parkway, and the construction of I-5 later in history further divided the neighborhoods where the SWLRT corridor is planned.These corridors generate noise and vehicular pollution, impacting vulnerable citizens. The negative impacts caused by major automotive corridors can harm land value and reduce neighborhood desirability.

[4] "Annexation by Decade," Portland Bureau of Planning and Sustainability, Article 51673, accessed on October 13, 2019, https://www.portlandoregon.gov/bps/article/51673

The SW Community Plan, published in July of 2000, led the revision of zoning and land use for the area. As a result, the plan enabled infrastructure and development to reach the community - however, significant progress remains to grow the community.

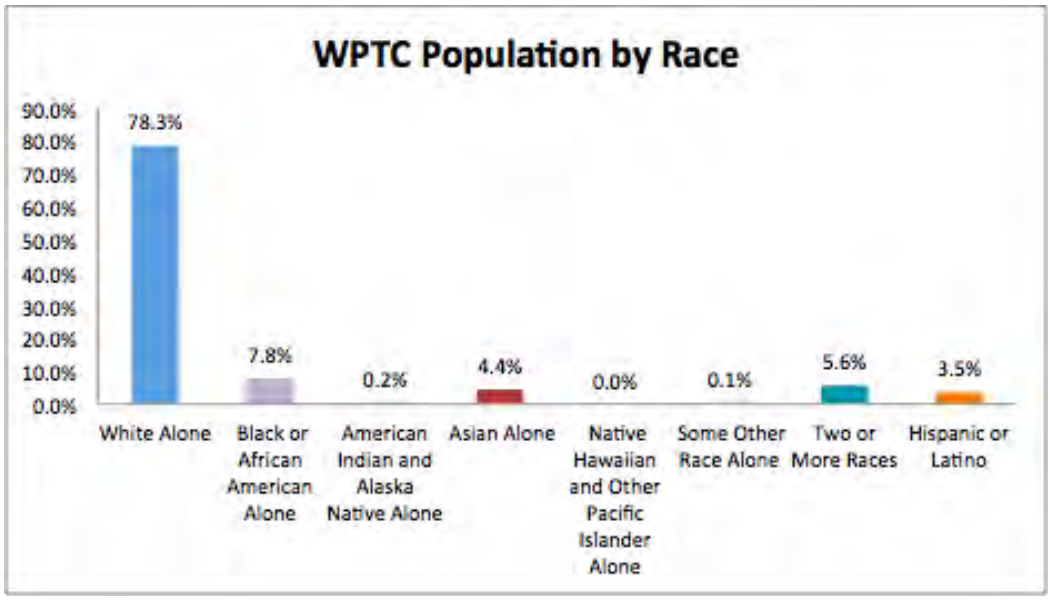
Demographics[5]

Portland was home to 647,805 residents in 2017[6]. That same year, 9,434 residents, or 1.2% of Portland's population, called the WPTC home.

Men and women are equally represented in the WPTC. Those aged 25-34 comprise the largest age group in the WPTC. The second-largest populations by age are 35-44 and 55-64. Youth under 24 years of age represent only 27% of the population.A considerable proportion of WPTC residents are in their prime earning years.

In WPTC, 78% of the population is White Alone, closely mirroring Multnomah County as a whole. Persons of color in the area represent 22% of the population. 3.5% of residents identify as Hispanic or Latino, 7.8% of residents are Black or African American Alone, and 4.4% are Asian Alone.

Figure 4. Race/ethnicity of WPTC



Source: Author's analysis using U.S. Census Bureau American Community Survey

West Portland Park is one of the most diverse communities in WPTC (colored yellow in Figure 5). This area is considered one of the most diverse neighborhoods in Portland with communities of color making up an estimated 31% of the population. Although the area experienced a population decline in the early 2000's, SW Portland has been growing since 2010 - albeit at a

[5] The geographic scale that is used in this data analysis is mostly census block, with some references to the SW Corridor scale and Multnomah County, Oregon. All data in this section are derived from the 2010 Census and 2018 American Community Survey five-year estimates collected from Social Explorer

[6] U.S. Census Bureau.Acces october 2019.

smaller rate than other areas in Portland. This growth has brought a noticeable increase of foreign-born residents (~17%), many coming from countries in Africa.

Figure 5. West Portland Town Center Plan, Race & Ethnicity

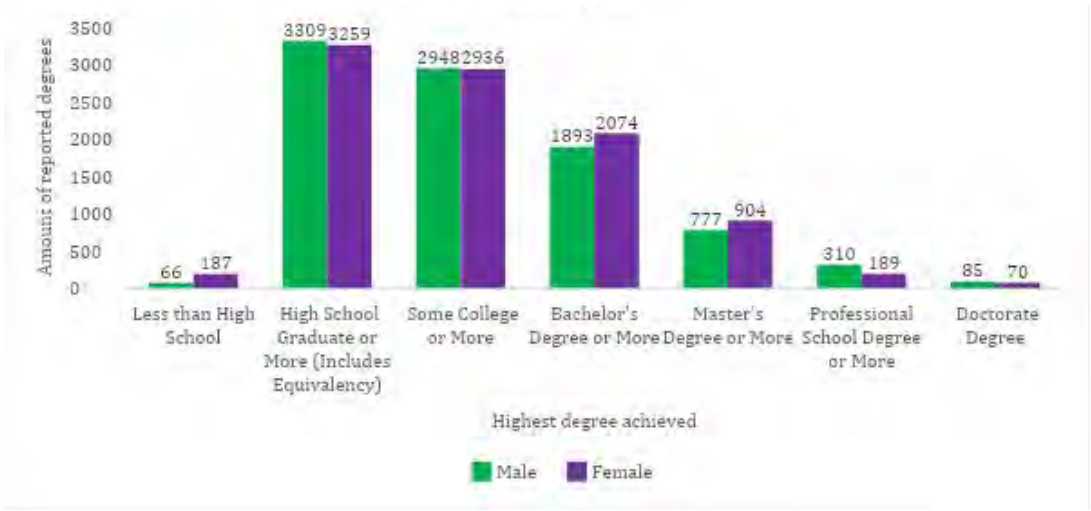
Source: West Portland Town Center Plan: A Plan [7]

Education

Residents in the WPTC have high educational attainment: more than 64% of residents achieved a bachelor's degree or higher. Analyzing education attainment by sex, the graph shows that women have higher share of a respondents with bachelor's or master's degree. However, the number of women who reported not graduating from high school is three times higher than men.

Figure 6. Education by sex

[7] "West Portland Town Center Plan: A Plan for "The Crossroads" that Benefit the Entire Community," Portland Bureau of Planning and Sustainability, Article 731552, accessed on October 13, 2019, https://www.portlandoregon.gov/bps/article/731552

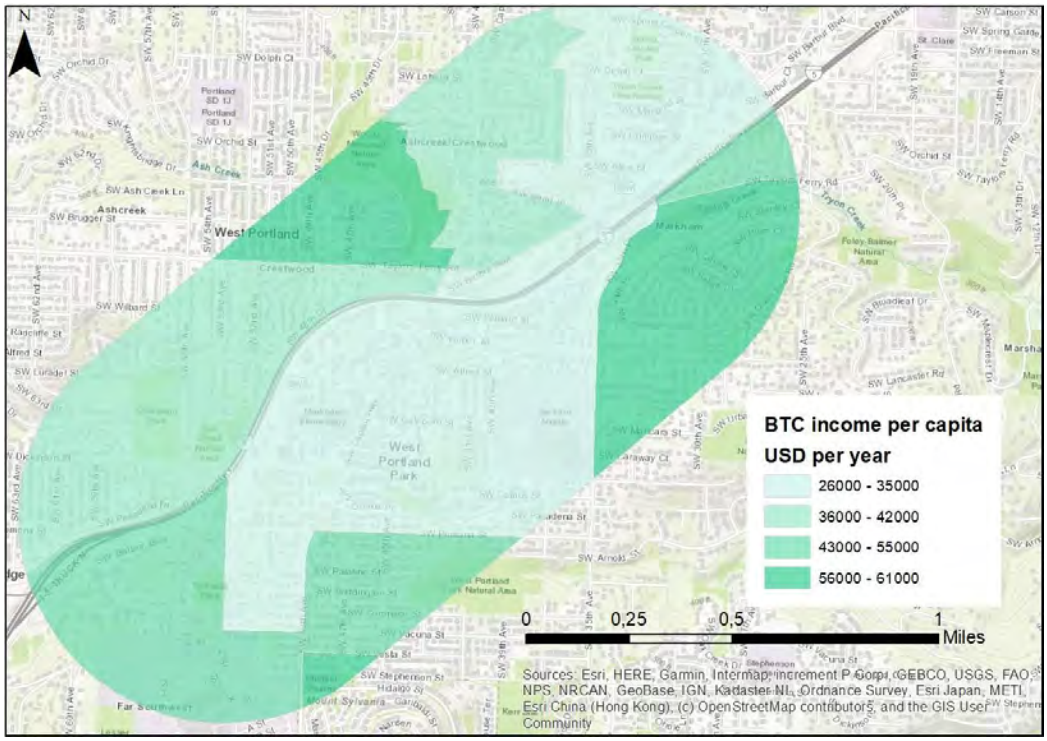


Source: Author's analysis using U.S. Census Bureau American Community Survey

Income

Annual per capita income in WPTC was $46,000 in 2017, higher than the annual per capita income of $34,848 in Multnomah County. Incomes in the WPTC fall in a wide distribution, ranging from$26,000 - $61,000. Lower incomes prevail in the more diverse West Portland Park neighborhood.

Figure 7. WPTC income per capita



Source: Author's analysis using U.S. Census Bureau American Community Survey

Housing

There are 4,088 households in WPTC, 43% of which live in an owner-occupied units. Approximately 82% of homeowners in the WPTC identify as non-Hispanic White.

Table 1. Households and Renter-Occupied Housing Units by Race and Ethnicity

		White Alone	Black or African American Alone	American Indian and Alaska Native Alone	Asian Alone	Native Hawaiian and Other Pacific Islander Alone	Some Other Race Alone	Two or More Races	Hispanic or Latino	White Alone, Not Hispanic or Latino
Households	4088	3480	234	3	182	0	21	168	169	3350
			6%	0%	4%	0%	1%	4%	4%	82%
Renter-Occupied Housing Units	1577	1169	217	0	75	0	20	96	87	1102
			14%	0%	5%	0%	1%	6%	6%	70%

Source: U.S. Census Bureau American Community Survey

Residents of renter-occupied units are more diverse than owner-occupied units: 70% of renters in the WPTC are white, 14% black, and 6% Hispanic.

Land use and Transportation

Existing Land Use and Zoning

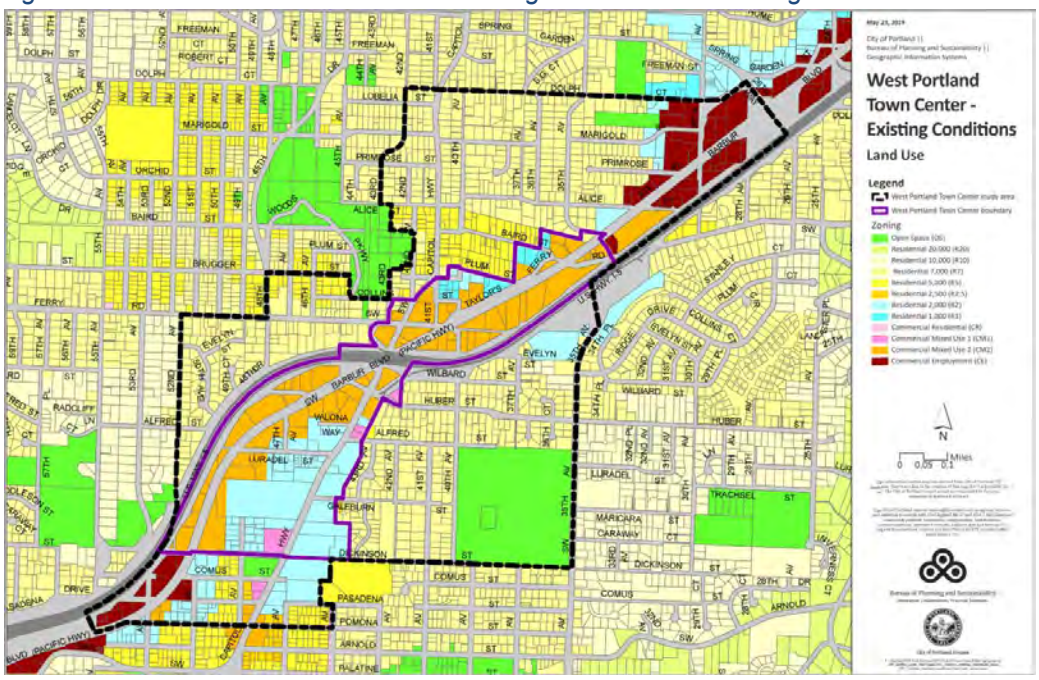
The WPTC area is zoned for a mix of residential and commercial employment zones. Its residential zones range from R20 (large-lot single-family-housing) to R1 (multi-family housing). Almost all the zoning directly adjacent to Barbur Boulevard is zoned Commercial Mixed Use. The Commercial Mixed Use zones tend to be underdeveloped, as they have "auto-oriented uses separated by parking lots and driveways," and "Shopping and services are generally limited to single destination places, and convenience or drop in businesses. As such, Barbur lacks stop and stroll shopping districts"(Figure 8).[8]

Over half of the land area within ¼ mile of the two proposed Light Rail stations is zoned for residential; of that residential zoning, over ¾ is zoned for single family. The Barbur Boulevard and I-5 corridors are zoned for commercial mixed-use. A small amount of commercial residential

[8] Portland Bureau of Planning and Sustainability (BPS). "Barbur Concept Plan," April 2013. https://www.portlandoregon.gov/bps/article/635864, 10.

zoning is permitted along Capitol Highway south of I-5. Lastly, a significant portion of the land area within the WPTC area is devoted to roads, living up to its nickname.[9]

Figure 8. West Portland Town Center Existing Land Use and Zoning.



Source: BPS. "West Portland Town Center Data Atlas"

Transportation

Regional Context

The WPTC study area lies southwest of downtown Portland. All arterials that serve the outer southwest suburbs run through WPTC - namely I-5 and 99W (Barbur Boulevard) - are forced to flow through the WPTC due to topographical limitations. However, there is limited automotive accessibility from the WPTC: cars can enter northbound or southbound I-5, but this is the first southbound entrance to I-5 after downtown, causing additional congestion on southbound Barbur Boulevard through WPTC. ODOT retains jurisdiction over Barbur Boulevard, an "orphaned highway" after the completion of I-5.[10] While I-5 parallels Barbur, the configuration and location of interchanges sometimes impedes hierarchical traffic flow (i.e. local vs. longer distance trips)."[11] Some features of Barbur Boulevard were designed to have a scenic feel meant to give the sense of a gateway into the city of Portland for drivers from the south. For this purpose, land near the highway was "zoned down" to thin out businesses and offer greenery along its edges.

[9] Portland Bureau of Planning and Sustainability. "West Portland Town Center Data Atlas," May 23, 2019. https://www.portlandoregon.gov/bps/article/733629, 11. Note that the numbers in this paragraph are approximates and were calculated visually. Author lacks full GIS knowledge to conduct more complete calculations.

[10] BPS. "Barbur Concept Plan," 11.

[11] BPS. "Barbur Concept Plan," 11.

Highway/Car Infrastructure

The WPTC was developed post-WWII with automobile-centric construction.[12] 130,000 cars travel on I-5 through the area each day.[13] 25,000 cars daily travel on Barbur Boulevard through WPTC in 2010, a figure likely higher today.[14] Common among orphan highways, drivers routinely exceed the posted speed limits for Barbur Boulevard.[15] "Speeding is a common concern expressed by the community."[16]

As stated in the Existing Land Use and Zoning, commercial developments in the WPTC are auto-oriented with parking lots and driveways. Many buildings have large setbacks from the street, giving the feel of a strip mall. While the area has relatively good public transportation (see Transit Access and Ridership), most of Barbur Transit Center's acreage is dedicated to a 368-stall Park & Ride. The Park & Ride is known to fill up quickly each morning.[17]

Transit Access and Ridership

The WPTC is relatively well-served by transit: most of WPTC is in close proximity to the Barbur Transit Center, which includes a bus pullout and a Park & Ride facility. Buses from the Transit Center include:

- Line 94, an express bus with direct service to downtown Portland or downtown Tigard
- Line 64, with direct service to Marquam Hill (OHSU)
- The high-frequency Line 12 which runs along Barbur Blvd, and
- Two local routes running along Taylor's Ferry Road (Line 43) and Capitol Highway (Line 44).

Each bus route begins or ends in downtown Portland, and from Barbur Transit Center one can directly access Washington Square Transit Center, Tigard Transit Center, Sherwood/Sherwood Park and Ride, and the Portland Community College (PCC) Sylvania campus.[18] "However, the buses are often at or near capacity throughout the day, and due to congestion on the route, buses are frequently off-schedule. Many stop locations are not well connected to adjoining neighborhoods and neighborhood bus service is also lacking due in part to low ridership densities and the circuitous street layout."[19]

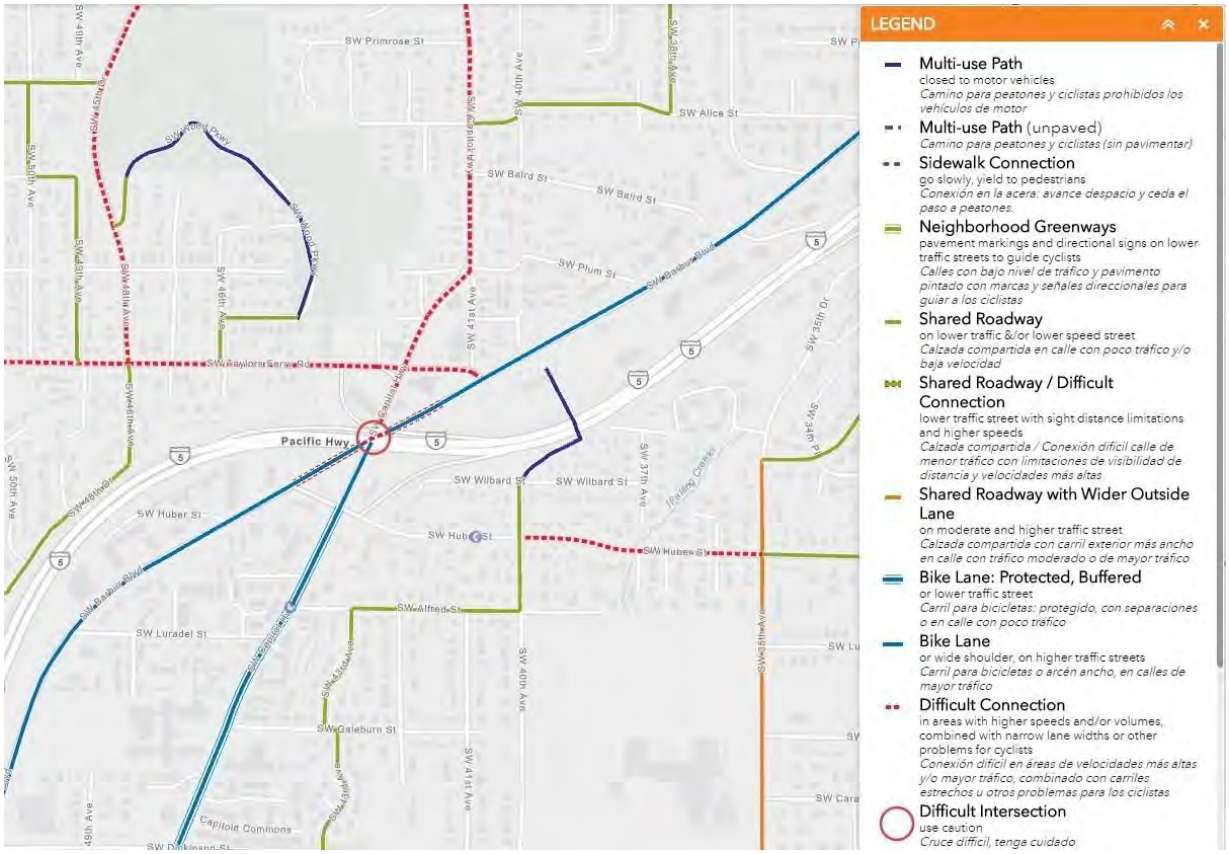
Bicycling and Walking Infrastructure and Conditions

WPTC does not have complete bicycle or pedestrian infrastructure. The area is considered a "high crash corridor," with a pedestrian fatality in 2008 at the crossroads of Barbur Boulevard and Capitol Highway.[20] While Barbur Boulevard has unprotected painted bike lanes, these end

[12] Ibid., 1.
[13] Ibid., 11.
[14] Ibid., 12.
[15] Ibid., 12. Calculated by the speed of cars in the 85th percentile (85% of drivers are at this speed or lower, while 15% of drivers are higher than this speed). Result is 47mph despite a posted speed limit of 40mph.
[16] Ibid., 11.
[17] Rose, Joseph. "Commuter Q&A: 100 Spaces Vanish at TriMet's Barbur Boulevard Park-and-Ride; Seeing Yellow near Grant High School." oregonlive, April 24, 2012.
[18] http://trimet.org/maps/img/trimetsystem.png
[19] BPS. "Barbur Concept Plan," 11.
[20] PBOT. SW Barbur Boulevard. Accessed October 2019. https://www.portlandoregon.gov/transportation/59286

abruptly at the Barbur Boulevard bridge over I-5. The Portland Bureau of Transportation (PBOT) shows this as a difficult connection and intersection (Figure 9). Similarly, Capitol Highway is considered a difficult connection for cyclists.[21] Both recreational cyclists and pedestrians do, however, have access to off-road trails in the Woods Memorial Natural Area within the ¼ mile radius of West Portland Town Center.

Figure 9. Bicycle Connections through West Portland Town Center.



Source: Portland Bureau of Transportation[22]

6 miles of Barbur Boulevard lack sidewalks - over half of the corridor.[23] What sidewalks do exist are frequently interrupted by driveways and are flush with the curb, providing no parkway or buffer between pedestrians and speeding drivers. I-5 also represents a major connectivity barrier for pedestrians. While there is a pedestrian- and bicycle-dedicated crossing directly from Barbur Transit Center to the south side of I-5, there is no pedestrian crossing of I-5 for over a mile west of Capitol Highway.

[21] PBOT. Portland by bicycle.arcgis. Accessed October 2019. https://pdx.maps.arcgis.com/apps/webappviewer/index.html?id=b51534aa6e1f4dd4ad4d83c4a084d9a6
[22] Ibid.
[23] BPS. "Barbur Concept Plan," 24.

Jobs and Business Context

Business Types and Economic Focus

Businesses in WPTC are primarily oriented towards providing services and dining opportunities for the surrounding residential community, though there are some smaller offices and white-collar employment in the area. There are 250 businesses located in the proposed WPTC area,[24] with the largest NAICS sector by employee count being Health Care & Social Assistance.

Table 2. Largest industries in the WPTC by employment

Sector	# of employees	% of area employment
Health Care & Social Assistance	215	13.6%
Accommodation & Food Services	204	12.9%
Professional/Scientific/Tech Services	166	10.5%

Source:U.S. Census Bureau, retrieved through ESRI Community Analyst[25]

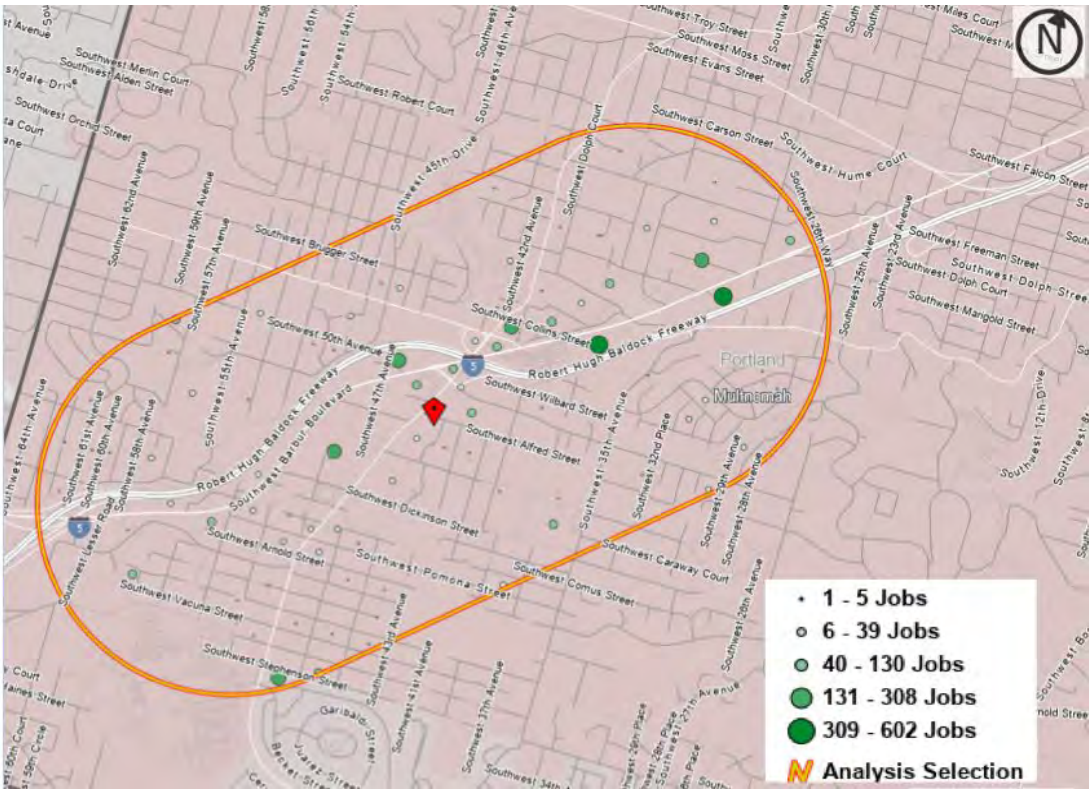
Within the proposed Barbur Transit Center Area, there is an unemployment rate of 3.8% compared to the overall unemployment rate of 4.5% in the Portland Urban Growth Boundary.[26]

Though there are 3,502 jobs located in the study area, most commute outside of the region for employment.[27] This suggests the area is an employment and retail center.

As of 2017, jobs are primarily located along Barbur Boulevard and greater concentrations of jobs are located in the northeast section of WPTC, closer to the city center. Fewer jobs can be found around the western edge of the neighborhood, which is mostly residential.

Figure 10. Jobs location in WPTC

[24] Infogroup, and Esri Total Residential Population Forecasts for 2019. “Barbur Business Summary.” Redlands, CA, October 11, 2019.
[25] Ibid.
[26] Ibid.
[27] Ibid.



Source: LEHD Origin-Destination Employment Statistics (LODES) from OntheMap

Regional Context

Within the Portland Urban Growth Boundary, the largest NAICS employment sectors include Health Care & Social Assistance, Retail Trade, and Accommodation & Food Services.[28] The WPTC economy closely matches the greater employment trends in the UGB, sharing two of those three top employment sectors. The exception for WPTC is the greater size of Professional/Scientific/Tech Services in the Barbur area.

Retail Leakage/Surplus Analysis

In a retail leakage/surplus analysis, a region's retail strengths and weaknesses are compared to the overall economy. When a local economy experiences retail surplus, it is providing a greater proportion of retail services than the overall economy, indicating that customers are travelling to that region from outside to shop. When leakage occurs, customers are leaving that region to find products in other areas. Retail in the WPTC area has a leakage/surplus factor of 12.4, indicating surplus. However, certain subgroups of retail are stronger than others in the Barbur TC area.[29] Three of the thirteen NAICS retail sectors analyzed had a retail surplus: Health &

[28] Infogroup, and Esri Total Residential Population Forecasts for 2019. "Portland Urban Growth Boundary Business" Redlands, CA, October 11, 2019.
[29] ESRI and Infogroup, ESRI 2019 Updated Demographics, and ESRI 2017 RetailMarketPlace. "Barbur Retail MarketPlace Profile." Redlands, CA, October 11, 2019. Summary." Redlands, CA, October 11, 2019.

Personal Care Stores, Gasoline Stations, and Food Services & Drinking Places.[30] One industry, Building Materials/Garden Equipment & Supply Stores, closely matched the overall economy.[31] The other nine NAICS retail industries experience retail leakage; these industries included Motor Vehicles & Parts Dealers, Furniture & Home Furnishings Stores, Electronics & Appliance Stores, Food & Beverage Stores, Clothing and Clothing Accessories Stores, Sporting Goods/Hobby/Book/Music Stores, General Merchandise Stores, Miscellaneous Store Retailers, and Nonstore Retailers.[32]

The business analysis builds a profile of the WPTC with strengths in retail, particularly in social gathering places such as restaurants, drinking establishments, and health & personal care stores, which include pharmacies, beauty supplies, and cosmetics. The area's close proximity to Exit 295 on Interstate 5 has also led to a greater occurrence of gasoline stations and auto service locations in the area. The number of restaurants, drinking establishments and stores that can be classified as cultural specific business is notable in the study area.

Community Organizations

WPTC is an area of cultural, religious, and economic diversity with several non-profit, faith-based, and culturally-specific organizations contributing to the life and composition of the community.[33]

Non-Profit Organizations and Public Agencies

Several non-profit organizations in the area focus on family, housing, disability, and employment services. Additional services are provided by the many faith-based institutions, including four Christian churches, two Islamic mosques (Masjid As-Saber/Islamic Center of Portland and Ahmadiyya Muslim Community), the Islamic School of Portland, and the Islamic Social Services of Oregon State in the area.[34]

Table 3. Non-Profit Organizations around Barbur Transit Center, as separated by primary area of service

Family (3)	Housing (1)	Disability (2)	Employment (2)	Safety (1)
- Girl Scouts of Oregon & SW Washington - Boys & Girls Aid - YMCA of Columbia-Willamette Association	-Neighborhood House Inc.	- Danville Services of Oregon - RISE Services, Inc.	-Oregon Healthcare Interpreters Center -Young Entrepreneurs Business Week	-Oregon Coalition Against Domestic & Sexual Violence

Source: Author's analysis using Google Maps

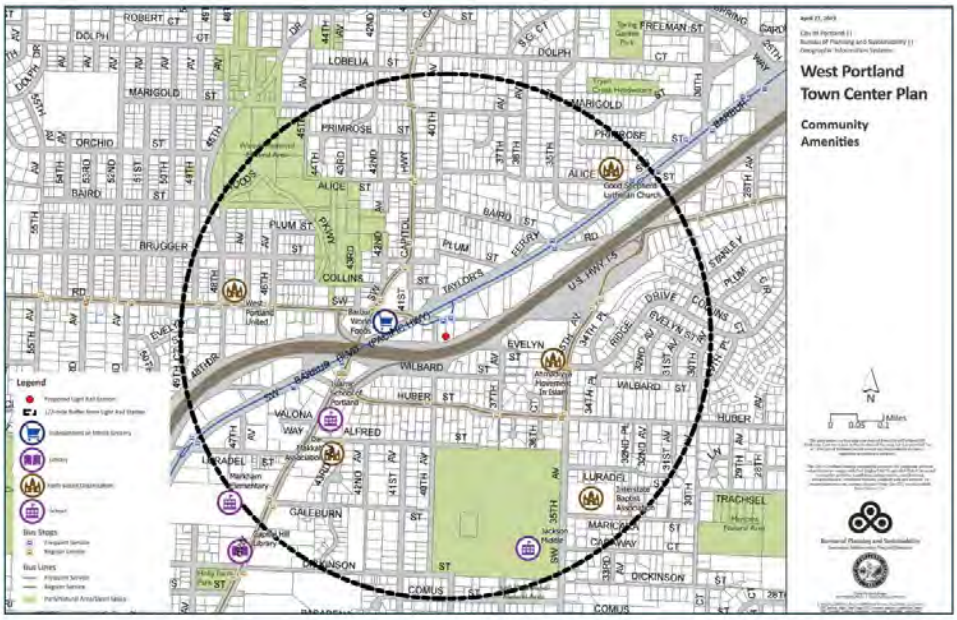
[30] Ibid.
[31] Ibid.
[32] Ibid.
[33] "SW Corridor rich with economic and cultural diversity," Portland Bureau of Planning and Sustainability, Article 700412, accessed on October 11, 2019, https://www.portlandoregon.gov/bps/article/700412
[34] "West Portland Town Center: Existing Conditions Analysis: Demographic Assessment, Draft Report," Portland Bureau of Planning and Sustainability, Article 743943, accessed on October 13, 2019, https://www.portlandoregon.gov/bps/article/743943

There is a notable absence of public agencies in the WPTC, such as the Oregon Department of Human Services (DHS), or emergency services, such as police, fire, or medical response.

Culturally-Specific Organizations

Culturally-specific organizations serve the Muslim and Jewish faith communities. The strong Islamic cultural presence in the area, specifically for communities originating from East Africa, have the Islamic Social Services or Oregon State (ISOS) which provides refugee adjustment services, needs assistance, family crisis support, and community connections. Additionally, HAKI Community Organization is located on the border of the geographic zone and provides tenants' rights training for Swahili-speaking community members. Another culturally-specific organization is the Jewish Outreach & Welcome which helps connect unaffiliated Jews to their nearby Jewish communities and necessary resources. There are several ethnic restaurants in the area.

Figure 11. West Portland Town Center Plan, Community Amenities



Source: Portland Bureau of Planning and Sustainability. "West Portland Town Center Plan"[35]

Landscape & Asset Inventory

Situated along the base of the steep hills, WPTC has access to several parks including: Woods Memorial Natural Area, Spring Garden Park, Maricara Natural Area, Loll Wildwood Natural Area, Holly Farm Park, Dickinson City Park, and Tyron Creek Headwaters (Figure 11*).* Most residents in the area can access these parks within a half-mile of their home.

There is one public library, the Capitol Hill branch of the Multnomah County Library, approximately a ½ mile from the transit station, which acts as local a "civic center".

[35] "West Portland Town Center Plan: A Plan for "The Crossroads" that Benefit the Entire Community," Portland Bureau of Planning and Sustainability, Article 731552, accessed on October 13, 2019, https://www.portlandoregon.gov/bps/article/731552

Despite being a small region, WPTC includes two public schools, Markam Elementary and Jackson Middle. However, high school age students in the area must commute to other surrounding neighborhoods for school, primarily to Wilson high school. There are also several independent schools such as Montessori School serving children under nine and the Baby Sign Language in Play. The Islamic School of Portland serves a wide range of ages. Finally, there are several adult education facilities in the area such as the Oregon School of Massage and CPR LifeLine. Portland Community College: Sylvania Campus lies 1.5 miles away, but is still accessible for most community members.

Existence Conditions Conclusion/ Takeaways

WPTC can be considered an incomplete neighborhood long envisioned to become a civic corridor and town center. Today, the character of the neighborhood is defined by heavy auto traffic on Barbur and Capitol Hwy, as evidenced by a lack of pedestrian infrastructure and strong presence of auto-oriented businesses.

The demographic condition of the area allows us to understand the people who live and will be impacted by the South West Corridor project. Residents of WPTC generally reflect the demographic breakdown of Multnomah County as a whole. While more diverse in race and income than surrounding areas, WPTC remains mostly white, middle income, middle age, with an equal gender balance. Still, there are several culturally-specific businesses, nonprofits, and faith-based and culturally-specific organizations that contribute to the life and composition of SW Portland. Finally, WPTC is an area in Portland with one of the highest concentrations of Muslim and East African-origin community members, concentrated in the West Portland Park neighborhood.

The region is nicknamed the "Crossroads," a place for passing through. That narrative reveals the transient nature of the corridor and the struggles to generate an identity and sense of place in the area. The forthcoming SWLRT project will add to the transportation options for the area, though additional effort must be made to improve pedestrian and bicycling infrastructure that the area demonstrably lacks.

Lastly, the business composition of WPTC suggests a strong agglomeration of certain business types which may serve as an anchoring point for a commercial hub. The strong retail presence, that can be leveraged as a foundational identity for the neighborhood as it transitions into a civic town center. Further, this retail strength is centered around culturally-specific businesses not found in adjacent neighborhoods, offering further comparative advantages.

Equity Lens

The drive behind gaining insight into the status of businesses in the Barbur Transit Center/West Portland Town Center area is understanding the impact of the light rail project and understanding business needs to minimize displacement. Given structural racism realities, it would be expected that the most vulnerable businesses to displacement are the culturally-specific businesses in the area. From Demographics research, the area is more racially diverse in comparison to other neighborhoods in Southwest Portland, with populations of color comprising between 15 and 30 percent. Our role will include assessing the diversity of the business owners, an area where data does not exist. The results of past Portland-area high

capacity transit projects led to displacement of low-income communities, communities of color and businesses owned and operated by people of color.

Planning processes for decades engaged residents of the West Portland Town Center and Barbur Corridor more broadly. However, that engagement has not always reached all the diverse communities. Even the SW Corridor Housing and Equity Assessment omits disaggregated data for two prominent minority communities - the Muslim community and East African Community. This history leaves ample opportunity to expand engagement with commercial businesses.

To advance equity through this project, we attempted to identify the minority-owned businesses to secure their feedback and oversample this population. We brought forward our team's diversity, including speaking seven languages across the group in order to achieve the best interviews. With the support of an existing local contact, Mohammed Salim Bahamadi of HAKI, we utilized his existing relationships with diverse businesses to secure interviews. During the process, we kept equity and positionality in our conversations and planning, sharing and learning from each other.

In the end, as our Interview Results show, it still proved difficult to achieve the oversampling of culturally-specific businesses that we desired. Language barriers and hesitation to speak with us prevented us from an idealized interview portfolio. However, we succeeded in talking with several culturally-specific businesses and feel there were significant learnings from those interviews. Overall, we followed research best practices, were transparent with our interviewees, made honest and strategic attempts to secure interviews with high priority businesses, and reflected on our process throughout the project.

Lastly, this report fulfills a goal for transparency in the research project. The report includes documentation of the research process, decisions, and rationale for the decisions. We included demographic information from our interviews in order to address concerns around equitable participation in the research. Lastly, our research stands alongside five companion research reports that allows for comparison of practices and an assessment of outlier results.

Field Observations

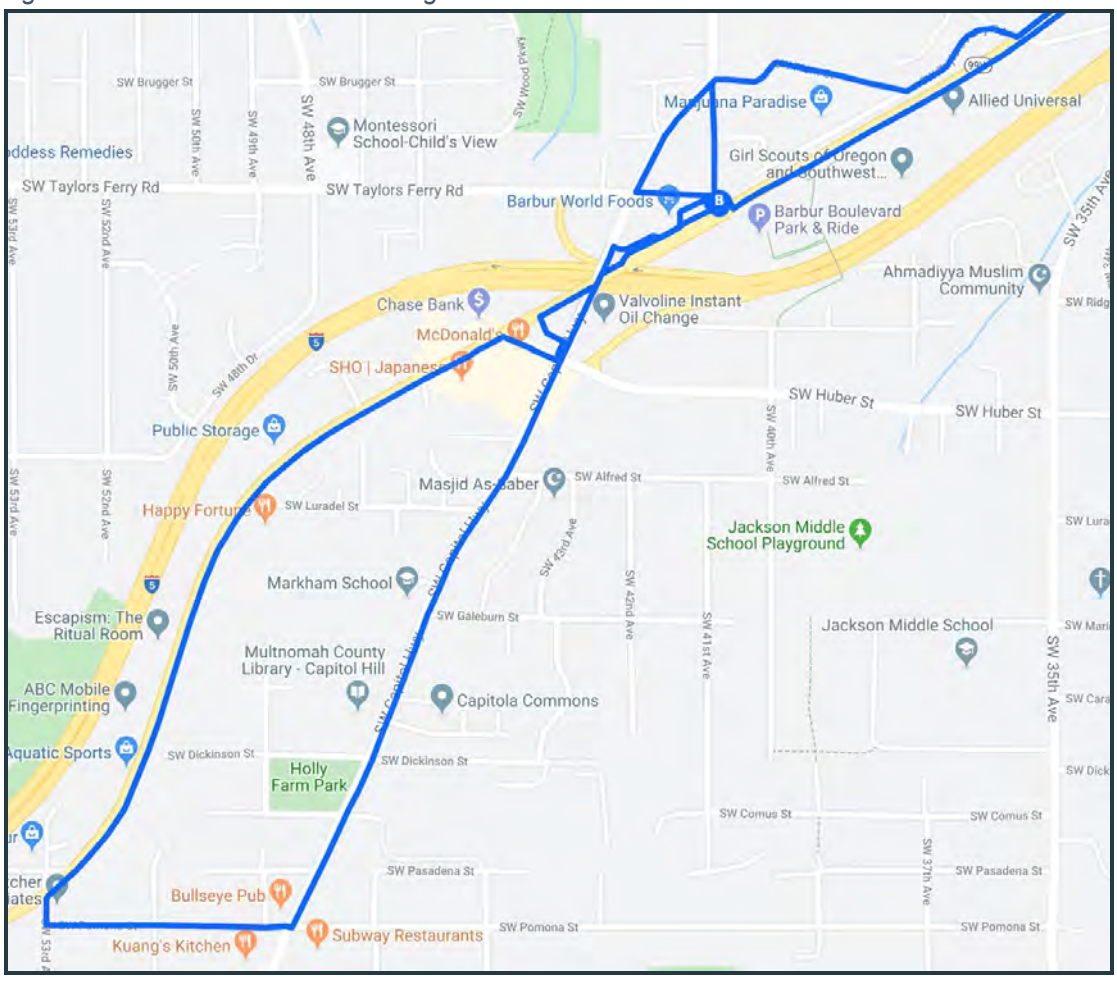
On October 24, 2019 between 4:00-6:00pm, the WPTC group conducted a field observation. The purpose of this observation was to get a better understanding of the environment and started to familiarize with the study area.

The field research strategies used were:

- Walking tour
- Non-participant observation
- Business inventory collection
- Photo survey

The group split into two subgroups (3 and 2 individuals each) and divided the territory based on the north and south sides of I-5. The group collectively covered approximately 3 miles of roads in the study area (Figure 12). However, despite that distance, significant portions of the neighborhood were not observed, limiting the full inventory.

Figure 12. Field Observation Walking Route

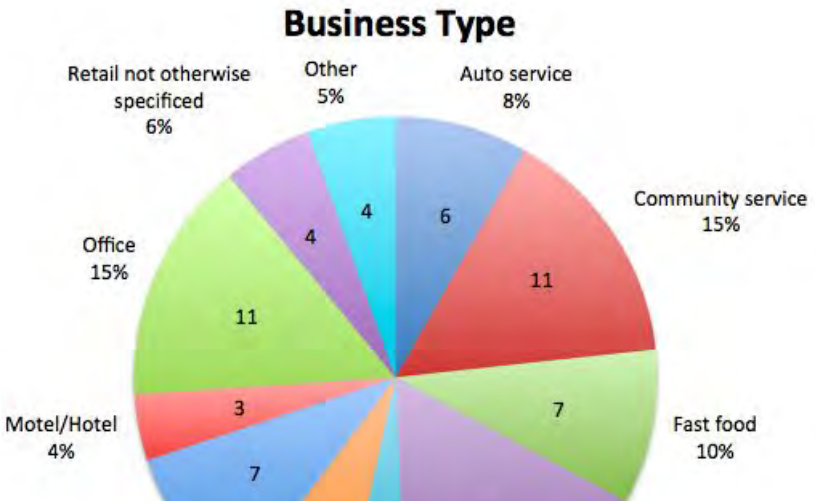


Source: Author's Analysis of field observations using Google Maps

Business Diversity

As a result of the field observation, the collected data in the accompanying Excel file shows information for 73 business in the WPTC area. The team observed a variety of business types, many service based, as well as several business plazas with offices. While the team observed most businesses to not be culturally-specific, there were a number of ethnic-based restaurants and a culturally-specific grocery store.

Figure 13. Business types of WPTC



Source: Field Observations

Of the 73 business, there is a variety of scale of businesses: some chains, locally owned businesses. Many are classified as independent business (Figure 13), illustrating the diverse scale and types of business sectors part of the economy of the WPTC. Showing a strong service industry presence along major corridors.

In terms of the characteristics of the buildings of the business from WPTC, nearly all were occupied, with few vacancies noted, and a build quality mostly ok or excellent. However, there was evidence of grime from air pollution. Primarily the business operate out of large buildings over 2000ft^2, and the rest with a size variation between 500 - 2000ft^2. There is high variance in building age, with a predominance built between 1970 - 1990. Nearly all were built before 2010.

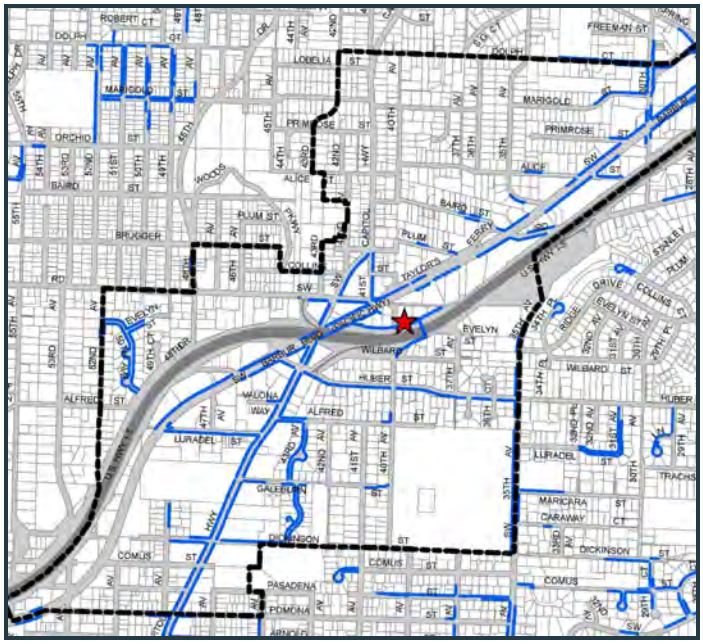
The team identified eight business as culturally-specific:

1. Barbur World Foods - Lebanese (Middle-Eastern)
2. Round Table Pizza - Italian
3. SHO Authentic Japanese Cuisine - Japanese
4. Thai Orchid Restaurant - Thai
5. Happy Fortune Chinese Restaurant & Lounge - Chinese
6. The Hummus Stop - Middle Eastern/East African
7. Baba Fresh Mexican & Mediterranean - hybrid Mexican and Mediterranean
8. Kuang's Kitchen - Chinese

Car-Oriented Area

WPTC is an extremely car-oriented area and can be dangerous for pedestrians, as we experienced during our walking tour. It proved difficult to reach adjacent businesses without a car. The group walked along roads without sidewalks and stepped into unprotected bike lanes to navigate around car parking. Crossing the two major roadways (SW Capitol and SW Barbur) required long crosswalks of 30+ seconds and even then felt rushed as cars trying to turn right were constantly inching forward.

Figure 14. Existing Sidewalks of the WPTC Area



Source: BPS West Portland Data Atlas

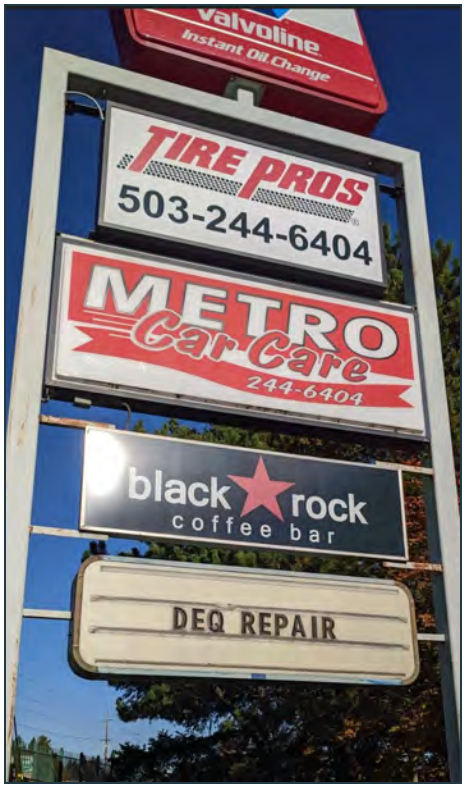
One group was nearly hit by a left-turning car while in the crosswalk with the pedestrian signal. The few marked crosswalks were infrequent, making it difficult to cross Barbur and Capitol. A comparison of the walking route (Figure 12) and the existing sidewalks (Figure 14) shows the infrastructure gap.

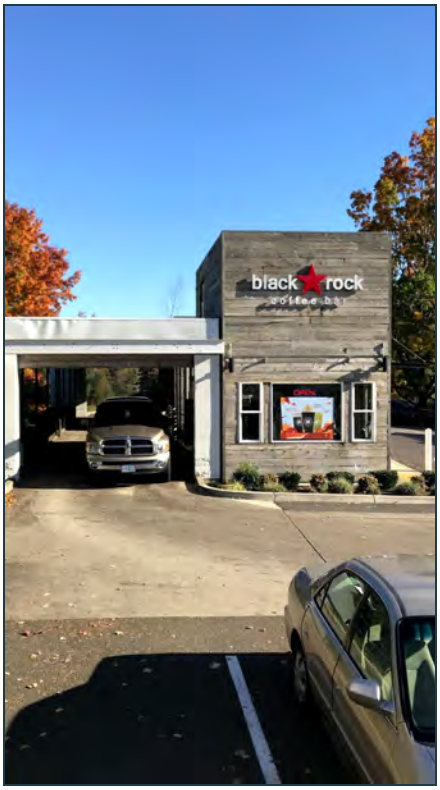
Noise from traffic reached high decibels. The team found it difficult to hold a conversation due to the constant vehicle noise. In considering the creation of community, these pose significant obstacles to making the area welcoming.

Businesses Cater to Cars

Businesses catered to cars in both form and function. The team observed many auto-service shops such as repair shops and gas stations, as well as drive thrus and substantial parking lots. There are 8 mechanic shops in the area, and many of the chain restaurants such as McDonald's, Wendys, Black Rock Coffee, Craving PDX, were primarily drive-through oriented. One coffee shop, Cravings PDX, was drive thru only.

Figure 15. L - Metro Car Care Sign - 10040 SW Capitol Hwy Portland OR 97219
R - Black Rock Coffee 10020 SW Capitol Hwy - looking SE





All of the identified business prioritize access to drivers. Most business plazas had parking and were not easily accessible via foot. Minimum ADA standards were met, and many did not appear to provide ADA access at all. The orientation of the Transit Center felt more like a transfer point than a destination in itself.

During the observation window, the team observed more traffic along Capitol and Barbur than along I-5, an unexpected finding. Additionally, as it was the end of the school day, many high schoolers were getting off buses and observed walking next to cars in the street due to a lack of sidewalks.

Incomplete Neighborhood

Overall, WPTC can be described as an incomplete neighborhood based on existing infrastructure conditions that do not allow all non-work trips it to be completed by walking or biking.[36] Within the community, amenities are not evenly distributed, with more parks, schools, and other community institutions based in the West Portland Park side of I-5. The area also provides a better sense of walkability due to its sidewalks and single-family housing stock. The northern side of I-5 is dominated by the Barbur Boulevard commercial corridor and multifamily housing lacking a community-oriented design.

If the area is to develop into a vibrant neighborhood with a strong commercial and residential feel, it has assets to build upon. The area is accessible by transit, provides good access to job opportunities, and has necessary car infrastructure. It lacks the things that make it a

[36] Definition found in the Portland 2015 Climate Action Plan. Portland Bureau of Planning and Sustainability, and Multnomah County. "Climate Action Plan," 2015. https://www.portlandoregon.gov/bps/article/531984, 78.

neighborhood - community spaces that are accessible by foot and pedal, as prioritized in the City's transportation mode prioritization plans.[37]

Figure 16. L - Holly Park - 10900 SW Capitol, looking NW; - Starbucks - 10010 SW Barbur Blvd - looking NE; R - Barbur Business Center III - 9570 SW Barbur

[37] City of Portland Bureau of Transportation. "PedPDX: Portland's Citywide Pedestrian Plan," 2019. https://www.portlandoregon.gov/transportation/72504.

Interview Results

Overview of Interviews

The West Portland Town Center group conducted a series of interviews over two weeks with businesses in the study area. 18 interviews were attempted and 5 were successfully completed. As a result of the interviews, we organized responses around six themes:

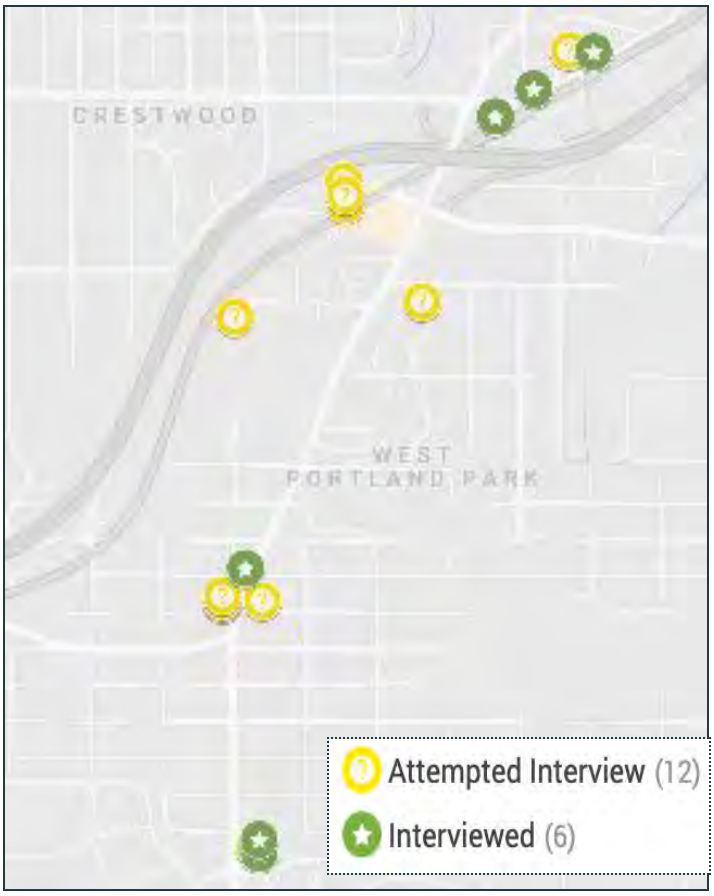
- Light Rail Awareness & Assumptions
- Business Association
- Business Health
- Cultural & Ethnic Businesses
- Relationship to neighborhood
- Jobs

Key findings from our interviews include the following:

- The level of knowledge about the SWLRT was mixed, but reactions were generally positive.
- No existing business association operates in the area, and there was little enthusiasm for the creation of one, though this may partially be attributable to lack of knowledge about how an association would work. There was some specific support businesses were interested in the city providing.
- Most businesses stated they were in strong financial shape and not concerned about possible displacement.
- There is a diversity of business types and culturally-specific businesses. However, it proved difficult to conduct interviews with many culturally-specific businesses due to language barriers and perceived risk of divulging information, requiring further relationship-building.
- Many of the businesses are well-liked by the neighborhood, although businesses hinted a willingness to leave the neighborhood if too impacted by changes related to the project.
- Lack of sense of community and belonging to the city from the business
- Many jobs at the service-businesses were minimum wage or slightly better. We did not have an opportunity to interview any white-collar-type businesses. Of these employees, many commute into the neighborhood, suggesting a possible disconnect between employees, job opportunities, and housing that requires further study.

Interview Approach

The team conducted interviews between November 4 - 15, 2019 in groups of 2 or 3 people and one interview conducted by the whole group. The team set up interviews by stopping in in-person and working with community liaisons to schedule interviews. Mohammad Salim Bahamadi from HAKI was especially valuable in setting up interviews with immigrant-owned businesses in the area. Many business owners were not available, but we were able to speak with managers or above in all cases.



The team was comprised of a diverse group of individuals who bring language skills in: Spanish, Portguese, Arabic, Hindi, Gujrati, French, Sango, and Swahili. Interviews were conducted in English, Swahili, and Somali. However, several of the businesses in the area appeared to be owned by Chinese individuals, creating a significant language barrier.

The businesses that participated in interviews were: Barbur World Foods, Bullseye Pub, HAKI Community Organization, Marijuana Paradise, and Nana's Market. A brief conversation was had with Master Wrench Auto Repair, but they did not complete a full interview. In addition, the group attempted interviews with:

1. Pamoja House
2. Thai Orchid
3. Brother's Wings & Bings
4. Happy Fortune
5. Baba Fresh
6. Kuang's Kitchen
7. Pacific Veterinary Hospital Inc.
8. Masjid As-Saber (Mosque)
9. Capitol Nails
10. The Hummus Stop
11. PBDC Cleaners
12. Masjid As-Saber Mosque

Additional businesses that we hoped to interview but were not able to include:

1. Sho Japanese
2. Valvoline Instant Oil Change
3. Aquatic Sports
4. Oregon Massage School
5. Ranch Inn
6. Hospitality Inn
7. Portland Value Inn & Suites
8. Kirsten Plaza

Interviews were conducted by team members in business casual attire who identified themselves as students from Portland State University. Each interview had a designated leader and designated note taker. Standardized questions were asked of each interview, and the list of questions can be found in Appendix A.

Interview Themes

Light rail awareness/belief

The study team focused on business perception of light rail during analysis, and began by probing businesses about their existing understanding of light rail proposals in the community. There was a high variance in awareness about the project among businesses, with two businesses unaware of the project, one marginally aware, and two actively participating in the process. Interviewees held generally positive or neutral feelings towards light rail and its potential impact on business. Some acknowledged personal benefit it could have on their commutes, and one interviewee was excited customers may be able to more easily access their business.

The interviewees also voiced concerns. One business was concerned about proposed traffic pattern changes, though the team learned after the fact this concern was actually regarding a separate ODOT project that would have far bigger impacts on the business' traffic pattern than light rail. This suggests a need for clearer coordination and communication between agencies. The same interviewee was not convinced light rail would be good for the store, partially due to skepticism that transit riders would be ideal customers. Other interviewees wanted to ensure adequate car access, noting that most employees access the business by car. One interviewee was concerned the current light rail proposal did not do enough to serve the community, specifically calling out the lack of station at PCC Sylvania, but appreciated that at least a shuttle bus will be offered.

Among positives responses, some hoped for a Multnomah Village-type of community. One business lauded the recent road-diet on Capitol Highway and hoped similar could be implemented with the light rail project. A final comment came from an interviewee appreciative that light rail was the decided mode, as they said, "I'm not going to ride the bus."

Though construction impacts were concerns for businesses, they weren't immediate considerations. Aside from traffic pattern changes at Barbur World Foods, most believed they would be fine. Marijuana Paradise stated that, "We don't have a problem. We have a parking lot. We are back here, it will be fine." It was notable, however, that a business along Capitol

Highway expressed concern for their colleagues along Barbur, perceiving increased construction impact.

Business Association

Interviewees confirmed that there was no formal business association in the area. The opportunity for a business association to form does exist, though it may take time and effort to fully implement. One organization, HAKI, is specifically interested in the formation of an association, and has tried to coordinate efforts among culturally-specific nonprofits and businesses in the area; however, nothing concrete has yet emerged.

Beyond HAKI, enthusiasm for a formal association was low, reflected by few relationships among businesses in the area. There may be micro-networks to build from, such as relationships between businesses sharing complexes or facilities, among clusters of stores where some owners know one or two fellow owners, and for the stores that patronize one another.

There is an independent mindset in the area. Few relationships exist between businesses. Businesses in there area have a competitive nature: one interviewee acknowledged doing price checks at competitors' businesses and another proceeded to "trash talk," trying to downgrade their competitors. Another noted that interactions with businesses over shared parking lots and concerns for dedicated parking spots made collaboration seem more of a hassle than a benefit. Interviewers also sensed that businesses could just leave if things get tough, which makes it hard to invest in the neighborhood or an association.

The businesses stated a lack of interest in forming an association. Despite businesses disinterest in a business association, it may still be beneficial to pursue the formation of one, due to a misperception of the role of associations and the expressed interest by interviewees for the types of services an association could provide. When describing a business association, one interviewee made it sound like a Homeowners Association, more focused on regulations about appearance and operations than a supportive or advocacy group. One business stated "I'm not interested in a business association," they later on suggested they would like a voice at the city and opportunities to market their business at outreach events. When asked about specific things that the city may be able to provide, businesses voiced interest in opportunities to market their products and services to potential customers. They also wanted a presence in local governance. Another demonstrated a desire for additional foot traffic and complimented the recent road diet on Capitol Highway.

Despite the overall disinterest from businesses to participate in Business Associations, their desire for certain supports show that there could be a way forward in forming a Business Association. It could be beneficial for the city to explore this option further, possibly facilitated focus groups and bringing representatives from nearby Business Associations, such as Multnomah or Hillsdale, to explain their role and what services such a group could provide.

Business health

Of the businesses we interviewed, most reported good financial health. The exception was Haki, who, typical of a small non-profit, was always on the search for stable funding and donations. The rest were very positive, and they generally attributed their health to the good economy. One

business did acknowledge that their health tends to run countercyclical to the broader economy, but even so they were doing okay.

The businesses shared little concern for the future of their business. All expected to be there for the next 5-10 years. They shared little concern for the light rail construction's impact on business health. However, one businesses located on Capitol Highway did express concern for those businesses along Barbur that would be more impacted by the light rail construction.

In terms of possible support for businesses, one business expressed interest in reorienting the business to face the main street (Capitol Highway) instead of inward to a parking lot. And finally, there was an underlying "unless" in the answers about future plans - the businesses planned to stay unless things got bad. To that, one business stated that they expected to be in the area as long as the owner wanted to be and the money stayed good. Another suggested that if the traffic pattern were too disrupted, they would leave for another location. To that end, to prevent business displacement, it seems critical that TriMet minimize construction and take steps to ensure strong business sales during the disruption period.

Ethnicity

As detailed in the Demographics section, the area does hold a diversity of people. Likewise, there is a diversity of businesses in the area, both in type and in community served. "We are a gourmet, special ethnic business," stated one. Overall, our Observations found a diversity of business types and culturally-specific businesses. There may be an underrepresentation of certain neighborhood demographics in the business composition. Though we identified eight businesses as culturally-specific, that is disproportionately lower than the overall diversity of the neighborhood and most of these were oriented around food services, including restaurants and groceries.

Many businesses are serving customers of diverse backgrounds who live in the neighborhood. The diversity can add layers of difficulty, as one manager stated: "Sometimes we have a language barrier between customers and employees, but we work on that." Some culturally-specific businesses bring in more than just customers from the neighborhood. Barbur World Foods maintains customer relationships who drive from hours away because of their unique selection of goods. "They come because we are a big Middle Eastern Grocery, and that is not common. There are other Mideastern groceries but not as multicultural as this one." Businesses also depend on the through-traffic to bring in new customers passing through, meaning visibility is important.

There are several anchor institutions in the neighborhood for the East African and Islamic community in the Mosques and the Islamic School. Mohammed Salim Bahamadi of Haki wishes there were more active participation and engagement from the East African community, but feels they are resistant to be involved, especially towards long-range planning. It can be difficult to get them involved in planning when there is a need for more immediate support or outcomes.

Staff are of all backgrounds as well. Some staff are neighborhood residents but many commute into the area for their jobs from surrounding suburbs and other areas of Portland. Certain jobs are heavily racialized, such as the all-Latinx kitchen crew at one of the businesses. An area to

explore further would be the rate of employment of neighborhood residents within the neighborhood.

Relationship to Neighborhood

There is both a strong relationship between the businesses and the neighborhood and a tenuous relationship that only persists as long as it is mutually beneficial. Most stores maintain a strong local customer base, but many also rely on customers passing through the area. Many employees do not live in the neighborhood, and “commute from Portland,” said one business owner, adding to the perspective that WPTC is separate from Portland as a whole.

The site that now hosts Barbur World Foods has had a grocery store in operation for over 50 years, and the grocer is incredibly important to the neighborhood. Though not an official part of our interviews, area residents who attended the West Portland Town Center Community Workshop spoke effusively of the store and its importance to the area. The building owner also owns a neighboring liquor store and barbershop property. However, it’s unclear how mutual that relationship is: the interviewee with Barbur World Foods stated that if an ODOT project went through that altered the traffic pattern, they would likely leave the area.

Although a little outside of the immediate study area, this group approached businesses in the Mountain Park Plaza as well. This was due to the connection made with Mohammed Salim Bahamadi who runs a local non-profit called HAKI. The plaza is tucked away off of Capitol Highway, near the turnoff to PCC Sylvania. One business in the plaza expressed interest in changing their facade to be more inviting to the neighborhood. Due to the building’s built form, the business was not visible from the main road and had limited signage. This business felt it was only able to cultivate a local customer base as outsiders may not know the business exists.

HAKI, given its advocacy role, knows many of the area businesses and business owners and proved to be invaluable in connecting the team to the businesses both in the plaza and provided useful context information to the area. HAKI is accessible by car and foot, and spends a great deal of time visiting people at their homes, utilizing the office more as a training space. Mohammed Salim Bahamadi developed deeper relationships with other businesses in the Mountain Park Plaza, suggesting some ability to form micro-associations.

Jobs

The jobs at the businesses interviewed tended to be lower income. This speaks to one of the limitations of the interviews, as no white collar businesses were interviewed. The employees of the businesses we contact generally earned hourly wages of minimum wage or slightly better.

Businesses mentioned several challenges in finding employees. Due to the overall economy, potential hires were “ghosting” the businesses, meaning the business was willing to offer the candidate the position but the candidate never responded.

Given the service nature of the businesses interviewed, businesses were highly occupied with finding employees with strong customer service skills. “One bad employee drives away 500 customers,” stated one business. Similarly, trustworthiness was highly valued. For one business, employees were often alone, and the business had issue with theft by past employees.

For other businesses, they were owner-operated. And HAKI, as a non-profit, was interested in volunteer support to achieve its programs.

Limitations

There are limitations to the interviews. The biggest is a question of extrapolation - these six interviews do not represent the entirety of the business needs in the area. There are significant business sectors not interviewed at all, and no interviews were conducted with culturally-specific Asian or Latinx businesses known to be in the area. Second, we were not always able to speak to the owner, sometimes just a manager or other high level employees. As such, the responses may not reflect the owner's feelings. Lastly, these findings are filtered through our identities and experiences, which may distort the feelings of the interviewee.

Positionality and Reflection

During the interviews, the team called upon its diverse backgrounds, language skills, and identities. Our role as students also likely helped us secure access to businesses that may not otherwise have been available.

The team leveraged overlapping identities with interviewees. This included perceived similarities between interviewer and interviewee and establishing shared interests that opened up dialogue. Intentional efforts were made to match participants around language, culture, and experience. One team member noted a shared overall outlook with an interviewee, a relaxed, everything will be okay outlook.

The team was also aware of mismatches with interviewees. There were unspoken power dynamics, both with race and class, but also the perception that we could make a difference with this report and we could be lobbied. The team also disrupted workdays for interviewees, taking them away from immediate organizational needs. Lastly, one interview included a translator and intermediary, which impacted the topics discussed and translation of results.

Finally, the results were filtered through our memories and notes. Similar ideas were combined that may have removed nuance. Not every team member participated in the interviews, meaning the review of the notes may not have captured every idea. And team members brought their own thoughts and beliefs about light rail, businesses, and commercial displacement that inevitably impacted the findings.

Still, the team attempted to maintain a fidelity to the interviews and present as accurate a set of results as possible.

Best Practices and Case Studies

Overview, Importance, and Findings

Strategies and lessons exist to meet business needs and prevent commercial displacement from transportation projects, with applicability to the SWLRT project. In combination with the interviews conducted, these best practices can form the core set of strategies to be implemented by Prosper Portland and the Bureau of Planning and Sustainability. As documented in the following case studies, many municipalities have successfully confronted the concerns of business displacement, multicultural business development, and community business advocacy.

From the best practices and case studies, we find the following items can best meet the goals of preventing commercial displacement.

- Consider an inclusionary zoning-type approach for commercial space with affordable workspace policies that ensure small, culturally-diverse businesses can maintain their place in a changing community.
- Mitigate the impacts of construction by:
    - Leveraging regional purchasing power and directing support to businesses in the construction zone.
    - Setting equitable hiring policies and goals for the project to ensure public investments benefit diverse business contractors and residents in the area of the investment.
    - Encouraging the emergence of a business association to advocate for business needs during and after construction. In addition, allocate funding for business loans and improvements to set businesses up for success after project completion.
    - Market businesses in the construction area during construction to drive customers and mitigate business losses due to accessibility impacts.
- Work with locally-trusted nonprofits to lead the community design of transportation investments.
- Utilize Business Improvement Districts to empower local businesses to set their own goals and meet their own service needs.

What is commercial displacement?

Before addressing best practices to prevent commercial displacement, we reviewed the research that discusses how to identify commercial displacement and a standard process it follows. The research of Dr. Karen Chapple, UC Berkeley, looks into the relationship between Transit-Oriented Development and Commercial Gentrification as broad themes, examining

results from similar projects in Los Angeles and San Francisco.[38] Chapple's analysis focuses on how small, often culturally-specific businesses are affected by the transit development. A key consideration examined by this research is which type of displacement comes first: the displacement of small businesses--commercial gentrification - or the displacement of residential communities - residential gentrification.

Residential gentrification, as defined by Dr. Chapple, is the "transition of working-class, low-income neighborhoods because of an influx of capital and new residents of higher income and educational attainment." Commercial gentrification is then looking at the transition of small businesses as new or larger businesses enter the area. This can be measured in two ways: first by examining the number of business turnover--with a focus on minority-owned businesses--and secondly by the change in the type of businesses. The types of businesses referred to in this article are grouped into four categories: necessary (everyday needs such grocery stores or gas stations), frequent (quick visits, such as bank or pharmacies), discretionary (non-essential goods, such as speciality foods or recreational services), and infrequent (serve a larger community than the neighborhood, such as furniture stores). A common trait of commercial gentrification in neighborhoods is seen as businesses change from necessary/frequent types to more discretionary/infrequent types. There are four common scenarios how this plays out: "retail upscaling", "space commodification," "art districts", and "transit-oriented districts."

Chapple points out that residential gentrification is generally viewed as an issue, whereas commercial gentrification can sometimes be described as positive by using terms such as "neighborhood revitalization" or "economic development." The replacement of smaller businesses by larger businesses serving higher-income consumers often leads to overall economic growth. In some cases, the replacement of smaller businesses has brought more business diversity and larger stores to an area allowing local residents more choice and more employment opportunities. On the other hand, there are examples where the new businesses do not cater to the needs of the local residents or offer goods outside of their budgets thereby not serving them and forcing them out.

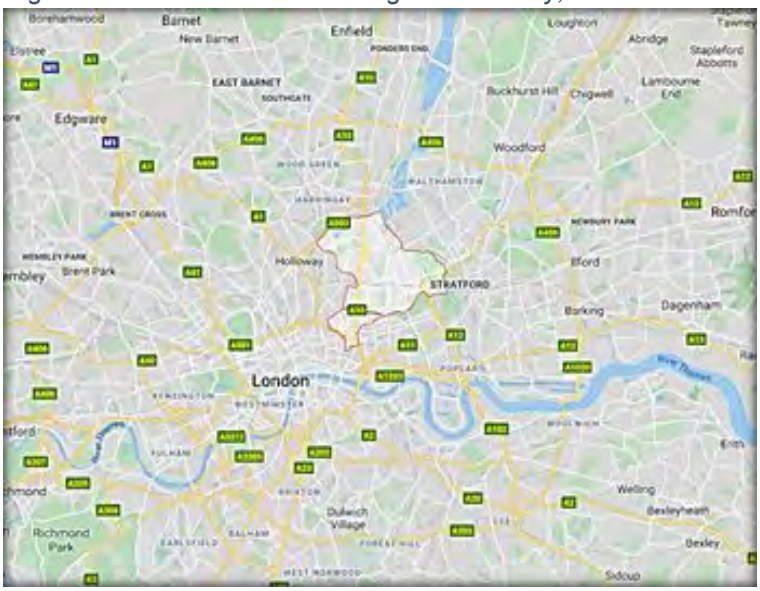
Case Study 1: Affordable Workspace Policies[39]

The Borough of Hackney is located north of central city of London and west of London Olympic Stadium, the site for the 2012 London Olympic Games. Hackney is an inner borough of London with a thriving small and medium size business community, startups, and a strong cluster of creative businesses. It includes the famous Shoreditch area historically known for its theatres, silk and textile industries.

[38]Karen Chapple, Anastasia Loukaitou-Sideris, Silvia R. Gonzalez, Dov Kadin and Joseph Poirier. "Transit-Oriented Development & Commercial Gentrification: Exploring the Linkages." University of California, Berkeley (UCB) Center for Community Innovation & University of California, Los Angeles (UCLA) Lewis Center. September 2017. Accessed on November 15, 2019 from: http://ucconnect.berkeley.edu/sites/default/files/research-papers/TOD%20and%20Commercial%20Gentrification.pdf

[39]Development Management Local Plan for the Borough of Hackney, July 2015. https://hackney.gov.uk/development-management-dpd

Figure 17. Location of the Borough of Hackney, north of London



Source: Google Maps

Because of its proximity to the central city, Hackney was an obvious choice for northward expansion of the central city. The case study focuses on the guided growth of mixed use development without causing gentrification of existing businesses in the area.

Affordable Workspace Policies in Hackney, London

In early 2000, an “Affordable Workspace Policy” was adopted by the borough’s council as a strategy to ensure supply of workspace in terms of type, size, and, most importantly, cost. It was the “core” strategy adopted by the council to make sure that businesses in the borough are not displaced as a result of mixed use redevelopment and rising property values. The council employed registered workspace providers who could lease employment workspace for a set period of time and then sub-lease them to start-up, small, and medium sized businesses if they are a local business. The policy protects 10% of the redeveloped floorspace as affordable workspace to be leased to registered workspace providers.

When this policy was adopted, Hackney’s economic position was not secure and it was seen as one of the most crime-ridden boroughs of London. A 2006 report which assessed the Borough’s economic health revealed about 47% of children living in low-income households.Today, the economic position of the borough is going strong and commercial gentrification especially among creative businesses has been curbed.

Weaknesses

The Affordable Workspace policy requires new development only provide for affordable employment floorspace. While this has prevented business displacement, rising land value due to redevelopment led to household displacement which this policy did not address.

Another weakness of this approach was the lack of secure funding from financing agencies. While developers and registered workspace providers are bound by the legal planning and development processes, financiers avoided funding projects in areas affected by the policy due to revenue related concerns.

Lastly, developers may find it difficult to secure a workspace provider-partner willing to work on a long term lease. The workspace provider may have different interests than the developer, which can make collaboration difficult. These disagreements can inhibit success of such policies.

Applicability and Transferability to the Southwest Corridor

With SWLRT, the project anticipates transit oriented development along the corridor, which would include residential, commercial, and employment-center development. Much like Hackney, the SW corridor faces the danger of displacement by new development.

Identifying small and ethnically diverse businesses that serve the neighborhood and population vulnerable to displacement is necessary. These businesses can benefit from the “Affordable Workspace” policy and may even thrive with the increased traffic brought by light rail.

Similar to the Southwest Corridor, the Borough of Hackney is also racially diverse, with residents from Jewish, Irish, Turkish, Kurdish, Vietnamese, South Asian and African communities all living and thriving as a local community in the area. The SW corridor has the potential to become a more racially diverse and thriving neighborhood provided appropriate measures are taken to foster its cultural identity and prevent displacement.

Another very important similarity is that Hackney used to be a bus transit corridor prior to the opening of the Overground rail system in 2007. Prices of local properties increased by almost 50% after the transit development. Similarly, the Barbur Transit Center is a bus anchor for the region, and light rail expansion may cause similar circumstances.

Recommendations & Best Practices

- The “Affordable workspace policy” worked for the borough of Hackney but it had its shortcomings: the borough secured 118,400ft^2 of affordable workspace between 2004 and 2008, but it lost 4,908,000ft^2 of industrial floorspace between 1998 and 2008 due development. Protecting gains made by the policy is essential.
- The policy must outline stakeholders and approved affordable space providers who can identify and help vulnerable business owners and renters find an affordable place in the same neighborhood.
- Focused aid should be provided to businesses most affected by changes in light rail, eg. auto-oriented businesses. Such businesses may need to evolve and transition into the changing needs of the neighborhood and require technical or economic assistance.
- This policy is most effective with forethought, requiring preparing and planning for the changes brought by light rail.

Case Study 2: Business Support Strategies Before, During, and After Construction of Minneapolis-St. Paul's Green Line Light Rai[40]

Overview: Minneapolis-St. Paul (MSP) Green Line

The Green Line light rail, built between 2010 and 2014, runs from downtown Minneapolis to downtown St. Paul along the University Avenue corridor. The area includes a diversity of neighborhoods and land uses, anchor institutions, and ethnic communities. During planning, significant consideration was given to the financial sustainability of businesses along the corridor, the direct result of a lawsuit by local businesses in which the Metropolitan Council (referred to as the Met Council) was found to have insufficiently analyzed business impacts when developing their 2006 Environmental Impact Statement (EIS). As a result, the court mandated an additional set of analysis and reporting, and the Met Council issued funding to support businesses before, during, and after construction.

Local businesses formed a working group under the Central Corridor Funders Collaborative (CCFC) to advocate for business interests related to the light rail. This case study will examine three actions the CCFC undertook. Beginning in 2008, the CCFC began issuing grants related to the Green Line. Comprised of fourteen local and national foundations, the Collaborative's first working group became the Business Resources Collaborative which, in 2009, filed the lawsuit that found the Met Council inadequately planned for business impacts. As a result, the Met Council announced that it would provide $1 million to the CCFC to protect businesses along the corridor, and the CCFC pledged a match of another $500,000 to the cause. The foundations' funding increased during the duration of the project, eventually totaling $12 million. In total, the foundation pooled the $12 million in grants into a "Catalyst Fund" that supplied over 160 grants focused on four categories of programs:

1. Access to Affordable Housing
2. Strong Local Economy
3. Vibrant, Transit-Orient Places
4. Effective Communication and Collaboration

The Central Corridor Funders Collaborative sought to bridge the divide between community members and government decision makers by acting as a mediating third party that helped to build new relationships and align goals. The group attributes the successful completion of the Green Line to this collaborative leadership model.

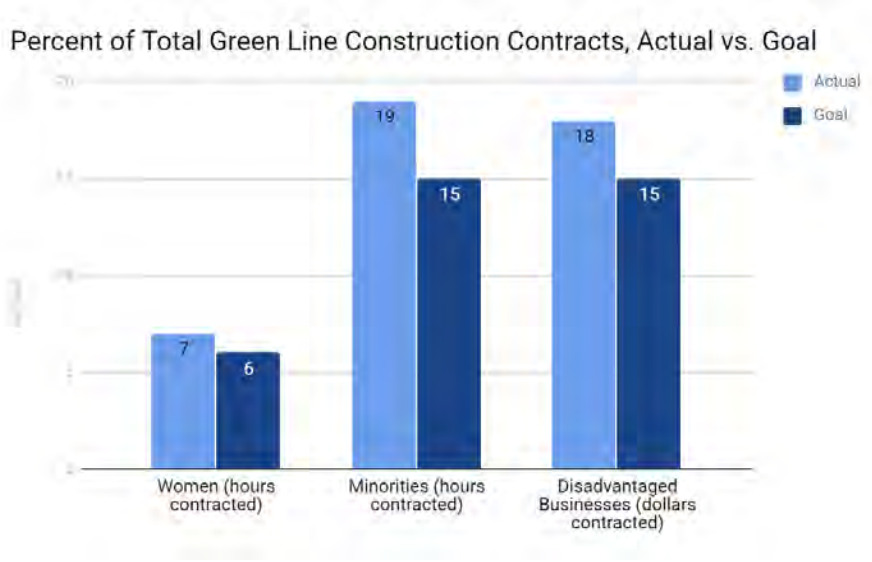
The Joint Committee on Equal Opportunity

One of the working groups that emerged from the Central Corridor Funders Collaborative sought to maximize the participation of people of color and minority and women-owned contracting firms in the construction of the light rail. The goal of this project was to ensure public investment dollars benefited the communities light rail would impact, supporting residents with

[40] Saint Paul & Minnesota Foundation.Central Corridor Funders Collaborative. About Community, Not A Commute: Investing beyond the rail. 2016, June. Retrieved from https://www.spmcf.org/sites/default/files/Resources/CCFC2016-LegacyReport-Final-Web.pdf.

good-paying jobs to prevent displacement. The Joint Committee on Equal Opportunity pursued this goal in a three step process. First, the Met Council, local non-profits, and construction companies held information sessions to recruit minority and women workers. Second, they built a website that helped to match workers to jobs with unions and construction companies. Finally, they set up monthly oversight meetings between contractors, government officials, and advocacy groups to evaluate progress. The effort was seen as successful, ultimately exceeding hiring goals (Figure 18).

Figure 18. Employment rate of targeted populations during construction of the Minneapolis-St. Paul Green Line



Source: Saint Paul and Minnesota Foundation, Central Corridor Funders Collaborative, Investments (2008-2016)[41]

This process resulted in greater rapport between contractors, government officials, and advocacy groups - so much so that the approach was replicated in the construction of the U.S. Bank Stadium two years later. A weakness that emerged, however, was that prime contractors were slow to make payments to subcontractors, which created cash-flow shortages. Leaders quickly learned from this experience, and during the construction of the U.S. Bank Stadium established a working capital fund for minority contractors to borrow from. Both of these strategies to increase the participation of people of color in construction could be applied to the SW Corridor project. As these strategies are primarily a function of relationship building and opportunity creation, Prosper Portland would be a well-positioned policy implementer.

The Central Corridor Anchor Partnership

A working group within the CCFC was the Central Corridor Anchor Partnership. This group consisted of 13 organizations, each prominent medical or education organizations along the Green Line corridor. Together, group members adjusted operations in ways that enhanced business and community health in the corridor. The goal was to support local businesses during

[41] Central Corridor Funders Collaborative. *Investments (2008-2016)*. 2016, March 31. Retrieved from https://www.spmcf.org/sites/default/files/Resources/PDF/Mar-31-2016-INVESTMENTS-TO-DATE.pdf.

and after construction in order to ensure spending supported the local economy and local workers.

During and after rail construction, members began buying a greater proportion of their $300 million in annual purchases from businesses along the corridor. They estimate that this action alone added over $4 million in annual sales for local businesses, and believe they can expand the initiative by shifting an additional $16 million in purchases to locally-based businesses.

Anchor members also sought to strengthen the local economy by participating in the Central Corridor College Fellows Program, an equity-focused hiring and training initiative. Through the program, members hired local community-college students preparing for careers in health care at corridor-based medical institutions. 72% of students were low income, 68% were people of color, and 34% were first-generation college attendees. By hiring such students, anchor members contributed to equitable workforce development.

A strength of local buying/hiring programs is that they are relatively low cost. Assuming roughly equivalent prices for local and non-local goods and labor, the decision to shift spending to local businesses and employees is budget neutral for members, yet beneficial for the local economy. Both actions improve community ties between anchor institutions, local businesses, and nearby disadvantaged communities. However, if anchor institutions already leverage their hiring and buying power to maximize the returns for the local economy, there may be little room for growth.

Still, Prosper Portland and the Bureau of Planning and Sustainability could research local hiring and buying patterns, then convene a working group to promote improvements in support of SW Corridor businesses and communities. “Eds and Meds” institutions along the corridor, such as PSU, OHSU, PCC Sylvania, National University of Natural Medicine, and Lewis and Clark, represent excellent initial members. Prosper Portland and BPS should consider expanding that pool to other types of anchors as well - the Portland, Tigard, and Tualatin city governments might have willingness to expand equitable buying and hiring initiatives related to the corridor.

Access to Capital for Business Improvements

The first working group to emerge from the CCFC was the Business Resources Collaborative. Motivation for this working group came after “official predictions that construction would have little effect on business activity along University Avenue [the Central Corridor]. Those hard-to-believe assumptions enraged business owners and created an increasingly tense environment. But some community leaders faced the inevitable and adopted a strategy of preparing to survive the approaching disruption.” After winning the lawsuit forcing the Met Council to better take business disruption into account, significant resources were dedicated between the Met Council and the CCFC to support local businesses. The working group then used a model called “Plan, Survive, Thrive” to organize their efforts and take advantage of the project.

The results are detailed in the CCFC report and replicated below:

- 450 businesses made preparations and improvements prior to and during construction, receiving $3,135,430 in loans, $260,000 in façade grants, and thousands of hours of training and technical assistance.

- 128 street-level businesses opened along the Green Line during the four-year construction period, 13 more than closed or relocated. Of businesses receiving the most intensive assistance, only 1% of businesses closed during the construction period.
- 212 businesses were aided by $3.9 million in Ready for Rail forgivable loans.
- 9 façade improvements, and a $160,000 matching grant program leveraging additional investments of $1,197,000 in local properties

These results show the scale of funding leveraged to support businesses along the corridor. Various partners provided marketing for businesses along the corridor during construction to drive foot traffic and customers to the area, mitigating foot traffic decreases due to construction disruption. While businesses still reported decreases in customers during construction, businesses would have likely closed without these efforts. Instead, more businesses opened than closed during construction and 80% of businesses believed they would grow in the first five years after the Green Line opened.

Applicability and Transferability to the Southwest Corridor

Prosper Portland and the Bureau of Planning and Sustainability are asking questions about commercial displacement in a way that the Met Council had not. Given the two bureaus' emphasis on collaboration and equity, it seems very possible to replicate this case study with locally-relevant adjustments. By having these discussions now before the EIS is accepted, the SWLRT project can think forward and build upon the success of the MSP Green Line, making the project a success for local businesses and residents.

This case study does highlight some significant differences between Minneapolis-St. Paul and Portland, providing a sense for a gap that BPS and Prosper Portland can fill. The existence of the capital and marketing support came from an organized business association that was willing to push the Met Council. In advocating for their needs, businesses were able to lead in making the improvements they believed they needed to thrive.

Case Study 3: Transit-Oriented Development Corporations[42]

Fruitvale is predominantly low-income Latino and Chicano community in Oakland, California. The Unity Council created the Fruitvale Development Corporation (FDC) to develop the local economy around the Fruitvale BART station, anticipating construction of new station parking.

[42]ULI–the Urban Land Institute. Cases studies, Fruitvale Village I. 2005. Retrieved from https://casestudies.uli.org/wp-content/uploads/2015/12/C035004.pdf

Figure 19. Fruitvale Development Corporation Planning Area.

Source: North Oakland community analysis, UC Berkeley.

The Unity Council

The Unity Council is a community development corporation with close ties to the Oakland. Today, it serves as a delegate agency managing many city programs and has built a reputation as a housing and community developer. Its overall orientation is to promote high-density mixed uses, housing, jobs, and retail but with a focus on distributing job centers. Proactively ahead of the parking garage construction, the community sought to develop and implement solutions for managing traffic, pollution, and impacts on local business. In addition to building mixed-use infill development around the BART, the Unity Council started a Public Market small business incubator program in Fruitvale that supports small businesses and artisans.

The Unity Council's focus on small business retention grows out of its holistic approach to servicing the community. The Public Market builds on prior work with the Main Streets program in the 1990s which largely served immigrant-owned businesses. Activities included litter and graffiti reduction programs, education and assistance on business signage, beautification, and negotiations with the city to implement tax assessments that provided funding for cleaning.

To further its planning efforts, the Unity Council applied for and was awarded a $185,000 Community Development Block Grant (CDBG) from the city of Oakland. In the fall of 1993, the Unity Council secured $470,000 in U.S. Department of Transportation (USDOT) funds. The CDBG funds and the grant from USDOT were critical to the project's success. While the overall revitalization of the Fruitvale district would end up costing upwards of $100 million, the initial funding for planning helped the development team obtain larger grants later on.

Fruitvale also collected resources from a tax increment financing (TIF) district. The FDC took out a $4 million Local Initiatives Support Corporation (LISC) bridge loan with the TIF funds. The

project also obtained, through the city of Oakland, a HUD Enhanced Enterprise Community economic development initiative grant of $3.3 million, matched by a $3.3 million HUD Section 108 loan. The city of Oakland was also the issuer of $19.8 million in tax-exempt 501(c)(3) bonds. After construction began, the city approved a $4.5 million, 20-year prepaid lease that allowed the FDC to pay down the 501(c)(3) bonds by $2 million soon after the completion of construction and reduce its interest payments and fees on the bond.

Results

- The transit village has been a boon to the surrounding neighborhood without resulting in gentrification.
- Fruitvale lost only 1 percent of its Latino population, 4 percent of its black residents, less than one percent of its white residents, and gained 6 percent new Asian residents. The community stayed Latino, “even with all these benefits.”
- As of 2011, Fruitvale saw a 10-20% increase in businesses by microentrepreneurs.
- After project completion in 2005, the Fruitvale neighborhood generates the second-highest level of sales tax revenue in the city.

Strengths

- The Fruitvale Village is a national model for livable communities. This renowned TOD is a pioneer in equity planning. TOD is uniquely positioned to benefit low to moderate income (LMI) communities: it can connect workers to employment centers, create jobs, and has the potential to spur investment in areas that have suffered disinvestment. TOD reduces transportation costs, a significant boon to LMI households who spend a larger share of their income on transportation relative to other households.
- The leadership of a non-profit organization with deep roots in the community helped the project gain acceptance. Given its long history of service within the community, many residents were familiar with the work of the Unity Council. The village’s success can be attributed to the level of trust the council established among residents and businesses.
- This program was deliberate in applying an equity lens to its policies. If equity is the goal, designing policy strategies around that philosophy is a necessary step to ensuring success.

Weaknesses

- A limitation of working with nonprofit associations is the challenge of obtaining funding and financing. In securing project financing, the FDC experienced many hurdles that traditional developers do not.
- As a result of the financial struggle, the Fruitvale Village development process took longer than expected. 24 years passed between the conception of the community plan and the Fruitvale Transit Village completion.

Applicability and Transferability to the Southwest Corridor

The context of the Fruitvale project is comparable to the SW corridor. Both are transportation interventions in a central corridor area between to two cities that are conurbed with direct implications for people from marginalized communities.

It is crucial to understand the differences of the market forces - particularly the pressure of the Bay Area's booming economy. The diversity and equity perspectives are different, as well as different levels of political activism and public involvement to see a project like this through.

It is relevant to notice that Fruitvale's uniquely strong community organizational presence was crucial to the success of equitable TOD. For the SW corridor, strategies would need to work in local conditions and generate the political and community engagement to support the project.

Recommendations & Best Practices

- Partnerships are key to gaining community trust. Create a holistic and integrated intervention to engage the community as part of the process and reflect on results. To achieve local rapport, partner with social/business organization in the area before creating one.
- Make the community part of the project: Shift the concept of a transportation project towards the idea of integrating the transit into the surrounding community. As there does not appear to be as prominent an organization in SW Portland as there was in Fruitvale, work with an existing SW Portland non-profit to develop its capacity to work with the city and the developer. This will integrate community concerns using a community benefits agreement that stipulates the commitments from developers regarding project benefits to the surrounding community.
- Guarantee that equity strategies are financially realizable – always make sure that the equity strategies are included in the financial model of the project. This protects the project from economic issues that could affect outcomes or the marginalized population.

Case Study 4: Special Service Areas

Special Service Areas (SSAs), otherwise referred to as Business Improvement Districts (BIDs), are local districts that collect tax revenue, often at a neighborhood scale, for the purpose of providing enhanced services and programs. These services and programs are in addition to the baseline set of services a city or regional government already offers, usually covering issues that a local area may feel are inadequately addressed. In Chicago, local neighborhoods are allowed to initiate the formation of Special Service Areas to be operated by local neighborhood non-profit organizations.

What is a Special Service Area (SSA)/Business Improvement District (BID)?

A BID is a broad resource for local businesses and is only limited by what it wants to accomplish. Across the world, BIDs focus on a variety of goals and objectives that vary based on a community's needs. BIDs collect resources from an additional property tax levy for performing these services, and are usually formed by collective agreement by the businesses affected by or located within the BID.

BIDs usually form at the neighborhood scale. When a community begins the process of forming a BID, support from a majority of businesses in the affected community is needed. A local government then assigns operation and management of BID resources and programs to a neighborhood organization, typically a nonprofit or a quasi-governmental organization. This organization is traditionally led by a board or a committee of business leaders.

Neighborhood Scale of Chicago's Special Service Areas

According to Chicago's Department of Planning and Development, the Chicago Special Service Area (SSA) Program - their Business Improvement District system - is contracted to local nonprofits, called Service Providers, to manage SSAs. The services that these organizations provide is broad: business retention/attraction, facade improvements, bicycle and pedestrian infrastructure construction/maintenance, and economic development. Chicago presently has 53 different SSAs across the city.

One Service Provider, Back of the Yards Neighborhood Council, manages Special Service Areas 7, 10, 13, and 39.[43] Each of these SSAs serve a specific group in the Hispanic Back of the Yards neighborhood on Chicago's Westside; SSA 13, for example, is located in the historic Stockyards Industrial district and as a result offers services related to industrial business retention and development. Conversely, SSA 39 is the heart of the Brighton Park and Archer Heights neighborhoods, and provides more relevant services such as business advertising rebates, shopper shuttle busses, and graffiti removal.

Special Service Areas and Diverse Communities

SSA 10 covers 47th St and Ashland Ave in Chicago, the historic center of the Back of the Yards Neighborhood and a central Hispanic cultural hub in Chicago; it offers services related to its diverse community that celebrates its identity and preserve it for future generations. The SSA provides resources to host Fiesta Back of the Yards, an annual celebration that provides a place for community interaction as well as an opportunity business sales. Other resources provided in the SSA include adult education for workforce development, commercial real estate services, a resource directory, and a business development center each focused on supporting Hispanic businesses and entrepreneurs working in Back of the Yards.

Strengths

SSAs and BIDs offer communities agency to decide for themselves what services that they need or want and are failing to be provided adequately or at all by other governmental entities.

[43] Back of the Yards Neighborhood Council. http://www.bync.org/

Weaknesses

SSAs and BIDs live and die by the support and involvement of local businesses. An SSA or a BID is only formed when it has a majority of support among business leaders. Even after formed, an SSA or BID is still traditionally governed by a committee of local businesses. In a neighborhood where multicultural businesses are a minority, this has a threat of other interests derailing an SSA or BID initiative focused specifically on equity.

Applicability and Transferability to the Southwest Corridor

Business Improvement Districts aren't new to Portland. The Downtown Portland Clean & Safe District has operated since 1988, providing security and community justice services, retail marketing and advocacy, and visitor engagement resources in the heart of Portland. It has shown that business improvement districts are achievable and feasible in Portland. Where a Southwest Portland Light Rail Business Improvement District would differ, however, is in the fact that it both prioritizes multicultural businesses and flows down a corridor rather than focusing on a central region or node, taking lessons from organizations like the Back of the Yards Neighborhood Council.

Appendix A - Interview Notes

Barbur World Foods

Name of the Interviewee: Nick (General Manager)
Name of Business: Barbur World Food
Type of Business: Grocery Store (culturally specific food items)
Local or Franchisee: Local
Age range:
Live in the neighborhood? No (Lives in Milwaukee)
Racial/ethnic and other aspects of cultural identity: No
Languages, preferred language: English
Email address and phone number for follow-up:
Tel:
Phone:
Prefer to be contacted in the store

- How many years have you owned the business?
    - 50 years (Family own business - Dad retired - Son and daughter). Nick joined the business as a general manager about a year ago
- How many employees are there in your business? How many hours do they work?
    - 50 employees
    - Full time - 40 hours/week
- What are the employee wages?
    - Different types of positions - above minimum wage
- Do the employees represent mixed ethnicity?
    - Yes, multiethnic employees like Syrian, Lebanese, Arabic, Farsi Speaking (Note-taker's thought : most probably Iranian)
- What other languages can the employees speak?
    - English and Arabic
    - "Sometimes we have a language barrier between customers and employees, but we work on that"
- Where do they live? How do they commute to work?
    - A lot of employees from the neighborhood,try to hire from neighborhood
    - They walk and drive
- How many customers do you get each day? Where do they generally come from (neighborhood or other parts of the city/metro region)
    - A lot, depends on the day
    - Thousands of customers all over Portland and near areas, they come from different part i.e., Salem, washington county
    - "They come because we are a Big Middle Eastern Grocery, and that is not common. There are other Mideastern groceries but not as multicultural as this one"
    - This location (they have another World Food in the Pearl) busier than the other one. They work differently. The Pearl one is more walkable.
- Do you own the property or rent the property? For how long?
    - The property is owned by the business owner. Also leases out adjacent buildings.

- What is the rent?
- Who is the property owner? How is your relationship with the owner?
- What are your business's transportation considerations?
    - A small company that depends on people driving by for advertising. People see us all day when they pass by. We don't need to invest a lot of money in advertisement
    - "We show them what we have to offer, and they come back."
- Freight and delivery
    - Trucks deliver goods from California. (Goods come from as far as the Middle East and Europe)
- Customer- car, parking, walking, transit, bicycle, other
    - Customer mainly came in their car.
    - Transportation pattern concern- removing the store from the main thoroughfare will affect business. [this is somewhat in reference to an independent ODOT project that would really disrupt the traffic pattern around the store.]
- What relationships with other businesses in the area do you have?
    - The owners of World Food are also the owners of Barbur Liquor store.
    - We don't interact with other Business -> competition
    - Relation mostly with restaurants
    - Doesn't want an association, you want to be able to be independent, push boundaries. If you are part of a big business franchise or association, you can not push those boundaries.
    - "People don't do association anymore. People are not involved; they are pretty selfish."
- Are there any existing business associations, whether formal or informal?
    - There is a business association Ayaan Group . Manager does not know if the owner is a member of a formal business association
- Are you aware of any culturally specific businesses in area?
    - This business is a small store not as big as a trader joes.
    - Manager's quote,"We are a gourmet, special ethnic Business."

Independent store

Do you have an interest in a geographically specific, or culturally specific business association along this corridor? Explain.

- What would help you have a good/positive relationships with other businesses?
- Do you see yourself doing business here in 5 years, 10 years? If no , why?
    - Constant growth
    - Success because of the service
    - Monthly positive numbers
    - We would be in Business in 5 and 10 years
    - Sales increases
    - Financial health is good. increase in cost to profit ratio
    - Cost sharing between multiple business (Barbur World foods and Barbur Liquor)
- What challenges do you experience? Is it easy to find employees for the business?
    - "Every day is a challenge."
    - The bigger challenge is to retain customers and gain new customers. Be careful of the experience of people. They will share if they have a bad experience. People share more negative things than positive ones.
    - Manager's quote, "1 bad employee drives away 500 customers"

    - Finding labor is difficult. Ghosting by new hires is very common.
- What skills are needed that are hard to find?
    - Math, computer, and basic communication skills to give a good service and be able to have a good conversation.
    - Extroverts are good who can go above and beyond to attend the customers.
- What would help you stay and grow here? (generally)
    - How do you see the potential of light rail in the future affecting your business?
    - A station for more passenger, but maybe not good customers
- Do you have a concern for light rail alignment?
    - "People are talking, but I'm not worried about that."
    - For me having a Max line would be better; I would not need to drive, and that would save me money.
- But "I'm not going to ride the bus."If you are the landlord- reflect on your Willingness to Sell, Relocate, Redevelop.
    - N/A
- What resources might help you improve your business/expand/stay on the corridor/survive and thrive in a new light rail era?
    - Any type of city event, opportunity to advertise their products

Bullseye Pub

Name of the Interviewee:
Name of Business:
Type of Business:
Local or Franchisee:
Age range:
Live in the neighborhood?
Racial/ethnic and other aspects of cultural identity:
Languages, preferred language:
Email address and phone number for follow-up:
Tel:
Phone:

- How long has the business been operating and how long have you been here?
    - Interviewee worked on site for 4 years, business operated for 7-8 years
- How many employees are there in your business? How many hours do they work?
    - Everybody is full time
    - Front of house 30-35 hours
    - Kitchen staff 40+ hours
- What are the employee wages?
    - Front of house makes minimum + tips
    - One front of house staff member also does additional administrative work for pay
    - Kitchen staff makes above minimum
- What are the background of the employees here? Is the staff local?
    - Most employees from out of town
    - Front of hours from ID, eastern OR, NV; kitchen entirely from Mexico
- Where do customers come from? Do you get a lot?
    - Mostly local

    - Plenty of business
- What's rent look like here?
    - "I don't know, but it's high, I know that much."
- Who is the property owner? What's the relationship look like?
    - Don't know owner of property
    - Silent
    - Does some repairs
- What are your business transportation considerations?
    - Everybody drives
    - Some local freight from local liquor stores
    - Employees grab food for sale in store on way to work
- What are your customer transportation considerations?
    - Everybody drives
    - Nearby bus stop
    - Offer to pay cabs for inebriated regular customers
- What relationships with other businesses in the area do you have?
    - Owner knows neighbors, friendly
    - We do price checks locally
    - Little regular contact
- Are there any existing business associations, formal or informal?
    - No
- Are you aware of any culturally specific businesses in the area?
    - There's a hummus place down the road
    - Not much other than that
- Do you have an interest in a business association on the corridor?
    - Unknown, lean no
- Do you see yourself doing business in 5-10 years?
    - Yes, as long as the owner wants to
- What challenges do you experience?
    - Fluctuation of business; bad economy is good for alcohol sales, good economy isn't helping sales
    - High employee turnover
- What skills are needed that are hard to find?
    - Honesty
- What would help you stay and grow here?
    - More foot traffic
    - More activity, ie. little shops
- How do you see the potential of light rail affecting your business?
    - Light rail will be good, recent changes have helped

HAKI Community Organization

Name of the Interviewee: Mohamed Salim Bahamadi
Name of Business: HAKI Community Organization
Type of Business: Nonprofit Organization, providing tenant's right trainings, and general assistance for Swahili-speaking immigrants
Local or Franchisee: Local

Age range: (guess: 50's?)
Live in the neighborhood? Yes. Although looking to buy a home soon, wants to stay in the area if possible.
Racial/ethnic and other aspects of cultural identity: Somali/Yemen, lived in Kenya, came over as refugee 6+ years ago.
Languages, preferred language: Swahili, English
Email address and phone number for follow-up:
Tel: msbahamadi@hakicommunity.org
Phone: 888-970-4254

- How many years have you owned this business?
    - 2 years
- How many employees are there in your business? How many hours do they work?
    - Just him, done as an "extra" activity to support his community. He has a full-time job as well which is driving a bus for elderly.
- What are the employee wages?
    - No wages, receives some small grants to run different activities such as Tenant Rights & Responsibility classes and Home Ownership IDA informative sessions.
- Do the employees represent mixed ethnicity?
    - Yes. Only him.
- What other languages can the employees speak?
    - Swahili, English
- Where do they live? How do they commute to work?
    - Lives in the neighborhood.
    - Drives to work (also has another job where he is a bus driver for elderly/seniors).
- How many customers do you get each day? Where do they generally come from (neighborhood or other parts of the city/metro region)
    - N/A, is a community member so is often out helping people as they contact him, does run some various activities, but not necessarily regularly.
- Do you own the property or rent the property? For how long?
    - Rent. Have been there 2 years (received a grant to start his non-profit initially and then small grants and out-of-pocket expenses have allowed him to continue leasing his space).
- What is the rent?
    - Ask Bob (this is the Mountain Park Plaza landlord).
- Who is the property owner? How is your relationship with the owner?
    - Bob, who has an office in the same complex.
    - Relationship is very good, he is on site, and friendly, "very nice."
    - Andrew's Note: many comments in this section are similar to Fowzia's from Nana's Market as he was there for that interview and also contributed his opinion on some aspects and also rents a space in the same plaza.
    - Andrew's Note: there are many businesses is the Mountain Park Plaza, 11830 Kerr Pkwy, Lake Oswego, OR 97035, and the space HAKI leases is just one of them.
- What are your business's transportation considerations?
    - No major concerns, there is plenty of parking at the plaza (has an underground garage as well with more spaces).

- Freight and delivery
    - See above question, no major concerns.
- Customer- car, parking, walking, transit, bicycle, other
    - Plenty of parking in the business plaza, but other stores have begun “reserving” spots so that there’s signs saying “parking only for XX customers.”
- Relationships
- What relationships with other businesses in the area do you have?
    - Overall good relationships, Mohamed personally knows most of the business owners in the plaza where his office is based.
- Are there any existing business associations, whether formal or informal?
    - No known business associations, but he has partnered with other non-profit and the city to secure funding for his non-profit.
    - Recently brought together individuals from the Ethiopian, Eritrean, Somali, and Congolese communities to discuss coordinated efforts, resource sharing, and lessons learned (had a meeting at his office the week prior to this interview);
- Are you aware of any culturally specific businesses in area?
    - Besides the two Halal stores, and ethnic restaurants, there are not many other culturally specific businesses in the area, although most people shop at Barbur World Foods for speciality food items of culturally specific foods.
    - There is also the Mosque and the Islamic School of Portland in the area, and many East African residents, but not many businesses catering to their specific needs or wants.
- Do you have an interest in a geographically specific, or culturally specific business association along this corridor? Explain.
    - Mohamed wants to see more action/participation from the Swahili-speaking community, but feels they are resistant, especially to participate in long-term planning.
    - Gave an example: they don’t want to come to community planning events because there is no immediate reward or incentive, but he wants them to engage so that they participate for their future.
- What would help you have a good/positive relationships with other businesses?
    - Motivate others to participate (most want tangible results/reward now, and are not interested in something that will come by in a few years).
- Do you see yourself doing business here in 5 years, 10 years? If no , why?
    - Hopefully. He wants to secure funding and continue providing services.
    - Wants to do it full-time eventually, as long as he can secure funding (right now he drives a bus as a job so doing HAKI activities is an extra activity for him);
- What challenges do you experience? Is it easy to find employees for the business?
    - Doesn’t have funds to add employees to his organization so it is just him that runs
    - Usually one-time grants to provide a set number of trainings (most recently he received $1500 to conduct 3 tenant-right trainings in Swahili);
    - It’s been a challenge to find funding and when he does get small grants, he said that they are often geographically limited (such as have to be used in Portland) whereas his community is scattered across multiple towns in the area.
- What skills are needed that are hard to find?
    - Did not ask this question.
- What would help you stay and grow here? (generally)

    - Secure funding to provide more services.
    - Is working on connecting with other leaders from various African communities to form an African coalition of sorts to advocate and work together (connected with Congolese, Ethiopian, Eritrean, as well as IRCO/Africa House).
- How do you see the potential of light rail in the future affecting your business?
    - More movement, would be good, as long as people are not displaced.
    - Thinks it will be a good thing, but is sad for businesses on Barbur if they get displaced, believes that the city should give money to those that are displaced to help them move.
    - Very aware of light rail possibilities as he has participated in various planning/community sessions with BPS and Trimet.
- Do you have a concern for light rail alignment?
    - No, just want to make sure that displacement is avoided, especially for businesses along Barbur Blvd.
- If you are the landlord- reflect on your Willingness to Sell, Relocate, Redevelop.
    - N/A
- What resources might help you improve your business/expand/stay on the corridor/survive and thrive in a new light rail era?
    - Shuttle Bus that stops outside the plaza (connecting PCC and the Barbur Transit Center, with frequent service);
    - Cost assistance (loan scheme to expand business, energy assistance).

Marijuana Paradise

Name of the Interviewee: Manager (name not given)
Name of Business: Marijuana Paradise
Type of Business: Retail not otherwise specified
Local or Franchisee: Local
Age range: 1990-2010
Live in the neighborhood? No
Racial/ethnic and other aspects of cultural identity: African American
Languages, preferred language: English
Email address and phone number for follow-up:
Phone: (503) 206-7462

Business Health

- How many years have you owned this business?
    - 7 years in business
- How many employees are there in your business? How many hours do they work?
    - 3- 5 employees the day
- What are the employee wages?
    - Regular ones
- Do the employees represent mixed ethnicity?
    - No
- What other languages can the employees speak?

    - Just English
- Where do they live? How do they commute to work?
    - Most of the employees commute from Portland
    - They Drive
- How many customers do you get each day? Where do they generally come from (neighborhood or other parts of the city/metro region)
    - The number of customers fluctuates. Depend on the day, 50 averages a day
    - Most of the customers are local
- Do you own the property or rent the property? For how long?
    - Own the property
    - (Ana note: He said that in a different tone of voice, a proud tone of voice)

"I Own this place"

- What is the rent?
    - N/A
- Who is the property owner? How is your relationship with the owner?
    - N/A
- What are your business's transportation considerations?
    - Haven't thought about transportation concerns

"We don't have a problem, we have a parking lot.

- Freight and delivery
    - We just get our staff
- Customer- car, parking, walking, transit, bicycle, other

"We are back here, is fine"

    - People come and get their stuff and leave. Mostly driving

- What do you think of being closer to the street, maybe having a store fronto that people can walk by?
    - I haven't thought about that scenario
    - (Ana note: For this question Rob explain the concept of a more walkable neighborhood)

Relationships

- What relationships with other businesses in the area do you have?
    - Not connect to other business

- Are there any existing business associations, whether formal or informal?

    - I don't know, I don't really care

"I'm not interstate in business association"

- Are you aware of any culturally specific businesses in the area?
    - No
- Do you have an interest in a geographically specific, or culturally specific business association along this corridor? Explain.
    - (Ana Note: We did not ask this question since he was clear that he is not interested in a business association)

- What would help you have a good/positive relationships with other businesses?
    - (Ana Note: We did ask this question because he made clear that he is not interested in being connected with other business)

Future Plans

- Do you see yourself doing business here in 5 years, 10 years? If no , why?
    - We would stay 5-10 years in business
- What challenges do you experience? Is it easy to find employees for the business?
    - No challenges, no problems. Everything cool
- What skills are needed that are hard to find?
    - Did not ask this question.
- What would help you stay and grow here? (generally)
    - (Ana note: Didn't understand the question, Rob refrased and mention the term financial health and how is the business doing)
    - Strong financial health
- How do you see the potential of light rail in the future affecting your business?
    - I don't know what it is
- Can I tell you really quickly about the project ?
    - Yeah sure
    - (Ana note: We explain him really briefly SW Corridor project and give him the brochure for more information)
- So, How do you see the potential of the project in the future in terms of your business?
    - It would be positive
    - It would give easy access to the business
    - Do you have a concern for light rail alignment?
    - Did not ask this question since he did not have previous knowledge about the project
- If you are the landlord- reflect on your Willingness to Sell, Relocate, Redevelop.
    - Did not ask this question since he did not have previous knowledge about the project
- What resources might help you improve your business/expand/stay on the corridor/survive and thrive in a new light rail era?
    - Don't get it, Don't know
- You want me to give you some examples?
    - Yeah sure
    - (Ana note: Robe explains some implications of the project and challenges that a business might have, and give him some examples of the resources that the city might have)
    - Not interested in city resources
    - (Ana note: Negative reaction with the example of loans)

Nana’s Market

Name of the Interviewee: Fowzia (interpretation provided by Mohamed Salim Bahamadi, founder of HAKI Community Organization)
Name of Business: Nana’s Market

Type of Business: Halal Market (culturally specific food items, clothing, miscellaneous household goods)
Local or Franchisee: Local
Age range: owner laughed, said she was unsure, maybe in her 50's?
Live in the neighborhood? Yes.
Racial/ethnic and other aspects of cultural identity: Somali
Languages, preferred language: Somali, Swahili, some Arabic, some English
Email address and phone number for follow-up:

- Tel: nanasmarket503@gmail.com
- Phone: 503-452-5571

Business Health

- How many years have you owned this business?
    - 6 years
- How many employees are there in your business? How many hours do they work?
    - The business is owned by two sisters, who work it full time.
- What are the employee wages?
    - No wages, the sisters split whatever profit they make.
- Do the employees represent mixed ethnicity?
    - Yes, both sisters are originally from Somalia.
- What other languages can the employees speak?
    - Somali, Swahili, some Arabic, some English
- Where do they live? How do they commute to work?
    - They live in the neighborhood a few blocks away.
    - They walk to work.
- How many customers do you get each day? Where do they generally come from (neighborhood or other parts of the city/metro region)
    - Really depends on the day, sometimes no one, sometimes a lot;
    - Maybe an average between 5-15 customers a day;
    - Most come from the surrounding neighborhoods and walk to the store from where they live, or from school (such as PCC Sylvania) or after visiting the mosque.
    - Customers sometimes walk from the nearby Pasha restaurant (Iranian and Persian customers)
- Do you own the property or rent the property? For how long?
    - Rent. Have been there 6 years.
- What is the rent?
    - Fowzia laughed, and said we should ask Bob (the landlord).
- Who is the property owner? How is your relationship with the owner?
    - Bob, who has an office in the same complex.
    - Relationship is very good, he is on site, and friendly, "very nice."
    - (Andrew's note - there are many businesses is the Mountain Park Plaza, 11830 Kerr Pkwy, Lake Oswego, OR 97035, and this market is just one of them.)
- What are your business's transportation considerations?
    - No major concerns, there is plenty of parking and when they have deliveries it is usually in cars and/or small trucks that can drop things off right at their store's entrance;
    - (Andrew's note: not very large shop so inventory is small, i.e. no need for large pallets or teams to move items)

- Freight and delivery
    - See above question, no major concerns.
- Customer- car, parking, walking, transit, bicycle, other
    - Plenty of parking in the business plaza, but other stores have begun “reserving” spots so that there’s signs saying “parking only for XX customers,” but Fowzia did not feel that it was a detriment to business as there was plenty of parking and many clients walked to her store.
    - Suggested some ‘interbusiness’ conflict in regards to parking, but overall relationships were good between the businesses at the plaza;

Relationships

- What relationships with other businesses in the area do you have?
    - Overall good relationships, although the bar next door (Walter Mitty’s) is often not very friendly, but besides that, it is comfortable with other businesses in the area;
    - There is another Halal store on Barbur Blvd (not too far away) that offers similar products, but their main business is as a money transfer shop. They are both small businesses so there is not too much competition and they know each other/have an informal relationship.
    - Barbur World Foods offers more food products, but not as specialized (different products, so not in direct competition generally).
- Are there any existing business associations, whether formal or informal?
    - No business association.
    - Is not interested in joining one.
    - Has informal relationships with other businesses (such as the other Halal shop nearby) but nothing concrete.
- Are you aware of any culturally specific businesses in area?
    - Besides the Halal store on Barbur, and ethnic restaurants, there are not many other culturally specific businesses in the area
- Do you have an interest in a geographically specific, or culturally specific business association along this corridor? Explain.
    - No, not really interested in joining a business association.
    - (Andrew’s note: maybe she is unsure of what it is, what it does, if it would take fees, etc… we tried to explain but Fowzia was not really interested).
- What would help you have a good/positive relationships with other businesses?
    - They are pretty culturally different so hard to connect with the other businesses.
    - Change the layout of the plaza (currently it is inward facing) so that the doors would be on the main road and allow for people to see the stores and walk-in (or drive) as right now they are hidden.

Future Plans

- Do you see yourself doing business here in 5 years, 10 years? If no , why?
    - Not sure, why not? As long as business continues and they can make profit it makes sense for them to keep it open. They are near a large Somali community who need what they offer.
- What challenges do you experience? Is it easy to find employees for the business?
    - Don’t need employees, only the two sisters manage and run the shop completely.
- What skills are needed that are hard to find?
    - Did not ask this question. N/A
- What would help you stay and grow here? (generally)

    - Diversify their products (many Iranians live in the area and come in for small things but always tell her that she needs to add a shelf of Iranian products/items);
    - Outward facing door as Plaza faces inward and so it is hard for people to see the store or know that it is there when they are driving on Capitol or walking.
    - (Andrew's Note: potentially a loan that could help them expand their business and diversify, bring in new products for different customers).
- How do you see the potential of light rail in the future affecting your business?
    - More movement, more Somalis could access the store.
    - Thinks it will be a good thing, but is sad for businesses on Barbur if they get displaced, believes that the city should give money to those that are displaced to help them move.
- Do you have a concern for light rail alignment?
    - No. Fowzia thought it would go right to PCC campus, we didn't confirm.
- If you are the landlord- reflect on your Willingness to Sell, Relocate, Redevelop.
    - N/A
- What resources might help you improve your business/expand/stay on the corridor/survive and thrive in a new light rail era?
    - Shuttle Bus that stops outside the plaza (connecting PCC and the Barbur Transit Center, with frequent service);
    - Opening the building so businesses face main road (as it is right in between the transit center and PCC.
    - Cost assistance (loan scheme to expand business, energy assistance).
    - Have light rail go through PCC.

Appendix B - Observational Data

Business type	# of Business	%	Business
Auto service	6	8%	Master Wrench Attainable Autos, LLC Central Auto Body Valvoline Instant Oil Change Metro Care Tire Pros Jackson's/Shell
Community service	11	15%	Barber on Barbur Springdale Cleaners Goodwill Donation Express Capitol Nails Barbur Boulevard Veterinary Hospital Aquatic Sports Eco Friendly Cleaners Mai Hair, Nails, Massaging, & Waxing PBDC Cleaners Pacific Veterinary Hospital Girl Scouts
Fast food	7	10%	Black Rock Coffee Starbucks McDonalds Dominos Pizza Subway Cravings PDX Taco Time
Restaurant & Bar	12	16%	Round Table Pizza SHO Authentic Japanese Cuisine Thai Orchid Restaurant Brothers Wings & Bings Happy Fortune Chinese Restaurant & Lounge Boulevard Pub Five Points Coffee Roasters The Hummus Stop Baba Fresh Mexican & Mediterennean Kuang's Kitchen Bullseye Pub The Old Barn
Financial service	3	4%	Wells Fargo Chase Bank Parkside Insurance, LLC

Grocer	5	7%	Barbur World Foods Barbur Liquors Walgreens Capitol Highway Deli Market 7-Eleven
Health service	7	10%	Kashi Clinical Laboratories Novus Center for Molecular Diagnostics Acadia Northwest, LLC Serenity Lane Mountain Park Health Clinic Portland Rheumatology Clinic Barbur Vista (or Peaks & Valleys LLC)
Motel/Hotel	3	4%	Ranch Inn Portland Value Inn & Suites Hospitality Inn
Office	11	15%	Colonial Office Campus Oregon Dairy and Nutrition Council JPM Real Estate Services Westview Plaza Maxim Healthcare Services AFT Oregon Barbur Business Center Kristin Square Kristin Square II? Unnamed Office Building Capitol Park
Retail not otherwise specified	4	5%	Nectar Marijuana Paradise Typewriters State Farm
Other	4	5%	Pixel Security Solutions Public Storage Commercial Laundry Services Williamsen and Bleid
Total	**73**		

Find in the following link the Field Observations and Business Contacts SW Corridor PM1 2019 Excel sheet of the Barbur Transit Center and West Portland Town Center.

https://drive.google.com/open?id=1MDY7gkUuPodvRkhLtE4QMZBiMmrMiGC98yeb4ry-iDQ

Appendix C - Photo Library

Find in the following link the photo library of the Field Observation.
https://drive.google.com/drive/folders/19kDM3_69wcpZ1QBSV6nc9NdE5MORYBSB?usp=sharing

CITY OF PORTLAND
ENVIRONMENTAL SERVICES
1120 SW Fifth Avenue, Suite 613, Portland, Oregon 97204 ▪ Mingus Mapps, Commissioner ▪ Michael Jordan, Director

MEMORANDUM

May 14, 2021

TO: Joan Frederiksen and Ryan Curran – Bureau of Planning and Sustainability

FROM: Ethan Brown – Bureau of Environmental Services

COPY: Marie Walkiewicz, Tim Kurtz, Fred MacGregor, Amin Wahab – Bureau of Environmental Services

RE: **BES Stormwater Considerations and Rationale for Zoning Recommendations**

This memorandum is intended to summarize the analyses that BES has conducted thus far for the West Portland Town Center (WPTC) Plan process and to explain the rationale behind our recommendations. In close coordination with BPS, BES did an initial evaluation of our stormwater system, stormwater system deficiencies, and stormwater system needs in the WPTC plan area. Based on that evaluation, BES recommended adjustments to some of the base zoning proposed in the WPTC Plan in order to ensure adequacy of service, reduce risks, and protect downstream resources within and beyond the WPTC plan area. This memo also briefly describes additional BES work underway to plan for integrated system improvements and identify equitable funding strategies and solutions that will support long-term implementation of the WPTC Plan

WPTC Goals

Driven by extensive outreach and engagement with the communities in the plan area, the WPTC Plan is centered around two overarching guiding visions: strong communities and people; and great places with equitable access. The Plan then defines more specific goals to further the overarching visions:

1. *Prevent residential and cultural displacement by providing low-income households and communities of color the choice to remain in place and build wealth.*
2. *Create opportunities for community and cultural spaces to thrive.*
3. *Promote opportunities for businesses, including minority- and women-owned small businesses, that reflect the diverse cultures of the area.*
4. *Foster and support community engagement and outreach to under-represented groups. Increase their capacity for involvement in issues that affect them and provide access to educational, social, cultural, and employment opportunities.*
5. *Improve mental and physical health outcomes for people living and working in the area. Elevate the connection to nature in the redevelopment of the area.*
6. *Design public spaces that consider the physical and social infrastructure needed to support people and businesses, while integrating the topographic, natural, and scenic attributes of this area.*
7. *Increase new and stable housing choices, tools, and programs for all household types and incomes throughout the Town Center. Emphasize efficient use of the land closest to future station areas.*

8. *Create a road map and/or strategy to fund and build a multi-modal and multi-ability circulation system across the town center that is safe, comfortable, accessible, and useful for meeting daily needs.*
9. *Create defined main streets and commercial areas. Enhance conditions for more robust and varied commercial and businesses services.*

BES supports the visions and goals of the WPTC Plan and recognizes that existing limitations in the stormwater system and sanitary system may inhibit the full realization the plan without additional investment to address the issues summarized below.

Overview of existing stormwater management in the West Portland Town Center

Stormwater management in much of southwest Portland, including the West Portland Town Center (WPTC) Plan area, was initially developed for low-density, suburban/semi-rural style development prior to the area's annexation into the city of Portland in the 1960s and 1970s. Rather than handle runoff through a planned and connected stormwater management system, it was managed piecemeal on individual properties and often conveyed through roadsides ditches and informal channels through private backyards, or directed to local streams. As development has continued, the proportion of impervious surfaces from roads and buildings has increased and fewer trees and other vegetation are left to soak up runoff. These changes have altered the natural hydrologic cycle and natural drainage patterns, increasing the amount of runoff flowing into streams and contributing to problems such as soil erosion, incised stream channels, minor street flooding, runoff flowing to downhill properties, slope instability, and increased landslide risks.

In the WPTC Plan area and most of southwest Portland, the ability to manage stormwater is complicated by soils that do not allow rainwater and runoff to infiltrate into the ground very deeply or quickly. Instead, during rain events, water runs off the surface to downhill sites, or into channels or stormwater facilities that drain into area creeks. In addition, the area's hilly topography, landslide susceptibility, and steep slopes further complicate stormwater management.

Within and downstream of the WPTC plan area, the Woods Creek, Ash Creek, Tryon Creek headwaters, and Falling Creek stream systems, and the species they support, have been impacted by extensive loss of streamside native vegetation due to development. The lack of healthy riparian buffers reduces the resilience of these stream systems and makes them more vulnerable to the impacts of additional stormwater runoff from impervious areas. Erosion has exposed sanitary sewer pipes that were once buried under the streams and can also impact slope stability and landslide risk. Another issue in the WPTC plan area and other parts of southwest Portland is that stormwater that soaks into the ground can infiltrate into sanitary sewer pipes, increasing the flow in that system and reducing its capacity to carry additional sanitary flow. This can contribute to sewage overflows.

Private development has a role in managing stormwater. The Stormwater Management Manual (SWMM) https://www.portland.gov/bes/stormwater/swmm regulates runoff quantity and quality from new development, redevelopment, and improvements in the rights of way. Under the SWMM, development is typically required to manage stormwater on site, to the extent possible, and then meet requirements for connecting to downstream storm systems, where needed. However, sometimes topography, distance or lack of adequate facilities make that challenging. When connections can be made, the costs may be high, affecting development costs. Although the WPTC plan area has some public stormwater pipes, the system is incomplete and not sized to manage stormwater from additional development. As a result, some properties lack an approvable route of conveyance (ARC) to the stormwater system.

Characterization of Stormwater Risk Potential

The Risk Assessment Division of BES' Integrated Planning Group used the comprehensive stormwater infrastructure analysis of the Stormwater System Plan (SWSP) to analyze the stormwater-related risks currently present in the WPTC area and the potential for those risks to be impacted by future development, as proposed within and adjacent to the WPTC Plan area. The SWSP analysis showed a high potential for stormwater risk in and around the WPTC Plan area due to the existing conditions of the plan area and surrounding watersheds, which have been heavily impacted by past development practices. The SWSP analysis suggests the following specific aspects of the plan area that make it particularly vulnerable to stormwater-related risks:

- The stormwater system was developed as a patchwork and there are significant gaps and deficiencies in the conveyance network. As a result, some areas are difficult to serve because they currently lack adequate ways to connect to the stormwater system and have other capacity and connectivity issues.
- Increased impervious area and subsequent increases in runoff volume and flow rates will exacerbate landscape conditions prone to in-stream erosion, landslide hazards, and localized nuisance flooding. Unmanaged stormwater discharge also has negative impacts on stream health and downstream aquatic species populations.
- Increased development may impact the water quality of streams and wetlands that are already impaired by increasing pollutant loading.
- Increased development could result in increased stormwater inputs into vulnerable habitat and sensitive ecological areas.
- Inflow and infiltration of stormwater into the sanitary system is an existing problem in some areas of the plan area and across southwest Portland.

This initial analysis provided sufficient information for BES to identify areas in the WPTC plan area with the most significant limitations in existing infrastructure. When considered in conjunction with the potential for risks to public safety and natural resources, this analysis led BES staff to recommend that BPS delay increasing zoning density for a few select portions of the WPTC plan area, as follows. BES is conducting a more detailed analysis of conditions in order to develop an integrated system plan for evaluating and proposing solutions for some of the area's infrastructure needs.

Stormwater service thresholds, zoning recommendations, and implications for future growth

The summary above is based on available data that BES gathered as part of the WPTC planning process to assess drainage conditions in different parts of the town center and identify areas with the most significant needs for infrastructure improvements. Overall, we determined that additional development could be served in most of the WPTC plan area by existing infrastructure or by improvements done as a condition of development, during the development process. In some cases, future development projects would require significant system extensions to be served adequately and the costs of these extensions could be an impediment to development. Through BES's system planning for the area, we will consider potential strategies for addressing these situations.

While hydraulic and hydrologic models for the storm system in the WPTC are still under development, a screen of the proposed up-zoning in the draft WPTC Plan was conducted in August 2020 using the draft system service level assessments performed by Stormwater System Planning and Sanitary System Planning in June 2020. Using the system assessments along with a staff review of the current type, size, and location of the existing systems, taxlots proposed for up-zoning were evaluated against the assumed ability of those existing systems to manage expected increases in stormwater and sanitary flows at the proposed future densities.

Taxlots were color coded as follows:

- Red = not supported for up-zoning due to service level challenges without clear system solutions
- Yellow / Orange = possibly supported for up-zoning assuming required system extensions can be made – shorter extension distances being yellow, longer distances grading to dark orange
- Green = generally supported for up-zoning due to the presence of an adjacent existing or planned storm system thought to be adequate for the proposed level of development

Annotated descriptions of system issues were provided for key areas. This analysis was done without the benefit of hydraulic storm system models. System-wide capacity will need to be further evaluated when models do become available. In addition, ODOT-owned storm systems (Barbur Blvd and Interstate 5) receive flow from a majority of the plan area, and extensive coordination between the City and ODOT would be required if capacity needs to be increased in those systems.

Based on this analysis, BES recommended sites with the following stormwater conveyance situations be proposed for increases in zoning density:

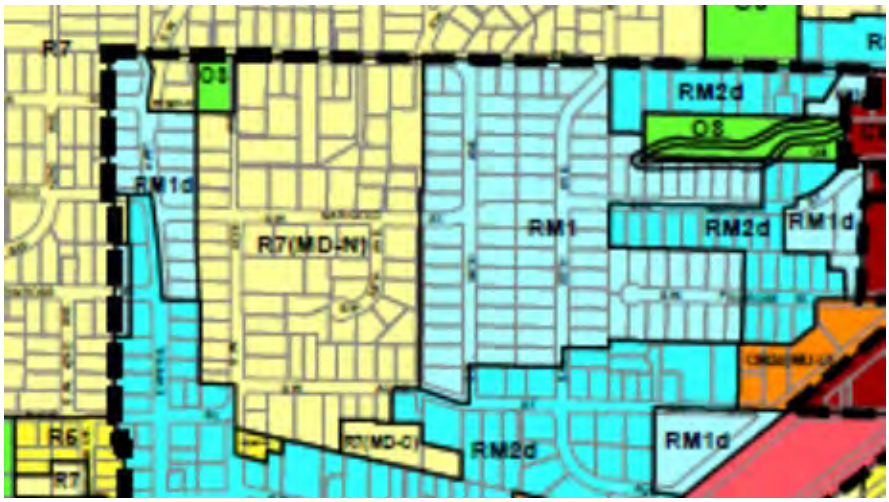
1) Stormwater conveyance is available and appears to have adequate capacity to serve additional anticipated growth (new and redevelopment).
2) A connection to stormwater conveyance appears to be feasible immediately adjacent to the site, to be constructed at time of development.
3) The site can likely be served with a lengthier connection (stormwater main extension up to 1000 feet) to the conveyance system, to be constructed prior to or at time of development.

BES recommended sites retain existing zoning designation (no increase in density) if the sites were unable to access public stormwater conveyance with sufficient capacity to serve additional development and where there was one or more of the following constraints:

1) Sites with the only stormwater conveyance available being backyard drainages (private), informal, and/or unconnected conveyances.
2) Sites with access only to undersized conveyances that are unable to serve additional development and that currently serve properties with steep slopes.
3) Sites on or adjacent to landslide prone areas where additional stormwater discharge would result in increased risks to public safety and natural resources both on and downslope/downstream.

BES identified three areas as having significant development constraints due to these conditions:

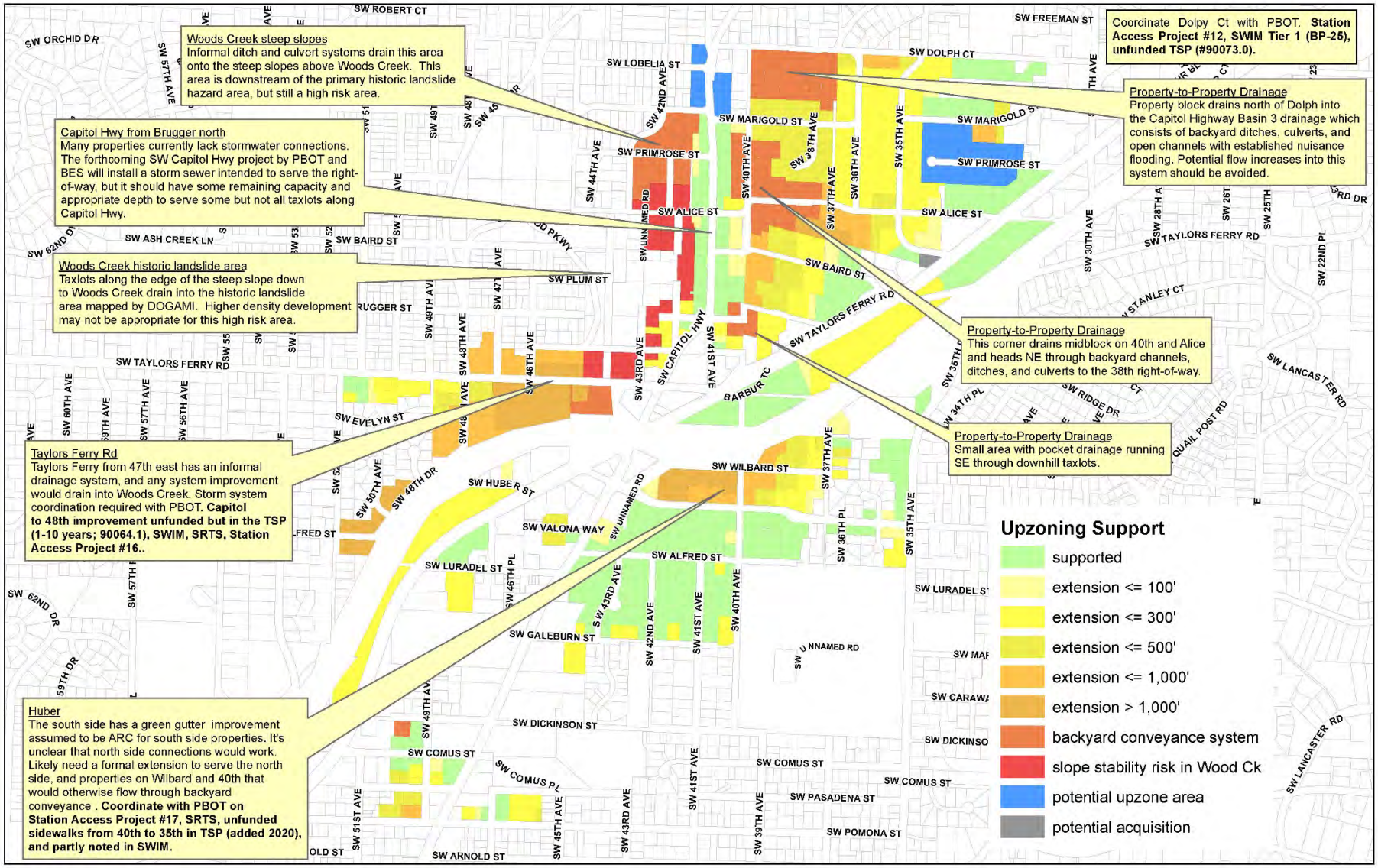
- Northwest corner of the plan area, bordered by SW 40th, Dolph Court, SW 37th Ave and Alice Street. In this area, it is unclear how a multi-dwelling development could connect to public stormwater facilities or conveyance without impacting private property. BES will study potential stormwater management alternatives in the upcoming WPTC system plan, but staff isn't confident that a strategy will be identified to support higher density development. For that reason, BES recommends retaining both the existing zoning and the existing Comprehensive Plan designation for this area.



- Properties located north and south of Taylors Ferry Road and a small portion of properties west of Capitol Highway on the slope to Woods Creek. This area has a combination of landslide risks and stormwater constraints. When stormwater system improvements are made to address these risks, rezoning to the Comprehensive Plan designation would be appropriate.
- Properties for a small portion of Wilbard Street, east of Capitol Highway and south of the I-5 Freeway. This area has a combination of landslide risks and stormwater constraints. When stormwater system improvements are made to address these risks, rezoning to the Comprehensive Plan designation would be appropriate.

The following map illustrates the analysis that was done to develop BES's recommendations for zoning and Comprehensive Plan designations The analysis also identified the need to plan stormwater system improvements that avoid local and downstream impacts to streams.

BES Storm System Support for Proposed BPS Upzoning



Sanitary service implications for future growth

The overall capacity of the existing sanitary system was determined to be generally adequate to serve additional development, as anticipated with the implementation of the WPTC Plan. However, this assumes that stormwater infiltration into the sanitary system will be corrected in the future to ensure long-term system capacity.

BES next steps – planning for the future

Given the challenges described above and the goals of the WPTC Plan, BES has initiated a more comprehensive assessment of the area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a *West Portland Town Center Sanitary and Stormwater System Plan*, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area, and identify challenging areas that may lack current solutions . The BES system plan will also include a phasing and funding strategy to sequence, coordinate with other city bureaus and implement critical investments and work.

The BES system plan is expected to include a combination of recommendations to address the issues in the area. Potential actions could include:

- Programs to work with property owners to reduce the amount of runoff from existing development.
- Updates to the Stormwater Management Manual to tailor regulations on new development and ROW improvements to local conditions.
- Changes to operations and maintenance practices for existing infrastructure.
- Infrastructure projects to address existing system issues and improve system capacity to serve future growth.
- Implementation of regional stormwater facilities to reduce impacts of runoff on local streams.
- Stream enhancement projects to minimize the impacts of stormwater discharge on stream health, in the area and downstream.

Cross-bureau coordination – funding for the future

The previously mentioned challenges and infrastructure needs in the WPTC Plan area and across SW Portland will not be easy or cheap to resolve. In most cases, improving stormwater infrastructure and improving the local street infrastructure are co-dependent, but with disparate funding sources and opportunities. Neither PBOT or BES have discretionary funds to spend on infrastructure around future development projects, particularly on local streets, even if the developer is paying to improve all or portions of the ROW in front of their development. In addition, incremental improvements funded by developers may be possible for street improvements, but incremental stormwater improvements may not be possible in SW Portland because of the existing lack of infrastructure and downstream capacity limitations.

Major (non-local) street improvements are prioritized based on safety and equity and generally must be included in the Transportation System Plan (TSP). Although the WPTC Plan area has transportation

deficiencies and needs for safety improvements, other areas of the city have greater need and may receive funding prior to the WPTC Plan area.

Currently, improvements to residential local streets are generally paid for through Local Improvement Districts (LIDs), which require property owner support and are most successful with matching funds from the City. LIDs are most commonly used to improve unpaved streets and to reconstruct paved streets not built to current engineering standards. If an LID is formed, the City manages the design and construction of the project, and property owners do not pay until the work is complete. Although LIDs have been successfully used to provide sanitary sewer, water main improvements, traffic signal, and utility undergrounding improvements in conjunction with street improvements for economies of scale to provide comprehensive and complete infrastructure solutions to neighborhoods, the complexity of issues with stormwater infrastructure and connectivity in this area may limit the possible application of this funding tool without significant subsidies. However, BES is committed to coordinating with PBOT to search for new funding tools which may allow for street improvements in conjunction with stormwater facilities.

The failure of the regional bond measure significantly reduced the nearer-term possibility for substantial improvements to the stormwater conveyance system under SW Barbur Boulevard, an ODOT facility. BES and the City rely on the existing stormwater infrastructure for conveyance from the neighborhood to the north, and upslope, of SW Barbur. If the bond measure had passed, the entire ROW would have been reconfigured and rebuilt, including the underground utilities. However, the failure of the bond measure now requires the continued reliance on existing infrastructure, which does not have sufficient capacity to serve the full buildout of the WPTC Plan without improvements. For these reasons, staff from BPS, BES, and PBOT are working to determine the most feasible way to phase and fund infrastructures projects that support the goals of the WPTC Plan.

In order to address infrastructure needs and challenges of the area, staff from BPS, PBOT and BES assessed potential projects for the first phase of WPTC Plan implementation. Projects were assessed for their readiness for implementation and opportunities for cross-bureau collaboration. The assessment included the following considerations:

- Support for affordable housing and commercial spaces (existing or proposed)
- Opportunities to serve culturally welcoming spaces
- Expansion of housing opportunities, focused on affordability
- Climate justice
- Existing condition of infrastructure
- Proximity to planned transportation projects
- Connections to the town center

Considerations for BES were risks to the storm and stream systems, level of improvement needed to serve anticipated growth, and the potential for implementing manageable solutions.

Through the process, the inter-bureau team identified the following projects as priorities for near-term implementation:

- Taylors Ferry
- Huber Street
- Plum Street
- Interim safety improvements for the Crossroads

- Green Ring segments in the south that connect transit center, schools, and parks including Galeburn Street (between Capitol Highway and SW 40th Avenue) and SW 40th or 41st Avenue (north of Galeburn connecting to the ped bridge over the I-5 Freeway to the Barbur Transit Center, which is the proposed site for a future cultural center).

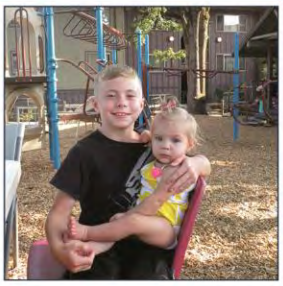
Of those projects, Taylors Ferry is a high priority for BES, while Huber Street and Plum are moderate priorities. The other projects are critical for improving transportation safety, especially for people walking, rolling, and biking, but are lower priorities for BES.

In summary, BES supports the visions and goals of the WPTC Plan and recognizes that existing limitations in the stormwater system and stormwater system may inhibit the full realization the plan without additional investment to address the issues summarized in this memo. BES remains committed to working with city and community partners to find funding solutions and continue improving access to and capacity of our stormwater infrastructure, while focusing investments in ways that address inequities and improve public health and safety.

SW Corridor Equitable Housing Strategy

BRINGING MORE HOUSING CHOICES AND OPPORTUNITY TO SOUTHWEST PORTLAND AND TIGARD



"Rents are rising in Tigard and many residents are in danger of being priced out of their neighborhoods. We need to find an equitable way to bring much-needed transit to the SW Corridor without increasing housing costs even more."

—Tigard Mayor John Cook

"To ensure the SW Corridor is a place of opportunity for all, we need to bring public and private partners together to achieve our common goals around housing affordability and choice."

—Portland Mayor Ted Wheeler

CITY OF PORTLAND, OREGON 1851

TIGARD

www.portlandoregon.gov/bps/equitablehousing

2018

June 7, 2018

Dear members of the Portland City Council and Tigard City Council,

We, the members of the Southwest Corridor Equity and Housing Advisory Group, endorse the SW Corridor Equitable Housing Strategy. We believe this is the right strategy but know it will only be successful if the political will exists to fully capitalize a suite of funding tools and enact new regulations for land uses and tenant protections. The Portland and Tigard city councils must act to leverage this once-in-a-lifetime investment in much needed transit improvements along the corridor to provide a new model of equitable growth that works for all people but especially low-income households and communities of color.

As leaders from the nonprofit, finance, philanthropic, government, and housing development sectors we bring a diversity of perspectives on housing and transit policy. We worked together over the last year to define success for housing as new transit service is planned. We have vetted the strategy's recommendations to ensure they are grounded in best practice and reflect the needs of low-income households living in the corridor.

This strategy deserves your support. As you move forward, many of us will be actively working with you to secure the early budgetary commitments and regulatory changes necessary to give all households the opportunity to thrive as the corridor grows.

Thank you for your leadership on affordable housing and quality transit.

Southwest Corridor Equity and Housing Advisory Group

Bill Van Vliet
Executive Director
Network for Oregon Affordable Housing

Dave Unsworth
Director Capital Projects
TriMet

Fatmah Worfeley
Program and Advocacy Director
Momentum Alliance

Huy Ong
Executive Director
OPAL Environmental Justice Oregon

Jordan Winkler

Winkler Development Corporation

Julie Livingston
Senior Project Manager
Home Forward

Kayse Jama
Executive Director
Unite Oregon

Katrina Holland
Executive Director, Community Alliance of Tenants

Komi P. Kalevor
Executive Director
Washington County

Rachael Duke
Executive Director
Community Partners for Affordable Housing

Sheila Greenlaw-Fink
Executive Director
Community Housing Fund

Wajdi Said
President & Co-Founder
Muslim Educational Trust

Acknowledgements

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SW Corridor Equity and Housing Advisory Group

HomeForward
OPAL Environmental Justice Oregon
Community Partners for Affordable Housing
Community Alliance of Tenants
TriMet
Winkler Development
Meyer Memorial Trust
Momentum Alliance
Muslim Educational Trust
UniteOregon
Community Housing Fund
Network for Oregon Affordable Housing
Turtle Island Development
Housing Authority of Washington County

Bureau of Planning and Sustainability
Ted Wheeler, Mayor, Commissioner-in-charge
Susan Anderson, Director
Joe Zehnder, Chief Planner
Eric Engstrom, Principal Planner
Ryan Curren, Project Manager
Jena Hughes, Planning Assistant
Nick Kobel, Associate Planner
Samuel Garcia, Planning Assistant

Project Consultants
Lisa Bates, Ph.D, Portland State University
Emily Picha, ECONorthwest
Lorelei Juntunen, ECONorthwest
Susan Anderson, Enterprise Community Partners
Devin Culbertson, Enterprise Community Partners
Anita Yap, MultiCultural Collaborative
Kirsten Greene, Enviroissues

Other Contributors
Neil Loehlein, BPS GIS Mapping
Leslie Wilson, BPS Graphics
Eden Dabbs, BPS Communications
Joan Frederikson, BPS District Planner

City of Tigard
Kenny Asher, Community Development Director
Sean Farrelly, Redevelopment Project Manager

Portland Housing Bureau
Shannon Callahan, Director
Matthew Tschabold, Assistant Director
Antoinette Pietka, Data Analytics Manager
Karl Dinkelspiel, Housing Investment Manager
Jill Chen, Housing Investment Coordinator
Bimal RajBhandary, Data Analytics
Barrett Elbright Karnes, Homeownership Specialist

Portland Bureau of Transportation
Teresa Boyle, Major Projects and Partnerships Manager
John Gillam**,** Major Projects and Partnerships
Kathryn Levine, Streetcar Division Manager
Caitlin Reff, Project Manager

Prosper Portland
Justin Douglas, Policy and Research Manager

Metro
Emily Lieb, Equitable Housing Initiative Manager

All supporting materials and maps developed for this project are available at:
www.portlandoregon.gov/bps/equitablehousing

All photographs courtesy of City of Portland, Community Partners for Affordable Housing, and HomeForward.

Table of Contents

Preface

In 2016 the Portland City Council directed the Bureau of Planning and Sustainability (BPS) to develop a housing strategy in anticipation of potential investment in a new light rail line from Downtown Portland to Bridgeport Village. The City of Tigard joined the partnership to help secure a planning grant from Metro to partially fund this work. The Portland Housing Bureau (PHB) then joined to co-lead this work with BPS and Tigard.

This housing strategy is nested within the SW Corridor Equitable Development Strategy, a broader planning effort led by Metro that addresses workforce and economic development needs in addition to housing. Tigard and Portland city councils will consider adopting the final SW Corridor Equitable Housing Strategy in 2018, prior to the adoption of the Locally Preferred Alternative for the light rail project.

Project Summary

The SW Corridor Equitable Housing Strategy is a unified, strategic approach to housing for the entire corridor. It sets goals and provides a roadmap to align policies and housing investments to:

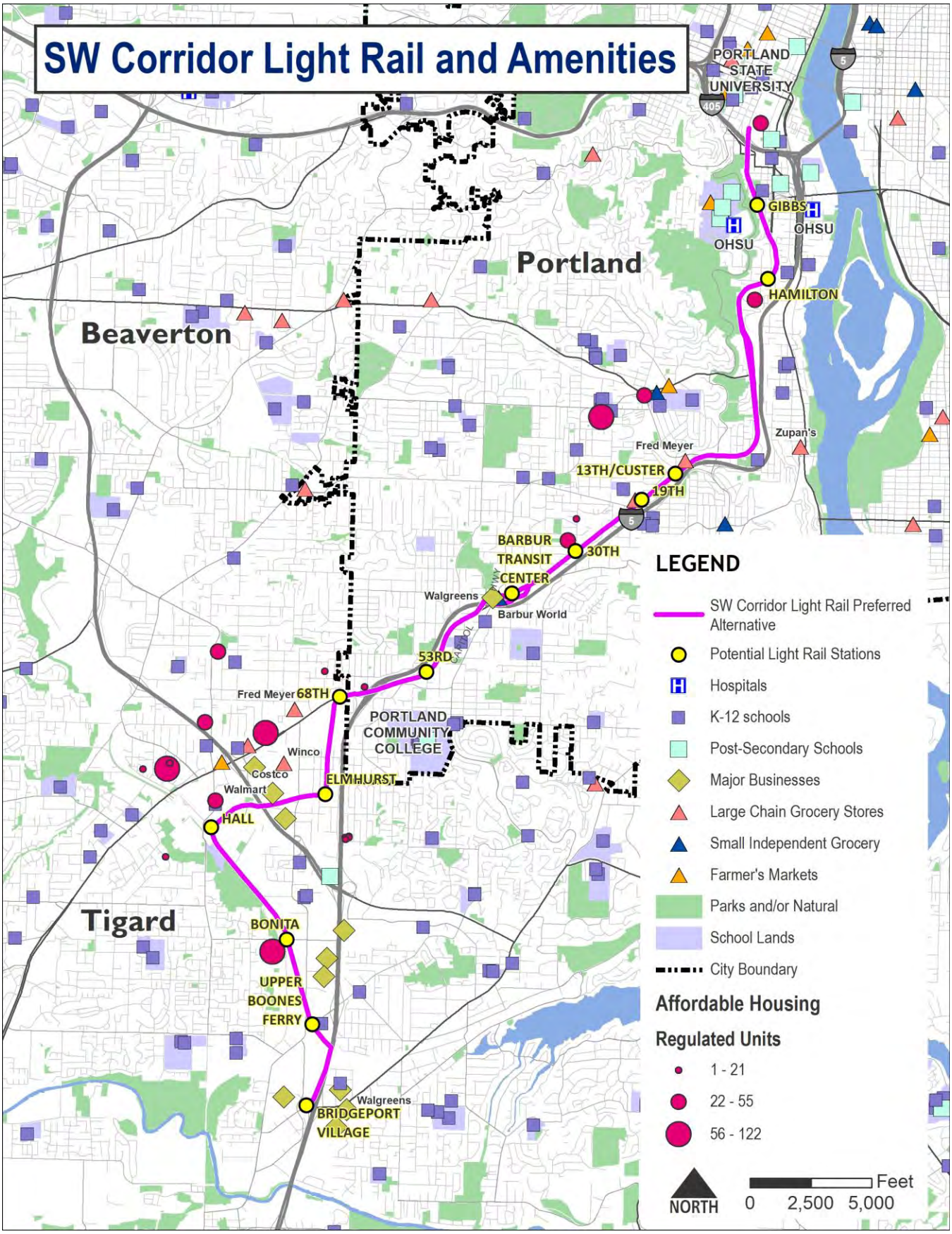
- Prevent displacement of vulnerable households.
- Increase housing choices for all people over the next 10 years.

A separate report, "SW Corridor Equity and Housing Needs Assessment," accompanies this SW Corridor Equitable Housing Strategy document.

What's in this report?

This report consists of six sections:

- Section 1 introduces the project's vision and goals, partners, and big ideas.
- Section 2 describes the total affordable housing need in the corridor and proposes preservation and construction targets for both affordable and market rate rental housing.
- Section 3 details the implementation strategies and recommended actions.
- Section 4 describes the work to date on key opportunity sites for new affordable and mixed-income transit-oriented development.
- Section 5 describes the opportunity to form an organizational structure to oversee the housing strategy.


SW Corridor Light Rail and Amenities
PORTLAND STATE UNIVERSITY
GIBBS
OHSU
OHSU
HAMILTON
Portland
Beaverton
Zupan's
Fred Meyer
13TH/CUSTER
19TH
BARBUR TRANSIT CENTER
30TH
Walgreens
Barbur World
53RD
Fred Meyer
68TH
PORTLAND COMMUNITY COLLEGE
Winco
Costco
Walmart
ELMHURST
HALL
Tigard
BONITA
UPPER BOONES FERRY
Walgreens
BRIDGEPORT VILLAGE
LEGEND
SW Corridor Light Rail Preferred Alternative
Potential Light Rail Stations
Hospitals
K-12 schools
Post-Secondary Schools
Major Businesses
Large Chain Grocery Stores
Small Independent Grocery
Farmer's Markets
Parks and/or Natural
School Lands
City Boundary
Affordable Housing
Regulated Units
1 - 21
22 - 55
56 - 122
NORTH
Feet
0
2,500
5,000

1: Introducing a New Model of Equitable Growth

Fulfilling the promise of complete communities with housing choices and opportunity

The Portland Metro area's transit system is expanding to better connect the SW Corridor with the rest of the region - during a housing crisis. The current crisis and lack of transportation options in the corridor are hindering people's quality of life in the area and ability to access jobs and educational opportunities. These conditions also create obstacles to achieving the region's long-range growth plans.

The investment in light rail will attract additional investments in housing, providing an opportunity to address this housing crisis and the long-standing racial disparities and underlying income inequality that exacerbate it.

A vision of equitable growth must reflect the realities of the current housing crisis while also planting the seeds for a future where everyone can reach their true potential. Where people have the capacity to strengthen their communities and determine their own future and that of their neighborhoods.

To achieve this vision, we must acknowledge some of the unique barriers facing low-income households and communities of color:

- inadequate public and private investment to meet their needs,
- involuntary economic and cultural displacement pressures and
- lack of housing choices in neighborhoods with access to quality jobs, education, and other key determinants of social, physical, and economic well-being.

To address these barriers, this housing strategy has three primary goals:

1. Commit early financial resources to address the near-term housing crisis and long-term needs. The region is experiencing a significant increase in population, unprecedented prosperity and a corresponding housing crisis. This is our opportunity to align existing resources and raise new revenue to invest in affordable housing infrastructure.

2. Prevent residential and cultural displacement. People and communities that are stable and resilient in the face of displacement pressures fare better and have more opportunities to strengthen and give back to their communities. Immediate action is needed to preserve existing affordable housing and stabilize current households with anti-displacement services.

3. Increase choices for new homes for all household types and incomes. Diversity benefits us all. Research has shown that diverse regions have economies that are more robust – for everyone. Culturally and economically diverse people must be drawn to the area by the quality of life and housing options. We also know where you live has a big impact on how your life unfolds, and that varies tremendously by neighborhood. A pipeline of opportunity sites and supportive land use tools helps ensure that all new residents have a range of choices about where to live.

"I moved to Portland in 2005 and then moved to Woodburn in 2015 when my family needed more space. We moved back to SW Portland this year. When I left Portland, things were much cheaper. Finding a place was easier. Now, landlords ask if you make three times the money for rent and now is up in the sky. The apartment I rented in 2007 was $650, and today a friend of mine rents the same apartment for $1,250."

-Amina Omar, SW Portland renter

Defining Key Terms

Equitable transit-oriented development
Transit-oriented development (TOD) is a pattern of growth typified by higher density development with a mix of uses within walking distance of high frequency transit. Equitable TOD is dense growth around transit that promotes economically and culturally diverse residential and employment opportunities.

Housing cost burden
Housing cost burden occurs when households spend more than 30 percent of their income on housing. Severely cost burden occurs when households spend more than 50 percent of their income on housing.

Median family income
The point where income distribution is divided into two equal parts: half of the incomes fall below the median income and half fall above the median income. The MFI is calculated at a regional level for different household sizes.

Regulated affordable housing
Housing with a regulatory agreement tied to the deed that requires affordability for an established income level for a defined period of time.

Unregulated affordable housing
Lower-cost market-rate rental housing.

Lessons from Research: Past and Present

We have an opportunity to learn from mistakes of the past and write a new story for how new light rail lines can benefit all communities.

The North Interstate Housing Strategy taught us that having good housing policies and intentions are not enough. Early action and bold housing investments were needed. Instead displacement occurred as the area continued to become more desirable and housing cost rose. While some people benefited from the change, many more were forced to move. While this outcome had many causes, it is clear that a fully funded anti-displacement strategy could have stemmed the tide of displacement.

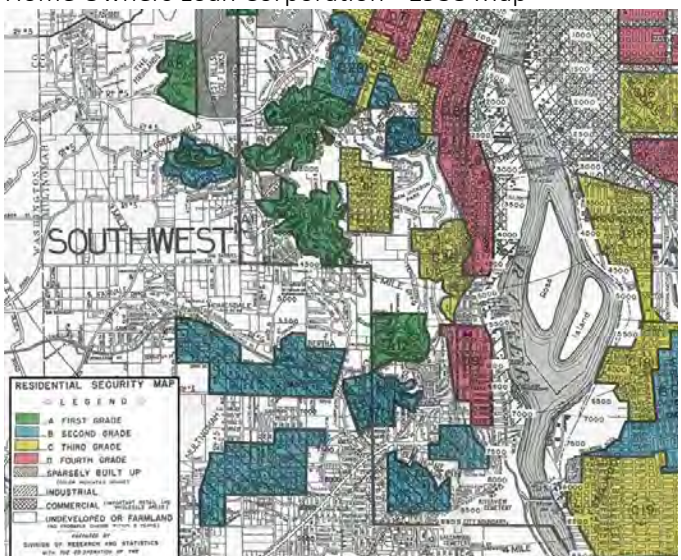
Recent research out of Northeastern University shows the experience along North Interstate is not the exception. They analyzed neighborhood change in 42 neighborhoods in 12 metropolitan areas that received new transit investment between 1990 and 2000. They found when new transit is introduced "the most predominate pattern is one in which housing becomes more expensive, neighborhood residents become wealthier and vehicle ownership becomes more common."[1]

In North Portland, neighborhood change also had the unintended long-term consequence of reducing transit ridership as new higher-income households opted out of the transit system.[2] TriMet's experience in North Portland exemplifies the major finding of the Northeastern University research: "There is a symbiotic relationship between diverse neighborhoods and successful transit: transit systems benefit from and depend on racial and economic diversity in the neighborhoods they serve, just as low-income households and people of color depend on and benefit from living in neighborhoods served by transit."[3]

SW Corridor Historical Context

Past freight and auto infrastructure projects, land use regulations, and real estate practices shaped the growth in SW Portland for generations and thus are helpful context for this housing strategy (See Appendix 1 for more history). Investments like freight rail, I-5, and the Ross Island Bridge split low-income neighborhoods, depressed their home values and exposed residents to pollution. Redlining along sections of Barbur and racially restrictive covenants in the surrounding neighborhoods contributed to fewer people of color living in SW and those who did move in were more likely to live along the corridor.

Home Owners Loan Corporation - 1938 Map



This new knowledge coupled with the current crisis led the Portland City Council to direct the Bureau of Planning and Sustainability to develop a housing strategy to be adopted alongside the plan for the light rail project. The City of Tigard and the Portland Housing Bureau joined BPS to co-lead the process.

A solid equitable growth policy framework exists and several current plans have laid a foundation for this strategy - most recently the Barbur Concept Plan, the Portland Plan, and Tigard and Portland Comprehensive Plans.

[1] Pollack, Stephanie, Barry Bluestone, and Chase Billingham. 2010. Maintaining Diversity in America's Transit-Rich Neighborhoods: Tools for Equitable Neighborhood Change. Boston, MA. Dukakis Center for Urban and Regional Policy at Northeastern University.
[2] Transit Center, "In Portland, Economic Displacement May Be A Driver of Transit Ridership Loss", November 2017
[3] ibid

Shared responsibility – and opportunity

Fortunately, we aren't doing this work alone. Everyone has a role and responsibility: local governments, private funders, philanthropy, major employers and institutions, nonprofit service providers and housing developers, community and advocacy groups, and for-profit developers. We can all work together to support our neighbors and welcome new ones.

With the continued retreat of federal housing dollars, investing in our affordable housing infrastructure is now more of a local responsibility. This requires a rethinking of the role of all public agencies in meeting our housing needs. Local governments and agencies serving the corridor like the cities of Tigard and Portland, Metro, Multnomah County, Washington County, and TriMet are committed to being part of the solution.

Community-led planning and implementation of this strategy are essential for development that works for all people, especially those historically excluded from public planning projects. This starts with government repairing trust with communities of color and low-income households by listening and responding to their needs. Our community partners directly engaged these populations, elevating their needs for earlier investments in the preservation of affordable housing and new anti-displacement services and protections for the most vulnerable residents.

Federal Policy Encourages Housing and Transit Planning

TriMet's application to the Federal Transit Administration for funding toward the light rail project takes into account the corridor's regional share of legally binding affordability restricted housing, and plans adopted to maintain or increase such housing[1].

The City of Portland is required to submit a Fair Housing Assessment to HUD in 2020 that looks at the City's plans for investing in affordable housing in areas with access to quality jobs and education like the corridor currently has and good transit like the future light rail.

The light rail project sends a clear signal the SW Corridor is a priority for other public-sector investments. The housing strategy provides opportunities for private actors to meet their individual needs and achieve the equitable outcomes we all seek.

- Funders will see evidence of emerging markets and feel more secure in their investments.
- Private developers will gain confidence by our early actions and perceive less risk due to the clear development goals.
- Foundations can more easily align their strategic housing investments in specific areas of interest.

In short, a road map to success will attract more success so no one sector is carrying the load.

Strong partners with shared values

We have a proud tradition of helping neighbors in need and of welcoming newcomers as they get settled in SW Portland and Tigard. Part of an inclusive community is having safe and affordable housing choices – especially for low-income communities and communities of color. This is a critical component of an equitable and prosperous region. The SW Corridor Equitable Housing Strategy aims to continue this tradition by exemplifying these values of inclusivity through the strategy development process.

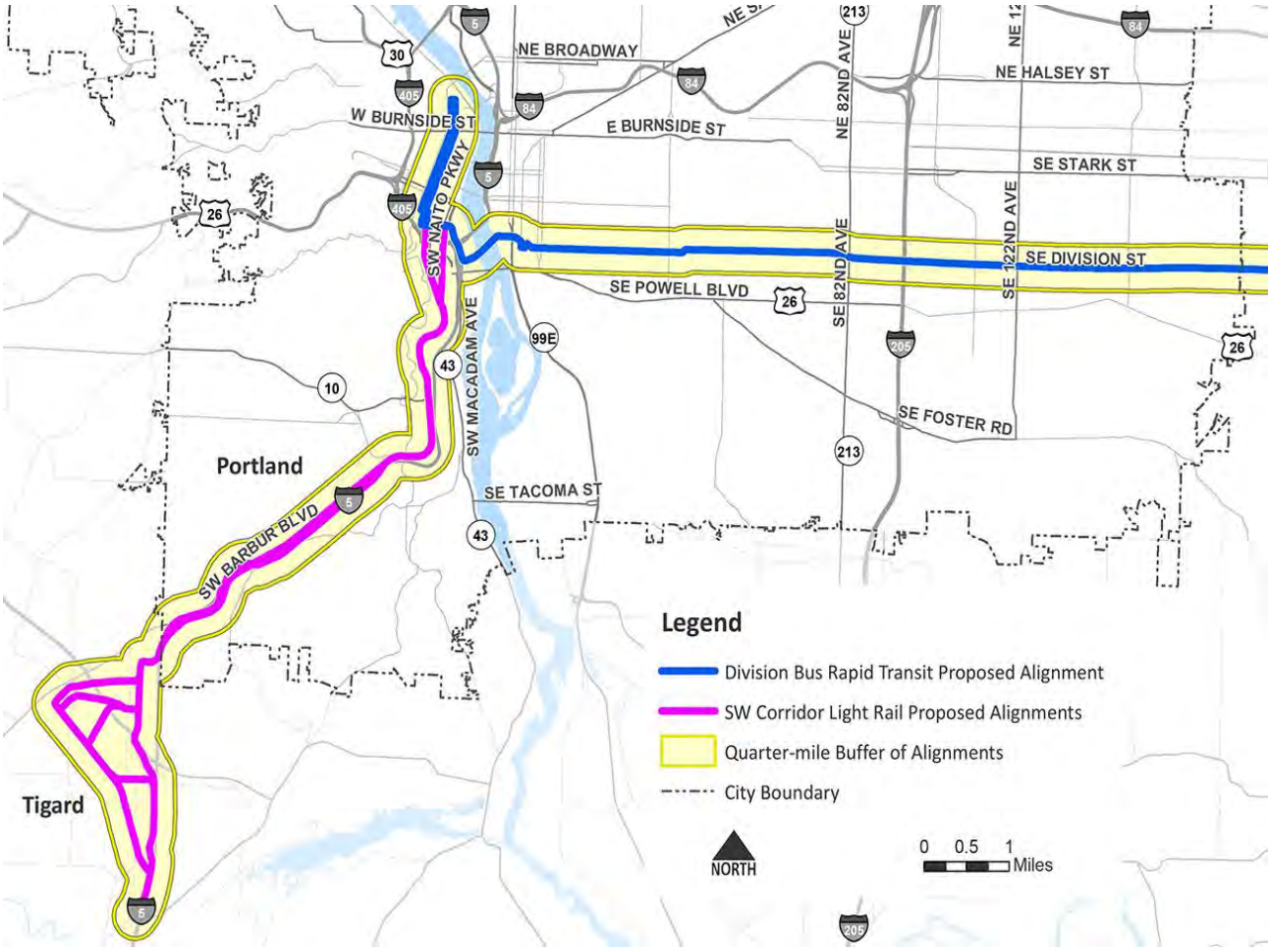
SW Corridor Equity and Housing Advisory Group comprising leaders from community, finance, government, philanthropy and real estate development sectors helped define a successful housing strategy and vet recommendations. The group's balance of real estate expertise and accountable relationships to low-income communities in the corridor helped develop a strategy that is both inspirational and visionary, while still achievable and grounded in the best practices of implementation.

Through a Community Grants Program, community-based organizations (CBOs) were funded to work with low-income households and communities of color. A large grant funded the Community Alliance of Tenants (CAT) to lead the engagement of low-income tenants, build public awareness of the project and develop policy recommendations informed by community-based research. Smaller grants to other CBOs allowed them to participate through the advisory group and coordinate with CAT to engage their constituents in the project.

These two initiatives helped advance our commitment to race and social equity in all aspects of the project - from decision-making and community engagement to addressing racial disparities in displacement and fair housing through the proposed investment strategies. They provide a model for the type of critical capacity building resources and inclusivity needed to successfully steward this strategy over the long-term.

Arc of Opportunity: SW Corridor and Division Street

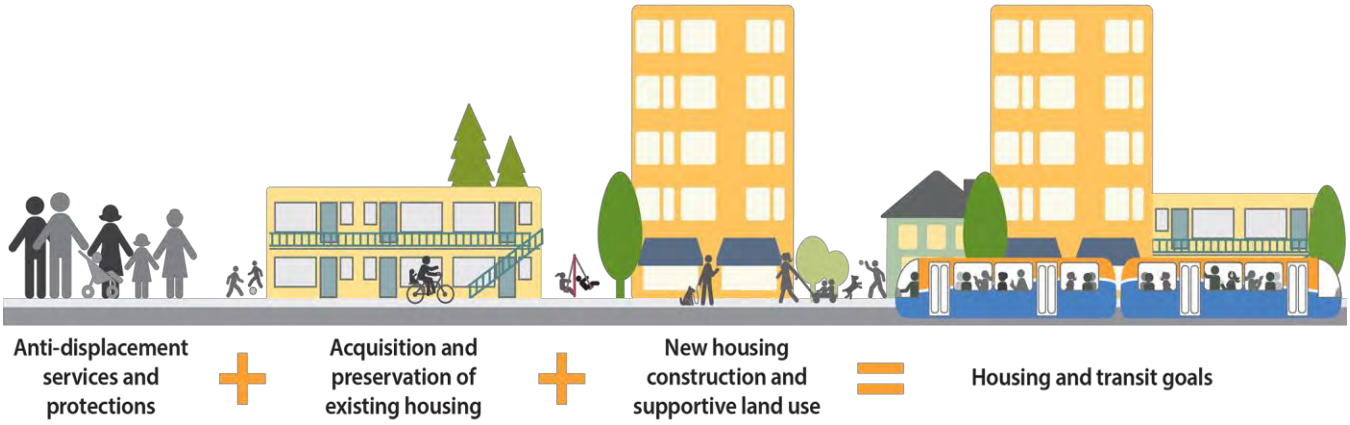
Many of the advisory group members are also active in East Portland where displacement pressures are strong and a new bus rapid transit line is being planned along Division Street. They see an opportunity to connect the SW Corridor and East Portland by new transit while also leveraging new housing tools to create more housing choices and prevent displacement of low-income households and communities of color who live and work in both areas. Many of the proposed strategies in this report should be implemented to meet the housing needs along both of these future transit lines.



Big ideas inspire action

This strategy is full of big ideas to inspire early action and boldly grow the pie of housing resources, align policies and investments with community priorities, and expand our roles and relationships. This will take leadership with a broad vision and the courage to take risks and make big investments in people.

Big ideas and bold action will be needed to achieve our housing and transit goals



This starts with investing more holistically, acting with more urgency - and relating differently.

We need public and private funding commitments to housing that match the scale of our transit investment. Only then will our transit and housing strategies work together to achieve equitable outcomes. This strategy proposes aligning existing resources and creating several new local and regional funding sources.

We also need new supportive land use tools to encourage housing and services near stations that contribute to a sense of community identity. The broader station areas can be more than just places to catch the train or pass through; they can become neighborhoods with their own sense of place with housing choices for all.

Early action is critical to success. If we achieve our first major goal of raising new revenue, then we must deploy an acquisition strategy that purchases and converts existing apartment buildings into rent/income-restricted buildings and creates a pipeline of sites for newly constructed, affordable multifamily housing in all station areas.

A new lasting civic structure is needed to steward this strategy, holding all parties accountable to the shared responsibility and big ideas. We must find a new way of sharing power between communities most affected by displacement and major institutional players, including local government. That is – affected communities have real authority to implement the vision of equitable growth and institutional partners act in support of that vision.

This housing strategy aligns our housing priorities with public investments in transit and our shared values of inclusion, equitable access to opportunity, and diversity in our communities. This unified, strategic approach to housing for the corridor will increase support for and benefits of the transit project by ensuring that all people — regardless of race, ethnicity, family status or disability — have a range of choices to live near transit.

Defining success

The advisory group defined success upfront. The following definitions serve many functions: as a touchstone during the strategy development process; as a rubric for decision makers signing onto this strategy; and as a potential evaluative framework during implementation.

1. Racial and social equity is a central focus, specifically the reduction of direct or economic displacement and the increase in housing choices for households of color and other marginalized groups.
2. Existing and new affordable housing resources are prioritized for the corridor.
3. The housing strategy and light rail project support each other to achieve equitable outcomes.
4. All public-sector agencies active in the corridor planning process prioritize equitable transit oriented development in their missions and programming.
5. Developers and funders have a clear understanding about the development and place-making goals of the corridor and confidence in the public sectors' support of their efforts to help achieve those goals.
6. Quantifiable indicators, including housing targets, are established and tracked over time.
7. A community-centered organizational structure exists to oversee the strategy over the long term.

2: Defining the need and setting targets

Addressing Today's Housing Crisis and Planning for Long-term Need

We are in a housing crisis and the SW Corridor is not immune. Thousands of our neighbors are paying far too much in housing costs, leaving little left over for food, healthcare and other essential things.

There is significant and growing need for affordable housing and services to help people living in the SW Corridor and those moving in over the next 10 years. Land and housing costs in the corridor are rising as the area becomes more desirable even before light rail arrives in 2027. In addition, an estimated 80 to 100 residential units could be directly displaced by the construction of light rail according to analysis of early designs.

Currently, of the SW Corridor's 12,000 low-income households there are 2,200 low-income homeowners and 3,500 low-income rental households spending more than 50 percent of their income on housing costs. However, there are only 775 regulated affordable rental homes in the corridor and minimal homeownership assistance programs. In fact, only 3.5% of all the housing in the corridor is affordable regulated housing compared to 12% of multi-family housing in all of Portland. There are currently two development projects in Tigard that will bring 284 affordable homes online in the next two years.

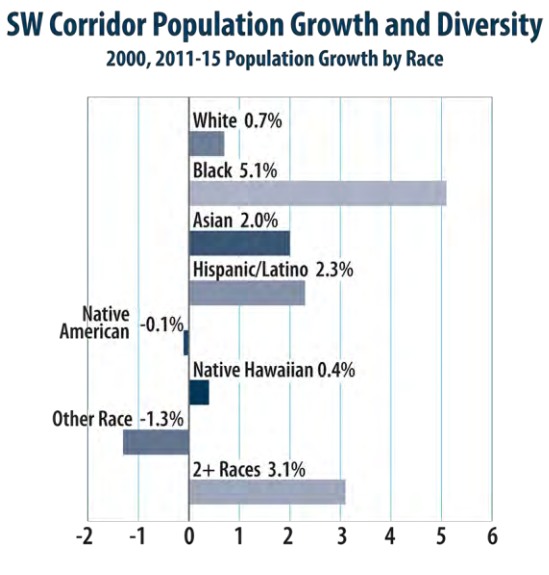
Most people must find housing in the private market, which is experiencing rapidly escalating rents and home sale prices. As displacement pressures mount households are displaced further out to lower cost housing far away from their social networks, quality schools, living wage jobs, and rich civic amenities in the corridor. The corridor is estimated to grow by an additional 3,000 new households in the next 10 years with or without the introduction of light rail. They are expected to be racially and economically diverse households and most will be renters and frequent transit users.

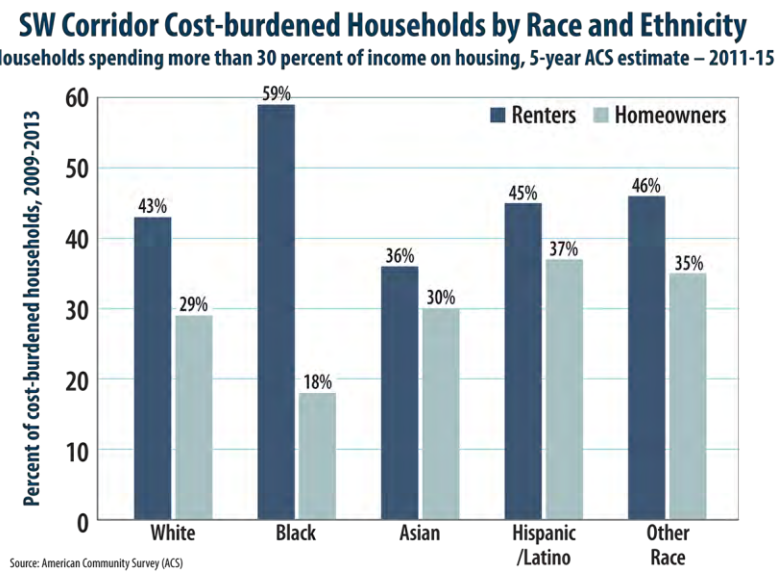
Not all current and future housing need can or should be met with rent/income restricted homes or homeowner assistance. Some of the need can be met through lower cost services such as legal aid, rental assistance, weatherization grants or home repair loans. But even by conservative estimates, the cost to meet the combined current and future need for affordable rental housing and services in the entire corridor over the next 10 years is $1.5 billion[4] – a far cry from the $150 million invested over the past five-years.[5]

The investment strategies and policies proposed in this document were informed by both the quantitative analysis found in Appendix 1 and the qualitative research conducted by community partners. Both concluded the quantity and depth of need for affordable housing is growing, but it varies by population and across the various sub-areas along the corridor. Some of the most vulnerable populations to displacement pressures are seniors, very-low income renters, immigrants and refugees, some communities of color, and people with disabilities.

The housing crisis is especially acute for the 22,000 households of color in the corridor. The growth of communities of color is creating a more racially integrated and diverse community, increasing 2.5 percent per year between 2000 and 2015, which is three times faster than the increase in the White population. A sizeable Hispanic/Latino community is now established around Downtown Tigard and a predominately East African community has established roots in the West Portland Town Center. However, these households are more likely to be renters and housing cost burdened, spending more than 30 percent of their income on housing costs. This combination makes these households especially vulnerable to displacement pressures.

[4] See Appendix 1 "SW Corridor Housing and Equity Needs Assessment" for full explanation of all estimates
[5] ECONorthwest, "White Paper 1: Existing Investment Tools", 2018





Housing at the ends of the corridor in Downtown Tigard and closer to Portland's city center are experiencing the greatest increases in housing costs. The middle of the corridor is still relatively affordable compared to the rest of the region. However, the older and undervalued stock of unregulated affordable multifamily housing is becoming attractive to investors, stoking fears of displacement[6]. Two-thirds of sales of these types of buildings are in lower-income areas and nearly 40 percent are in racially diverse areas. Rents are rising as building sell, having gone up 36 percent since 2010 for the most affordable of these apartments.

Targets for affordable rental housing acquisition and construction versus the need

The SW Corridor Equity and Housing Needs Analysis in the appendix provide the data and methodology used to establish the need for affordable rental housing described in this section.

Federal and state sources have provided much of funding for the corridor's affordable housing. If historical trends continue, thousands of low-income renters will be left vulnerable to displacement and very few options will exist for households seeking to move into the corridor. Local sources must be invested.

Minimum rental targets with today's resources: Several new housing tools are available in the corridor, including Tigard's urban renewal areas, Tigard Triangle lean code adoption, the Portland Affordable Housing Bond, and Portland's Inclusionary Housing Program. The Portland Housing Bond's existing policy framework aims to distribute resources equally across the city, including some investment in areas with access to frequent service bus lines and new planned transit and displacement risks like the Division Transit Project and SW Corridor LRT lines.

In addition, two affordable housing projects in the development pipeline are in potential Tigard station areas:

- The Fields. The Housing Authority of Washington County is a special limited partner with Pedcor, the developer of a 236 unit 10-building project near the Tigard Triangle station. 212 homes will be affordable to households making at or below 60 percent of the median family income and 24 will be affordable at or below 30 percent of median family income. There are three and four-story buildings and a one-story community building. The project is anticipated to open in 2020.

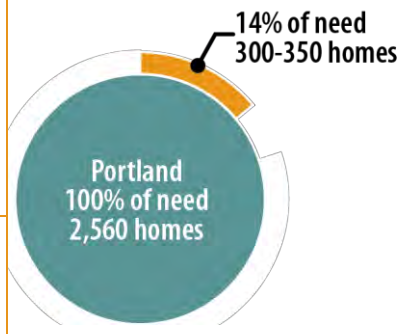
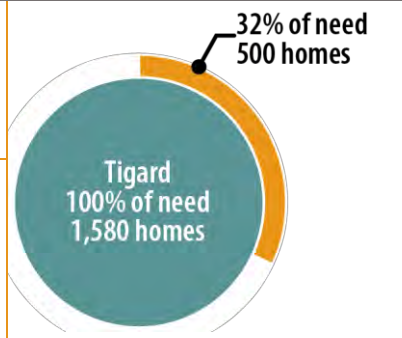
[6] Portland State University, "Preserving Housing Choice and Opportunity", Dr. Lisa Bates, 2017

- Red Rock Creek Commons. The City of Tigard is supporting the Community Partners for Affordable Housing to develop 48 affordable one-bedroom apartments in the Tigard Triangle. The project intends to serve the populations most at risk of displacement and homelessness with 24 project based vouchers. These homes will serve households with incomes at 60 percent median family income and below. CPAH has partnership with Luke-Dorf to house 8 of its clients. Luke-Dorf is a mental health care provider in Tigard, who will provide services or referrals for the residents of Red Rock Creek Commons.

Assuming existing resources and these two projects in the pipeline are prioritized, an estimated 1,000 affordable homes for households with incomes at or below 60 percent MFI could be acquired or newly built in the Portland and Tigard portions of the corridor over the next 10 years. These numbers serve as minimum targets for affordable rental housing near light rail stations.

However, by comparing these minimum targets to the actual need, it is clear how far short they fall. The actual need is estimated to be 4,140 acquired and newly constructed affordable homes in Tigard and Portland over the next 10 years. The minimum targets would meet 32 percent of the need in Tigard and 14 percent of the need in Portland.

Affordable rental housing minimum targets with existing resources versus the actual need

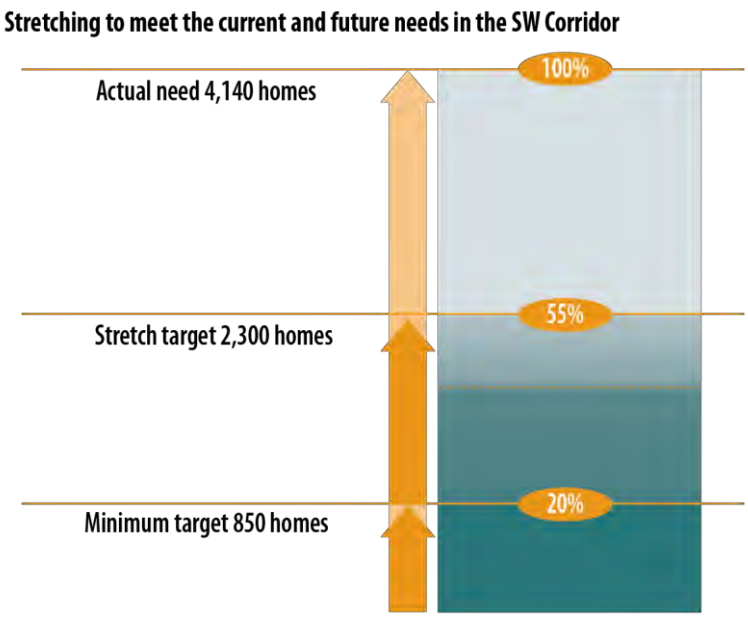
	Minimum targets with existing resources		Actual need
SWC Portland	▪ 150 constructed through inclusionary housing ▪ 150-200 acquired or converted ▪ **Total: 300-350 homes**		▪ 910 constructed ▪ 1,650 acquired or converted ▪ **Total: 2,560 homes**
	▪ Up to 13% of Portland's need met		▪ 100% of Portland's need met ▪ ~$830 million total development costs
SWC Tigard	▪ 450 constructed ▪ 50 acquired or converted ▪ **Total: 500 homes**		▪ 730 constructed ▪ 850 acquired or converted ▪ **Total: 1,580 homes**
	▪ 32% of Tigard's need met		▪ 100% of Tigard's need met ▪ ~$550 million total development costs

There are several new funding sources and investment strategies proposed in this strategy. If there is action on these proposals, then new resources can stretch to meet more of the need.

Recommended stretch targets with new resources: A bold goal is to build one new affordable transit-oriented development (TOD) near 10 light rail stations beyond the two projects already in the development pipeline and acquire an equal number of unregulated affordable apartment buildings (10) where risk of displacement is highest for vulnerable populations. This could provide 1,800-2,300 regulated affordable homes and meet 48-58 percent of the need in Tigard and 41-55 percent of the need in Portland. See the table below for more details.

A comparison table is provided below including estimated total development costs (TDC). The emphasis on new construction in Tigard will result in a higher TDC than in Portland where targets include a balance of new construction and acquisition or conversion of existing apartments. **The estimated TDC is not the amount each city would invest individually.** Other sources are traditionally used to develop regulated affordable housing such Low-Income Housing Tax Credits. The portion of funding provided by the City of Portland's traditional gap financing sources is usually between 30-40 percent of the TDC.

Recommended affordable rental housing stretch targets with new resources

SWC Portland	550 constructed 150 through inclusionary housing 350-700 acquired or converted **Total: 1,050-1,400 homes**	
	39 to 53% of Portland's need met $350-450 million total development costs	
SWC Tigard	600 constructed 150-300 acquired or converted **Total: 750-900 homes**	
	48 to 58% of Tigard's need met $300-350 million total development costs	

Policy goals for affordable housing

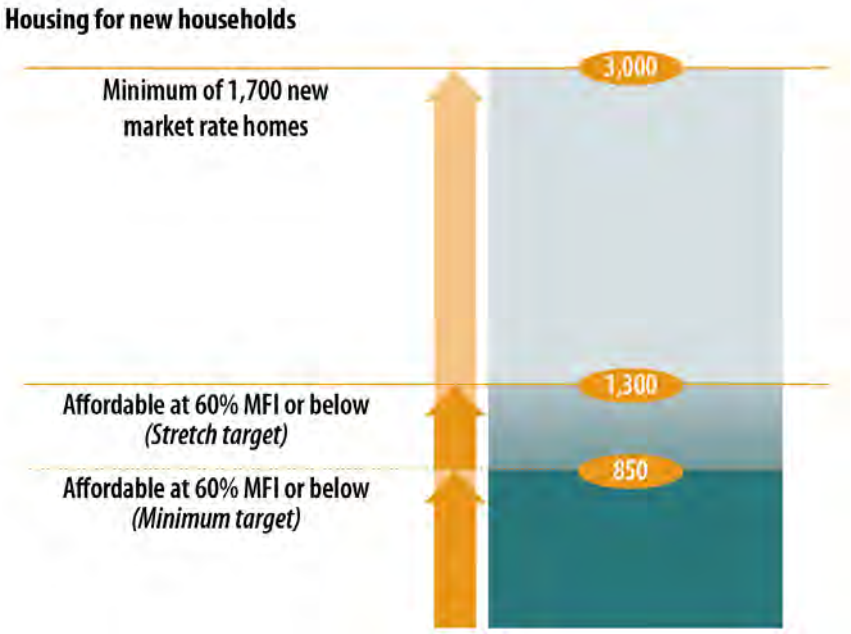
Additional parameters will direct affordable housing funding to achieve the above targets. Implementing partners should incorporate the following policy goals into their programing for the corridor:

- **Invest in family sized homes.** The proportion of new homes with two or three bedrooms should be greater than the proportion within the current stock of affordable housing in the corridor.
- **Invest in housing for those in greatest need.** The proportion of new homes affordable to households with incomes between 0-30% MFI should be greater than the proportion within the current stock of affordable housing in the cities of Tigard and Portland.
- **Prioritize housing for those displaced by the light rail project.** Households directly displaced by the light rail project are given preference for new affordable homes if they meet all other program requirements.
- **Invest in more homes accessible to people with disabilities.** A greater percentage of accessible newly constructed homes than is required by the Americans with Disabilities Act should be created for those with disabilities.
- **Create homeownership opportunities.** At least one newly constructed affordable TOD project should be dedicated for first time low-income homeowners and prioritize reducing the racial homeownership gap.
- **Prevent displacement of people of color**. Acquisitions prioritize buildings in areas where the proportion of households of color is greater than the proportion of households of color in the corridor population.

- Acquire larger apartment buildings. Acquisitions prioritize buildings with more than 50 homes.
- Build larger new affordable apartment buildings. Land acquisitions prioritize parcels that can support 100 or more homes.

Targets for market rate housing

Most of the 3,000 additional new households projected to move into the corridor in the next 10 years will find housing in market rate homes without rent restrictions. Achieving the most aggressive affordable housing targets will result in construction of approximately 1,300 regulated affordable homes. That means at least 1,700 new market rate homes need to be built to provide enough housing for new residents, recognizing these new homes will unlikely meet lower-income households' immediate affordability needs.



Need for affordable homeownership

Some level of legal support, housing counseling, and financial services are needed to support the existing 2,200 low-income homeowners (0-80% MFI) spending over 50 percent of their income on housing costs. For the Portland portion of the corridor, there are an estimated 700 low-income homeowners (0-50% MFI) that are severely cost-burdened. Serving these households with home repair grants and home retention case management is estimated to cost $3.9 million over a five-year period. Predatory lending education is needed to help the 35 percent of all low-income homeowners who have paid off their mortgages and are thus more likely to be targeted by predatory lending practices.

In addition, first-time homeownership assistance is needed to help low-income renters transition into owning a home and begin accumulating wealth. Of the total number of homeowners in the corridor, 8% are households of color and 92% are non-Hispanic White households. The rate of homeownership among households of color in SW Corridor (38%) is significantly lower than the overall rate of homeownership in the city of Portland of 53% (regardless of race or ethnicity). Funds put toward creation of new homeownership opportunities in should focus on decreasing the homeownership disparity among communities of color. Culturally specific community organizations should be resourced to provide homebuyer education and counseling services and down payment assistance loans.

Targets for these investments were not developed because there are currently so few homeownership resources available in the corridor. If new funding is created, then associated targets will be developed with the above need and policy goals in mind.

3: Implementation strategies

The opportunities and recommendations described below aim to achieve the overall strategy's three big goals. A proposed framework outlines a sequence of supportive public policy and investments early on. These will set the stage for the market to be catalyzed by light rail investment. These early public actions can meet community needs when the market will not and help communities to benefit directly from future growth.

Coordination of transit and housing implementation

The housing strategy is designed to support a successful transit project and leverage elements of the project to enhance the strategy:

- The housing strategy could support the light rail project by encouraging dense development and prioritizing affordable housing investments near station areas, which in turn, will support ridership.
- The transit project could support the housing strategy by prioritizing affordable housing on appropriate sites during the disposition process for excess property that is acquired for the project's construction. It also provides an opportunity to raise local revenue for affordable housing in parallel with the light rail investment.

Some benefits of this coordination include better outcomes for people such as decreased housing and transportation costs, increased financial sustainability of the transit system, efficient land uses, increased feasibility and predictability for affordable housing development, and enhanced political and community support for new transit and development along the corridor. Some healthy tensions addressed are the potential for increased upfront costs, "mission drift" of partner agencies, and the goal to meet the needs of both current residents and those moving in.

SW Corridor Housing Goals and Implementation Strategies

◆ Primary strategies are those required to achieve our goals

❖ Secondary strategies should continue to be explored as this strategy evolves throughout the implementation

(P) Strategies are corridor-wide unless indicated to be Portland-specific

Goal 1

Commit early financial resources to address near-term housing crisis and long-term needs

Strategy 1-1: Grow new resources for the long-term

- Form a SW Portland Urban Renewal Area (P)
- Capitalize an affordable housing acquisition fund
- Recommend an appropriate portion of a Metro regional housing bond toward the SW Corridor
- ❖ Support region-wide workforce housing real estate investment trust (P)
- ❖ Explore an employer-assisted housing and corridor employer fund

Strategy 1-2: Prioritize existing resources early on

- Prioritize competitive resources for the SW Corridor
- Promote existing incentives available to all multi-family development

Strategy 1-3: Strengthen partners to steward the strategy

- Form a community-centered organizational structure to champion and implement the strategy

Goal 2

Prevent residential and cultural displacement

Strategy 2-1: Preserve existing unregulated affordable rental housing

- Acquire and convert up to ten unregulated affordable multi-family apartment buildings into income/rent restricted buildings
- ❖ Provide tax exemptions for existing unregulated affordable housing

Strategy 2-2: Strengthen tenant protections and provide anti-displacement services

- Fund an anti-displacement and fair housing services package
- Strengthen tenant protections

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)

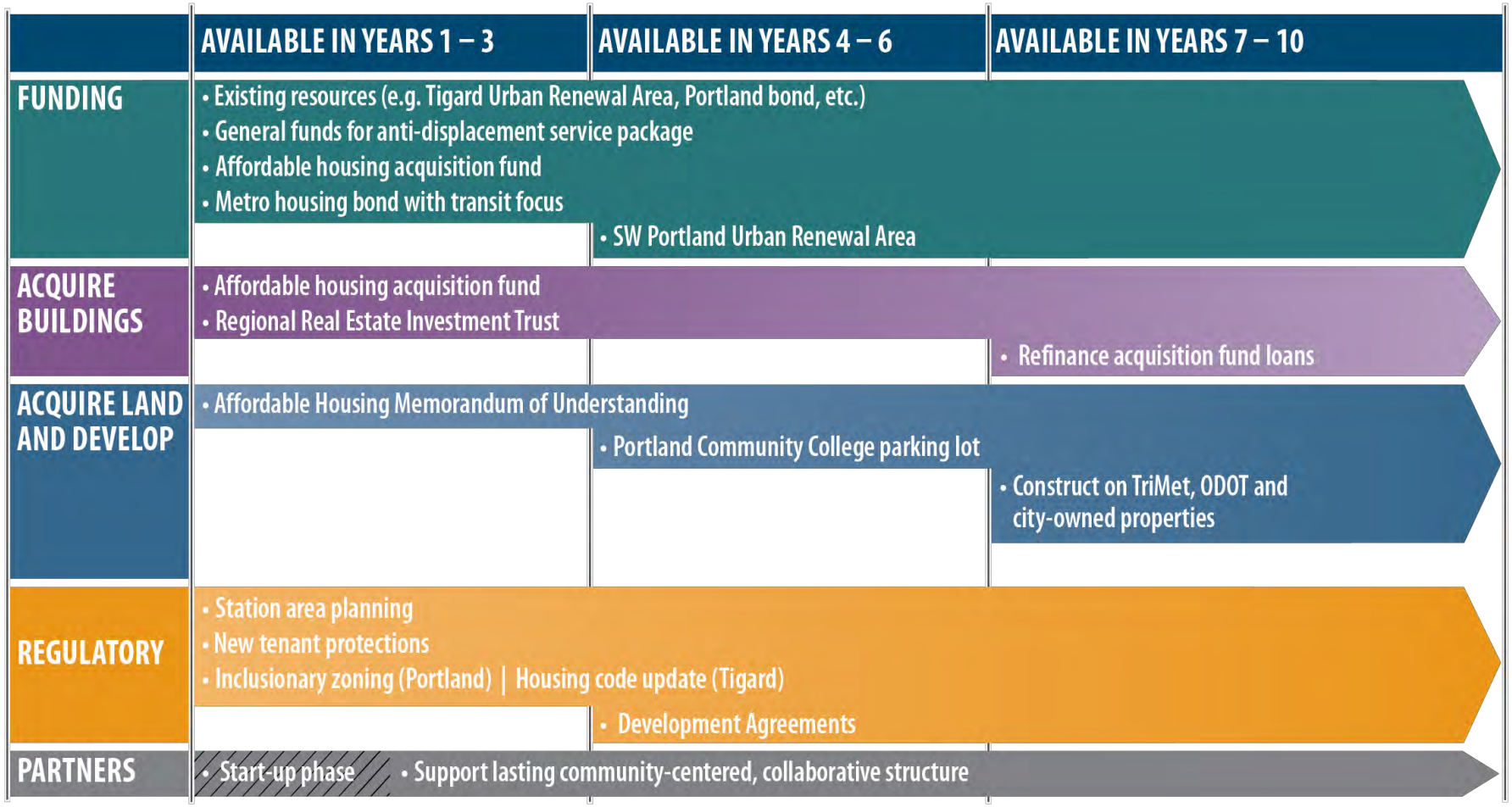
- Develop TOD-scale (100+ homes) affordable multi-family buildings in each of the ten station areas in Portland and Tigard
- Execute an interagency affordable housing Memorandum of Understanding
- Inclusionary zoning receiving a site(s) agreement (P)
- ❖ Recruit community land trusts to the corridor
- ❖ Identify opportunities for community benefits agreements

Strategy 3-2: Regulate land use and zoning to create affordable and market rate housing

- Incentivize equitable TOD through zoning
- Incentivize equitable TOD through development agreements
- ❖ Adopt middle housing tools and policies that work for low-income households

Sequencing primary implementation strategies

The following graphic illustrates the recommended sequencing of strategies necessary to achieve the corridor's major housing goals. Early investments prioritize anti-displacement services and acquisitions of unregulated affordable multifamily housing. Other early actions include land use planning for station areas and securing public properties for future redevelopment as affordable housing. Increasing levels of investment are needed later when building acquisition bridge loans require refinancing and construction capital is needed to develop the public properties.



SW Corridor Housing Goals and Implementation Strategies

Strategies are ***corridor-wide*** unless indicated to Portland-specific. Corridor-wide strategies should be pursued collaboratively.

Strategies are grouped as ◆ **primary** or ❖ **secondary**. Primary strategies are those required to achieve our goals. Secondary strategies should continue to be explored as this strategy evolves throughout the implementation.

Goal 1: Commit early financial resources to address the near-term housing crisis and long-term needs

Strategy 1-1: Grow new resources for the long-term

◆ A. Form a SW Portland Urban Renewal Area (Portland-specific)

A URA district encompassing the potential SW Portland light rail stations can use tax increment financing (TIF) to capture the increase in land and property value partially created by the light rail project. Preliminary modeling estimates $181-300 million in maximum indebtedness could be supported, depending on the size of the district.

The TIF resources could be deployed as low-interest loans, grants, or direct investments for a variety of capital investments, including funding affordable or mixed-income housing. The resources modeled could produce units starting in 2026 in an estimated range of 94-240 acquired or newly constructed affordable homes using $21-5 million resulting from a 45 percent housing set-aside. This production would achieve 7-17 percent of the corridor's housing stretch targets.

Recommended Actions

- First explore expansions of URAs in East Portland. If capacity is left over and/or new capacity is freed up from expiring URAs then conduct additional research, planning, and community engagement to form a URA in SW.
- Establish a housing set-aside greater than the 45 percent minimum policy.
- If any TIF funds are allocated for the light rail project then firm guardrails against repurposing any housing funds for the light rail project should be put in place.
- Front load funding by providing general fund backing to finance early investments in housing before speculation intensifies.
- Housing investments in the corridor should help achieve the stretch targets aimed at rental housing for households with incomes at or below 60% MFI or homeownership opportunities for households with income at or below 80% MFI.

Considerations

- URAs divert revenue from overlapping taxing districts (i.e., city, county, school district portions).
- City Council adopted a policy that sets aside 45 percent of revenue in eligible URAs to create housing affordable to households at or below 60 percent of MFI. A higher set aside of 55 percent could create 115-293 affordable homes.
- A cap of 15 percent of the city's total acreage can be included in all URAs.

◆ B. Capitalize an affordable housing acquisition fund

Local Community Development Financial Institutions (CDFI) have established acquisition funds that draws on many capital sources to provide short-term financing to for- and nonprofit entities to acquire land or market rate buildings, unrestricted by regulatory agreements, with the intent for new affordable housing development and/or transitioning buildings into rent/income restricted affordable housing.

Analysis of hypothetical acquisitions of buildings in the SW Corridor shows an early $10 million infusion of public subsidy into an existing fund may reduce the amount of additional sources needed by acquiring properties prior to anticipated price increases.

Recommended Actions

- Determine feasibility and source for one-time addition of public subsidy into the capital composition of an existing acquisition fund beginning with contributions from both cities and counties.
- Explore opportunities to use the new public investment to entice better terms from other existing lenders or attract new lenders with better rates.
- A newly capitalized fund should help achieve the stretch targets by acquiring properties prior to price increases associated with the light rail.

Considerations

- Permanent financing is needed to sustain affordability over time.
- There is precedent for an infusion of public subsidy into a local acquisition fund. In 2016 PHB invested $1 million in the Network for Oregon Affordable Housing's acquisition fund.

◆ C. Recommend an appropriate portion of a Metro regional housing bond toward the SW Corridor

Metro has referred a $652.8 million general obligation bond on the November 2018 ballot to fund regional affordable housing investments.

10% of funds would be used by the Metro to acquire affordable housing sites in high capacity transit corridors and other high opportunity locations. Most of the funding would be distributed to local housing authorities to construct new affordable housing or purchase existing unregulated affordable housing.

Recommended Actions

- If voters approve the measure Portland and Washington County should continue dialogue with Metro and the community about investing a portion of the funding alongside regional priorities, such as SW Corridor light rail and Division Transit Project.
- Housing investments in the corridor should help achieve the stretch targets aimed at rental housing for households with incomes at or below 60 percent MFI.

Considerations

- Current constitutional limitations require all housing funded through local general obligation bond proceeds to be publicly owned and limits the ability of bond funds to be layered with traditional affordable housing financing tools such as tax credits and debt.
- A statewide constitutional amendment also on the November 2018 ballot would allow for non-governmental ownership of bond funded affordable housing as well as layering of general obligation bond proceeds with other affordable housing finance tools.

◆ D. Support region-wide workforce housing Real Estate Investment Trust (P)

Meyer Memorial Trust and Gerding Edlen have partnered to bring mission-based investors into a long-term investment fund that purchases unregulated workforce housing, operates them with rents tied to CPI, and provides a competitive but less-than-market-rate return to investors in the form of quarterly cash flow. Partners hope an initial $100 million in capital can be raised in 2018. The fund would not use public policy-driven funds so it can have the agility of private capital to move with the market.

Recommended Actions	Considerations
▪ Conduct due diligence to determine if the City of Portland can be an investor or otherwise support it through grants or by funding operations. ▪ Seek to align REIT activities with the corridor's housing preservation goals.	▪ It is one of the only tools being developed to preserve workforce housing in the 60- 120 percent MFI range. ▪ Investment return is around 4 percent.

❖ E. Explore employer-assisted housing or corridor employer fund

Anchor institutions or large employers could directly participate in the development of affordable and/or market rate housing for rent or homeownership to eligible employees by providing property and/or low-cost financing. Employers could also pay into a fund dedicated to alleviating the housing burden for corridor employees.

Recommended Actions	Considerations
▪ Hold discussions with corridor employers to discuss their interests, employee needs, and structures for a possible public-private or public-public partnership.	▪ PCC Sylvania's vision for campus development includes affordable housing. ▪ 21% of OHSU's 16,530 employees live in the corridor.

Strategy 1-2: Prioritize existing resources early on

Commitment to racial equity: Existing funding will not be diverted from commitments to other equity and anti-displacement agendas in other parts of the region, such as North and NE Portland and East Portland.

◆ A. Prioritize locally controlled competitive resources for the SW Corridor

Housing resources have varying policy priorities. Alignment of priorities provides clarity, predictability, and efficiencies. Aligning a portion of the following resources along the corridor has the greatest potential to meet the corridor's housing goals:

- Tigard Triangle URA ($188 million)
- Portland Housing Bureau existing resources:
    - General Obligation (GO) Bond ($258 million)
    - North Macadam URA
    - Portland Construction Excise Tax (CET)
    - Federal funds including HOME or CDBG
- Metro TOD Program
- Other (State, County, philanthropy)

Recommended Actions	Considerations
▪ Develop options for a Tigard Triangle URA set aside for market rate and affordable housing. ▪ PHB contracts with brokers to solicit land and building acquisition opportunities using existing resources such as CET, federal funds, or GO bond funding.	▪ Tigard will undertake Tigard Triangle Equitable Urban Renewal Implementation project to prioritize urban renewal plan projects in 2018-19.

▪ PHB targets opportunity sites in the portion of the North Macadam URA that overlap with the Gibbs station walkshed area. ▪ Metro participates in a SW Corridor Affordable Housing MOU with other partners (see details under Goal 3). ▪ Engage the Oregon Housing and Community Services Department to explore prioritizing 9% LIHTC applications for projects within light rail station areas.	

◆ B. Promote existing incentives available to all multi-family development

Programs exist using incentives and requirements to increase feasibility and affordability of affordable and market rate housing without direct public investment. Helping developers become aware of and experienced with using the following programs could increase their use in the corridor:

- System Development Charge exemptions (Portland and Tigard)
- Vertical Housing Development Program (Tigard)
- Inclusionary Housing (Portland)
- Affordable Housing Property Tax Exemption (Portland and Tigard)

Recommended Actions	Considerations
▪ Promote the corridor's housing vision for to developers with marketing materials tailored to different development models and business plans (eg. market rate, mixed-income and completely regulated affordable housing). ▪ Provide technical expertise to developers to help them use the existing resources.	Tigard City Council adopted SDC exemptions for affordable housing in March 2018.

Strategy 1-3: Strengthen partners to steward and champion the strategy

Commitment to racial equity: Any organizational structure will include meaningful decision-making authority for and accountability to low-income people and communities of color and equitable funding for community based organizations to participate.

◆ A. Form a community-centered organizational structure to champion and implement the strategy

An implementation best practice is forming a collaborative around a common vision to connect equitable TOD strategies with the right public, private, philanthropic, and nonprofit leaders who have the ability and heft to implement them. Members of the Equity and Housing Advisory Group are supportive of forming a broader collaborative like those in other regions but there is not a clear convener to begin the formation process. However, they do desire an interim structure to provide accountability and ongoing community participation in the first phase of implementation.

Community Based Organizations (CBOs) on the advisory group working together to engage low-income households and communities of color in the planning process propose continuing their work by forming a **Community Preservation Workgroup (CPW)** to steward the anti-displacement elements of the strategy. A CPW could be the next step toward creating a sustainable multi-sector collaborative. More details on this proposal can be found in Section 5 below.

Recommended Actions	Considerations
• Provide public and philanthropic seed funding for the first two years of the CPW. • Government partners work with the CPW to expand efforts to engage low-income households and communities of color in the implementation of anti-displacement services, tenant protections, and conversion of market rate apartment buildings into regulated affordable housing. • Work with the CPW to co-develop and present an annual report on progress made on the housing strategy to decision making bodies.	▪ Additional work by Metro on workforce and economic development in the corridor through the SW Equitable Development Strategy will provide the forum to advance this idea of community-driven collaborative dedicated to implementation at a corridor and/or regional scale.

Goal 2: Prevent residential and cultural displacement

A cohort of 20 resident tenant leaders organized over an eight-month period by the Community Alliance of Tenants developed and presented a set of "Community Solutions" to the government partners in May 2018. The following strategies were redesigned to reflect these requests from members of the community being most impacted by the current housing crisis.

Strategy 2-1: Preserve existing unregulated affordable rental housing

Commitment to racial equity: Prioritize funding for culturally specific housing development organizations to acquire and preserve affordable housing where communities of color are established such as the area around the Islamic Center of Portland and in parts of Tigard where Hispanic/Latino households reside.

◆ A. Acquire and convert up to 10 unregulated affordable multifamily apartment buildings into income/rent restricted buildings

A capitalized strategy to convert some of the corridor's 372 unregulated apartment buildings into rent/income-restricted buildings is the most effective way to prevent displacement of current residents. The corridor's older stock of apartment buildings is selling for around $200,000/unit (up from $152,000/unit in PSU's 2017 analysis of the corridor in the third quarter of 2017). Acquisition costs are still much lower than the industry standard of around $300,000/unit to construct a new two bedroom affordable home.

New and existing sources identified under Goal 1 could be aligned. Partners' acquisition activities could be coordinated to have greater impact. A foundation for establishing funding criteria is provided in Section 2.

Recommended Actions	Considerations
▪ Capitalize a CDFI's existing acquisition fund. ▪ Work with funding partners to incorporate the policy goals for acquisition found in Section 2 into their funding criteria and explore joint NOFA's and underwriting processes. ▪ Continue to fund community-based organizations to engage tenants and participate in the selection of buildings for acquisition. ▪ Contract with brokers to solicit acquisition opportunities.	▪ 10 buildings is a stretch goal dependent upon newly created resources under Goal 1 (See Section 2 for minimum targets) ▪ Buildings may need to be brought up to health, safety, and ADA standards required in the building codes. Rehabilitation and ongoing maintenance costs of buildings in the corridor are not known. ▪ Management retaliation against tenants for requesting health and safety improvements is an ongoing concern in the corridor.

❖ B. Provide tax exemptions for existing unregulated affordable housing

The State's authorization for local jurisdictions to provide partial property tax exemption in exchange for the provision of regulated affordable housing can be extended to owners of unregulated affordable apartment buildings. Tigard's Affordable Housing Property Tax Exemption is currently an incentive for affordable housing.

Recommended Actions

- Pass state-authorized local legislation to expand tax exemption programs with the goal of converting existing unregulated affordable housing into rent/income restricted housing.
- Structure the incentives to produce deeper affordability (60% MFI and below) and longer terms (99 years)

Considerations

- Portland's property tax exemption authority is exclusively available as an incentive to participate in the Inclusionary Housing Program.
- Tax incentives do not have a strong record of eliciting interest from landlords due to the added cost of compliance and loss of rental revenue.
- Questionable benefit to owners due to reassessment of property upon expiration of tax exemption.
- Cap on Portland's tax exemptions at $3 million.

Strategy 2-2: Strengthen tenant protections and provide anti-displacement services

Commitments to racial equity: Prioritize funding for culturally specific organizations to provide culturally targeted anti-displacement services in areas where communities of color are established such as the area around the Islamic Center of Portland and in parts of Tigard where Hispanic/Latino households reside.

◆ A. Fund an anti-displacement and fair housing enforcement services package

Tenants from various protected classes in the SW Corridor experience fair housing violations regularly. These violations coupled with no-cause evictions and rent increases result in involuntary displacement. Fair housing enforcement and other anti-displacement services provide long-term cost effectiveness by preventing homelessness and stabilizing renters and homeowners. They can be quicker to deploy and cheaper than creating rent/income-restricted units. Local cost per household estimates for legal aid and emergency rental assistance are $3,000 and $2,300 respectively.

Community partners' engagement of low-income renters and homeowners identified the service types in greatest need:

1. **Legal support.** Help answering legal questions, completing forms and providing representation in court, protect tenants' rights to file complaints of discrimination or harassment without retaliation, protect tenants' rights to organize their buildings and help negotiate with landlords.
2. **Tenant counseling**. Education, outreach, and assistance accessing services such as financial literacy, credit counseling, renters' rights, and home loans and predatory lending education.
3. **Landlord training**. Mandate landlords are trained on their responsibilities under fair housing laws, and the consequences of discrimination and harassment.
4. **Financial services.** Direct monetary support to renters and homeowners such as emergency rental, utility, and mortgage assistance or home repair and weatherization funding.

Recommended Actions

- Develop a package of early services: financial assistance, legal aid, counseling, and landlord training.
- Identify funding sources beginning with Washington County, the City of Tigard, and City of Portland.

Considerations

- There is precedent for a package of this type. In 2018, PHB submitted budget requests for $1 million in renter services and $500,000 in homeownership support services.

▪ Form and resource a Community Preservation Workgroup to guide the deployment of services across jurisdictions.	▪ Legal aid is critical because tenant complaints can result in fines, neglect of repairs, and no-cause termination. Some tenants may be afraid to report needed repairs for fear that a landlord will report them to immigration officials, regardless of their status.

◆ B. Strengthen tenant protections

Tenants along the corridor have different rights and protections depending on which city they live in. For example, Tigard does not have a requirement of 90-day notice for no-cause evictions. Neither city has a rental registration program. This is an obstacle to coordinated anti-displacement services and preservation of unregulated affordable housing.

Low-income renters organized in the corridor through the housing strategy development process identified protections that cities can adopt now:

1. **Screening criteria reform.** Eliminate the practice of landlords requiring 3:1 income to rent ratios.
2. **Security deposit reform.** Cap security deposits and protect them from being taken unfairly.
3. **Application fee protections.** Enforce the requirement that landlords return application fees when applications are not processed.

Recommended Actions	Considerations
▪ Convene policy workgroups to develop and advance legislation for protections: screening criteria reform, security deposit reform, and application fee protections. ▪ Form and resource a Community Preservation Workgroup to strengthen tenant protections in both Tigard and Portland.	▪ A number of tenant protections are not included in this strategy because they were pre-empted by the State legislature. Lobbyists from several local governments are working to remove the State restrictions for some of these protections. ▪ Portland is in the process of developing a rental registration program. ▪ Portland has developed a tenant protections reform legislative package for consideration by City Council.

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 TOD

Commitments to racial equity: Prioritize funding for culturally specific organizations to develop affordable rental housing and reduce the racial wealth gap through homeownership opportunities.

◆ A. Develop TOD-scale (100+ homes) affordable multi-family buildings near each of the 10 stations in Portland and Tigard with multi-family residential zoning

Ten potential station areas in Tigard and Portland have parcels zoned to allow multi-family housing at a density supportive of transit. Public sector-owned parcels can be prioritized for affordable housing. Regulated affordable TOD near each station would provide low-income households with new choices of where to live along the corridor.

New and existing sources identified under Goal 1 could be aligned. Partners' funding and land activities could be coordinated to have greater impact. A foundation for establishing funding criteria is provided in Section 2.

Recommended Actions

- Secure funding under Goal 1.
- Aim for at least 100 regulated affordable homes in buildings with over 100 total homes.
- See details on opportunity sites in Section 4 below.

Considerations

- 10 buildings is a stretch goal dependent upon Inclusionary Housing in Portland and the newly created resources under Goal 1 (See Section 2 for minimum targets)
- There are seven stations zoned for residential development in Portland and three in Tigard.

◆ B. Execute an interagency Affordable Housing Memorandum of Understanding

The cities of Portland, Tigard, Washington County, TriMet and Metro are entering into an Affordable Housing Memorandum of Understanding to coordinate the development of public properties and conduct station area planning to achieve the corridor's affordable housing targets.

Publicly owned parcels are an important opportunity to develop affordable housing. Coordinated land acquisition and development can leverage scarce resources and provide a predictable pipeline of sites for funders and developers.

A few sites with TOD potential are already owned by the public sector. See Section 4 for more details.

Recommended Actions

- Execute a mutually beneficial MOU in advance of adopting the light rail project's Locally Preferred Alternative.
- The MOU should help achieve the stretch targets aimed at rental housing at or near each station for households with incomes at or below 60% MFI or homeownership opportunities for households with income at or below 80% MFI.
- Form a staff level Equitable TOD Workgroup to implement the agreements of the MOU and provide opportunities for regular input from community partners.

Considerations

- Most sites will not be available until 2027 or later.
- New FTA Joint Development rules are more favorable to developing affordable housing on transit agency owned land.
- Sites should be discounted to the greatest degree possible to improve development feasibility of deeply affordable housing.
- Portland asks TriMet to enable affordable housing development near each station and provide an appropriate excess property near each station on a discounted basis.

◆ C. Inclusionary Zoning receiving site(s) agreement (Portland-specific)

Housing production estimates from Portland's Inclusionary Housing Program in SW are between 100-200 affordable homes over the 10-year housing strategy. The program allows market-rate developers to meet their affordable housing requirements on-site or by paying an in-lieu fee or creating the housing at a nearby site. Giving developers along the corridor an option to create off-site units on approved *receiving sites* in the corridor may lower the barrier to participation in the program. Receiving sites could contribute to one or two of the buildings in Strategy 1A above and serve as an incentive to participate in a master development agreement to incentivize deeper affordability levels.

Recommended Actions

- Analyze the feasibility of producing the housing development(s) that would include the off-site affordable homes.

Considerations

- Per City policy, a receiving site cannot be supported by any additional PHB subsidy.
- A number of publicly controlled parcels could serve as receiving sites.
- Inclusionary Housing does not create deeply affordable housing.
- Inclusionary Zoning is dependent on the construction of new market rate housing.

❖ D. Recruit community land trusts to the SW Corridor

Community Land Trusts (CLT) own land and provide long-term ground leases to providers of affordable rental housing or low-income households to purchase the homes on the land. Homeowners agree to purchase prices, resale prices, equity capture, and other terms to ensure long-term affordability.

Recommended Actions

Engage CLT operators and developers about the ability to partner in the SW Corridor.

Considerations

Low-income homeowners capture some limited equity.

❖ E. Identify opportunities for community benefits agreements

Project-specific agreements between developers and community coalitions on large-scale, redevelopment projects ensures community support for the projects in return for creating more affordable housing or other community benefit. This decreases a developer's risk and maximizes the positive impact of development.

Recommended Actions

- A Community Preservation Workgroup can identify potential development parcels in the corridor to watch for opportunities to negotiate CBAs.

Considerations

- There are limited large redevelopment opportunities in the SW Corridor with exception of the Tigard Triangle.
- Portland's CEIP applies to all publicly funded large-scale projects including those using affordable housing resources.
-

Strategy 3-2: Regulate land use and zoning to create affordable and market rate housing

Commitments to racial equity: Use best practices of inclusive and equitable engagement during planning processes. Operationalize Portland Comprehensive Plan anti-displacement and equitable housing policies through station area plans.

◆ A. Incentivizing equitable TOD through zoning

Currently 48% of all acres in the Portland's potential station areas are zoned single family. The existing mixed-use zoning in station areas is often shallow with an immediate transition to low-density zoning. Mixed-use, low-rise TOD can be developed in this zoning but the imbalance of single-family zoning does not allow for the incremental increases in residential density necessary to create a transit-oriented community. Careful rezoning to allow for more 20+ unit multi-family buildings would result in more affordable homes through Portland's Inclusionary Housing Program (under 20 units does not trigger affordability requirements).

The City of Tigard recently rezoned most of the land in the Tigard Triangle to accelerate pedestrian-friendly, mixed-use development by streamlining the development review process. Downtown Tigard already has mixed use zoning, but the city will explore additional changes to its development code to allow additional residential density in this area.

Recommended Actions	Considerations
Coordinate a corridor-wide station area planning process, beginning in select station areas using a fair housing and health equity lens.	Barbur Transit Center and the Burlingame stations are in designated Town Centers intended for more multi-family housing.

◆ B. Incentivizing equitable TOD through development agreements

Development agreements between a city and developers are binding contracts that increase project feasibility and production of community benefits beyond what underlying regulations provide. Potential development agreements in the corridor could address the following tools:

- Increased entitlements
- Participating in an inclusionary housing obligation receiving site (Portland only)
- Infrastructure subsidy: sidewalks and storm water management
- Participating in off-site shared parking (i.e. park and ride or parking district)
- System Development Charge exemptions
- Participate in a streamline review and permitting program

Recommended Actions	Considerations
▪ After station area planning is complete, determine the additional affordability goals and incentives to target for development agreements in order to further incentivize projects that will not get built even with revised zoning.	▪ Park & Rides at the Barbur Transit Center and 53rd street station are shared parking candidates. ▪ The corridor requires significant storm water infrastructure investments that could compete for properties also appropriate for affordable housing.

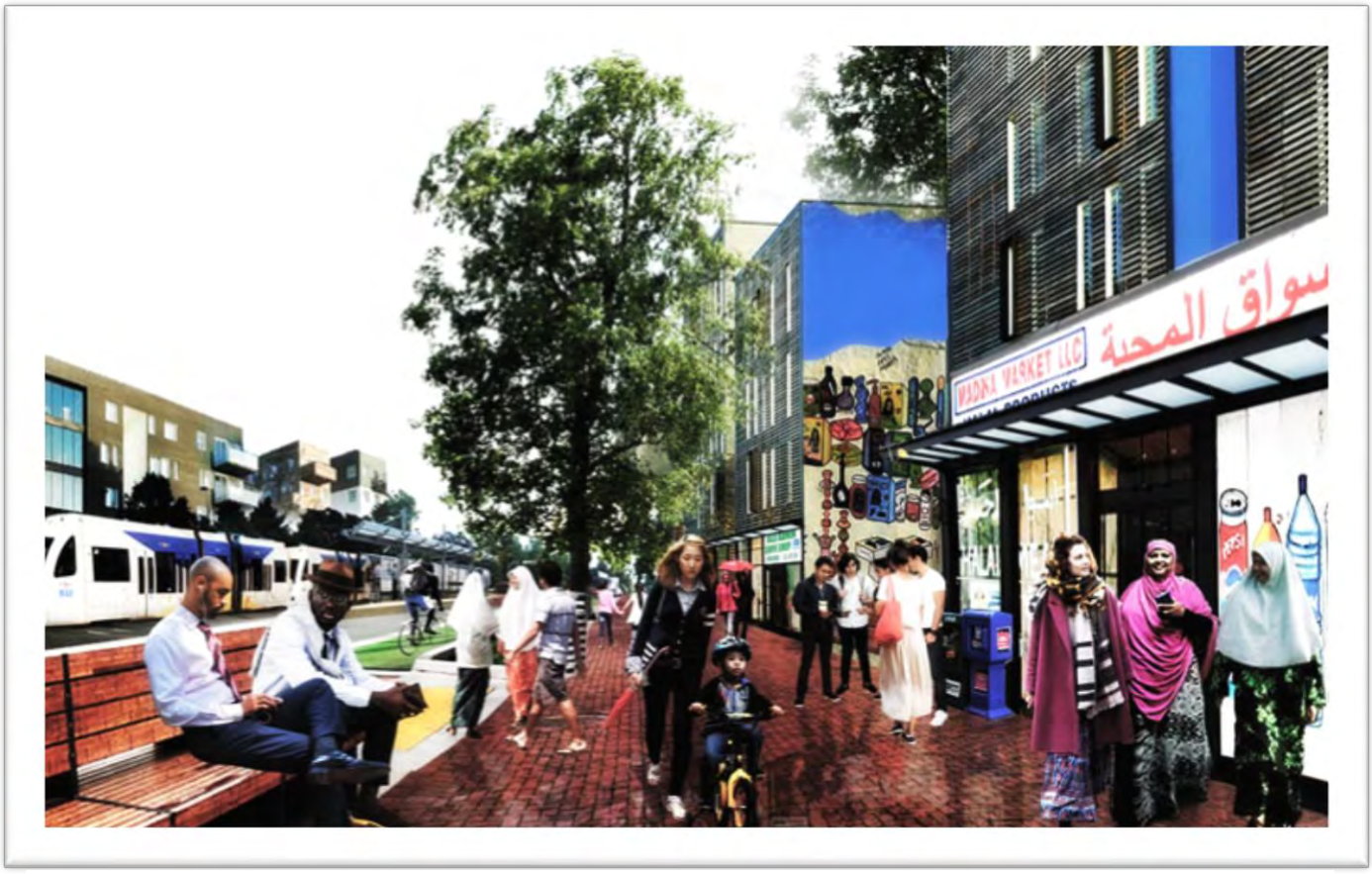
❖ C. Adopt middle housing tools and policies that work for low-income households

Portland's Residential Infill Project may allow duplexes, triplexes, and additional ADUs in single-family zoned areas, including in SW light rail station areas. If barriers to participation are removed, low-income homeowners could use these new allowances to bring in more income. Affordable housing requirements could also accompany these new allowances.

The City of Tigard will consider updates to the development code to allow a wider variety of "missing middle" housing options that will provide for a wider variety of housing types to accommodate residents at all stages of life. These code updates will include zoning and design standards for a broader range of accessory dwelling units and duplexes, as well as cottage clusters, live/work units, courtyard apartments, and other small- and medium-sized units. The updates may also include changes that lower barriers to the development of affordable housing.

Recommended Actions	Considerations
▪ Identify sources of public funding to provide low-cost financing to low-income homeowners. ▪ Adopt policies that create more affordable housing.	▪ Homeowner with older mortgages at higher interest rates may need help refinancing to take advantage of development opportunities, such as adding an ADU.

4: Opportunity Sites for New Housing



Artistic rendering of Barbur Boulevard facing south with a new Barbur Transit Center light rail station in the background

The corridor's affordable housing stretch targets depend upon growing new resources to build one affordable TOD near 10 light rail stations and acquire an equal number of unregulated affordable apartment buildings. The following policy goals are included in this strategy to shape the development that achieve the targets for new construction of affordable housing (see Section 2 above for more details on policy goals):

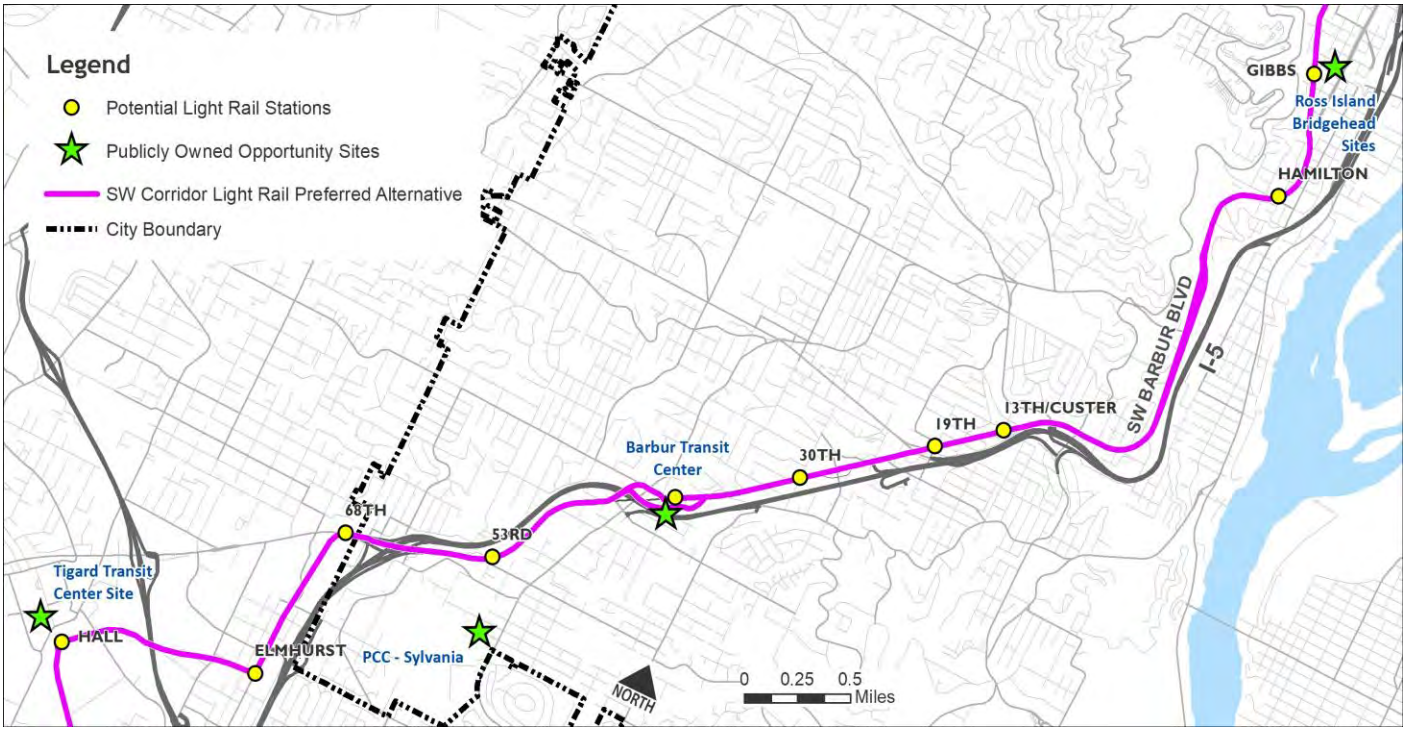
- Build larger new affordable apartment buildings
- Invest in family sized homes
- Invest in housing for those in greatest need
- Invest in more homes accessible to people with disabilities
- Create homeownership opportunities
- Prioritize housing for those displaced by the light rail project

Prioritizing publicly owned land is critical to achieving affordable housing targets

A few publicly owned properties have already been identified as having the potential for redevelopment. Creation of affordable housing can be prioritized through redevelopment. The City of Portland, City of Tigard, and their partners will further explore redevelopment scenarios through the next phase of station area planning in 2019.

- **Ross Island Bridgehead sites.** The Oregon Department of Transportation and the City of Portland owns 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.
- **Barbur Transit Center.** The Oregon Department of Transportation owns the Barbur Transit Center. If the transit center is redeveloped to include a light rail station and mixed-use building(s) then an estimated 100-200 units of housing could be built on a portion of the over five-acre site under the current zoning regulations. Redevelopment scenarios will have to account for its current transportation functions.
- **Portland Community College Sylvania Campus**. The Portland Community College Board of Directors is interested in the development of affordable housing on the Sylvania Campus just a short walk to the light rail station on 53rd Avenue.
- **Tigard Transit Center**. The TriMet-owned Tigard Transit Center is a potential affordable housing redevelopment site when the bus transit center functions are relocated with a new light rail station in Downtown Tigard. A development study showed up to 67 units could be constructed on the 0.8-acre site.

Other properties currently in private ownership may be purchased for the transit project but be deemed surplus after light rail construction is complete, making them available for redevelopment. **A MOU between TriMet, City of Portland, City of Tigard, Housing Authority of Washington County, and Metro will be the primary vehicle for prioritizing these surplus properties for new affordable TOD.** It will define a process for disposing of remnant transit project property in a manner that supports affordable housing development goals.



Analysis is needed to advance equitable development along the corridor

The City of Portland is undertaking an analytical exercise to test the feasibility of achieving some of the policy goals and housing targets on sites at the potential stations in Portland. This analysis will inform the development of new funding sources recommended in this strategy and future station area planning. Testing development

prototypes with hypothetical housing and commercial programming will identify barriers and opportunities for development. Some potential development factors to explore include:

- Current zoning. Zoning could be reconsidered to allow more development capacity and height on sites.
- Land prices and ownership. We know land prices are a barrier to development. Publicly owned land or land purchased by public entities can be sold, transferred, or leased to a developer for a nominal price.
- Construction type. Some construction types have higher cost construction materials and labor costs. Developments using wood framed construction and lower density can keep costs down which may make sense in light rail stations with weaker markets. Stations with stronger markets may be able to support mid or high-rise buildings which have the highest construction costs.
- Mixed-income. It may make sense to include market rate units with regulated affordable units. However, ownership structures are needed that work for market rate investors.
- Funding. Any project with large amounts of affordable housing will likely have a funding gap. Additional public and private funding sources can be explored to balance the projects budgets.

Supporting other affordable housing development opportunities

It should be noted that other future development projects should also be supported in addition to opportunity sites more closely tied to this housing strategy:

- Neighborhood House is planning to build an affordable apartment building for low-income seniors on its property in Multnomah Village. The site is .6 mile from the nearest potential light rail station. While the potential project is not located in close walking distance to the potential light rail station, it should be supported to contribute to the broader corridor's stock of affordable housing.

- The North Macadam URA boundaries overlap with the potential Gibbs light rail station walkshed. Affordable housing constructed through the URA will contribute to the overall build out of the broader station area but not be counted toward achieving the targets in the SW Corridor Equitable Housing Strategy.

5: Stewardship Structure and Accountability

Goal 1, Strategy 3 is to "**Strengthen partners to steward and champion the strategy."** The local governments participating in developing this housing strategy acknowledge that past transit-related housing strategies were not successful in large part because they failed to establish and enforce accountability measures or resource community organizations to play an active role in these measures during implementation. This time must be different. This section describes a framework for accountability including ongoing community partnerships and opportunities to make changes. It is designed to create shared responsibility, measure progress, and communicate effectively.

Accountability measures and reporting

Measuring the impact of and progress toward implementation of the SW Corridor Equitable Housing Strategy creates an opportunity for community and institutional leadership to focus attention and reiterate the importance of our race and social equity goals and make any necessary changes to the strategy.

Data will be important in determining whether the strategy is working for low-income households and communities of color. The table below includes a set of early warning signs, performance measures, and community level indicators that can help determine whether or not equitable outcomes are being achieved as the corridor develops.

As with any new endeavor, there will likely be missteps and new opportunities may arise that were not anticipated during the development of the strategy. These are opportunities for learning and improvement. Developing mechanisms for collecting this data and evaluating progress with community partners will help measure whether race and social equity is being advanced.

An annual report will be co-created by staff and community partners and presented to the decision-making bodies that adopt this strategy. It will highlight the lived experience of low-income households and communities of color and the implementation activities of the community partner organizations. It will also include an overall grade (A through F) based on the performance measures and a set of recommended near-term actions for decision makers including any proposed changes to the strategy.

Warning Signs of Inequitable Growth

Negative Outcome	Warning Signs (collected bi-annually)	Data Source
Displacement	Decrease in racial and ethnic diversity of SW Corridor students	OR Department of Education
	Number of students moving out of SW Corridor schools by free and reduced priced lunch status	OR Department of Education
	Number of tenant requests for assistance from Community Alliance of Tenants	Community Alliance of Tenants hotline
	Food box requests	Neighborhood House

	Homeless students in local schools	OR Department of Education
	Change in median rent in SW Corridor submarkets compared with other similar submarkets, by unit type and quality	Costar
Shrinking affordable housing supply	Number of units affordable at 80% MFI or below	Costar or Axiometrics
	Property repositioning: Building transactions and or substantial increase in rent in unregulated affordable housing	Costar
	Portland rental registration program data points (to be determined)	Rental Services Office
Positive Outcome	**Community Level Indicators (collected annually)**	**Data Source**
Increasing racial and economic diversity	Household income distribution compared to city of Portland and city of Tigard distribution and the change year-to-year	ACS
	Racial and ethnic diversity compared to overall population in the city of Portland and city of Tigard and the change year-to-year	ACS
	Share of students accessing free and reduced priced lunch in local schools in the SW Corridor compared to the schools in the Portland Public School District and Tigard-Tualatin School District and the change year-to-year	OR Dept. of Education
	Dissimilarity index by Census tracts in the SW Corridor compared to the city of Portland and city of Tigard and the change year-to-year	ACS

Performance Measures

Outcome	Performance measures (collected annually)	Data Source
Increased housing choices and community stability	Number of affordable homes preserved or in construction, by affordability level compared to the affordability levels found in the Portland Housing Bureau portfolio city-wide	PHB and City of Tigard
	Number of family-sized homes preserved or constructed, by rent restriction compared to the affordability levels found in the Portland Housing Bureau portfolio city-wide	PHB and City of Tigard
	Number of tenant protection ordinances adopted	PHB and City of Tigard

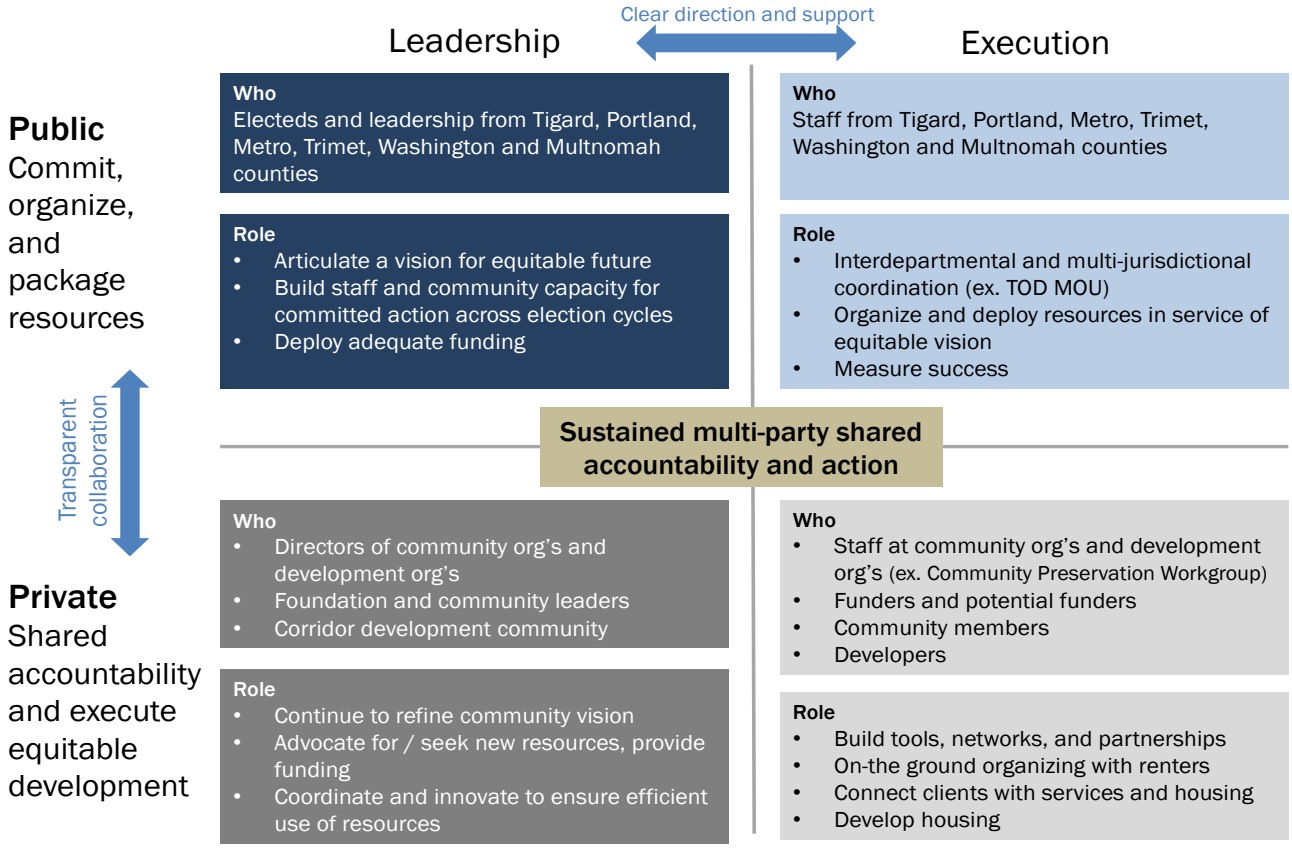
	At least one new TOD project dedicated to first time homeowners	PHB and City of Tigard
	Number of affordable homes accessible to people with disabilities	PHB and City of Tigard
Engaged community organizations	Satisfaction with progress on strategy by community based organizations actively engaging and/or serving low-income households and communities of color in the SW Corridor (Muslim Educational Trust, CPAH, Neighborhood House, etc.)	Community-led inquiry
	Public and philanthropic funding for continued collaboration and engagement amongst community based organizations actively engaging and/or serving low-income households and communities of color	PHB/BPS/City of Tigard
	Quantity of active community-based organizations and quality of relationships across organizations (ex. Coalitions, workgroups, etc.)	Community-led inquiry
Incremental progress toward goals	Pipeline of policy proposals and budget proposals to advance goals, broken out by the three overarching goals of the strategy	PHB/BPS/City of Tigard
	Properties targeted for land and building acquisition	PHB/BPS/City of Tigard
	Number of new funding sources and funding amounts for affordable rental housing development and preservation	PHB/BPS/City of Tigard
	Budget allocation for new resources available for anti-displacement services for low-income households	PHB and City of Tigard
	Permits issued for multi-family housing	BPS/City of Tigard
	Land use regulations adopted with affordability incentives and/or requirements	PHB/BPS/City of Tigard

Stewardship structure

The collaborative strategy development process by a broad set of stakeholders all committed to achieving equitable outcomes resulted in new relationships and greater buy-in. A number of organizational structures were explored to continue this spirit of collaboration as we pivot from planning to implementation.

Below is a general framework that ties partners together for coordinated action during implementation. It articulates a shared goal for sustained multi-party accountability for action, clarifies the roles for players by sector, and identifies the kinds of actions that leadership and staff might each take.

SW Corridor Equitable Housing Strategy: Actors and Roles for Sustained Multi-party Action



A number of structures were explored that could operationalize the above framework:

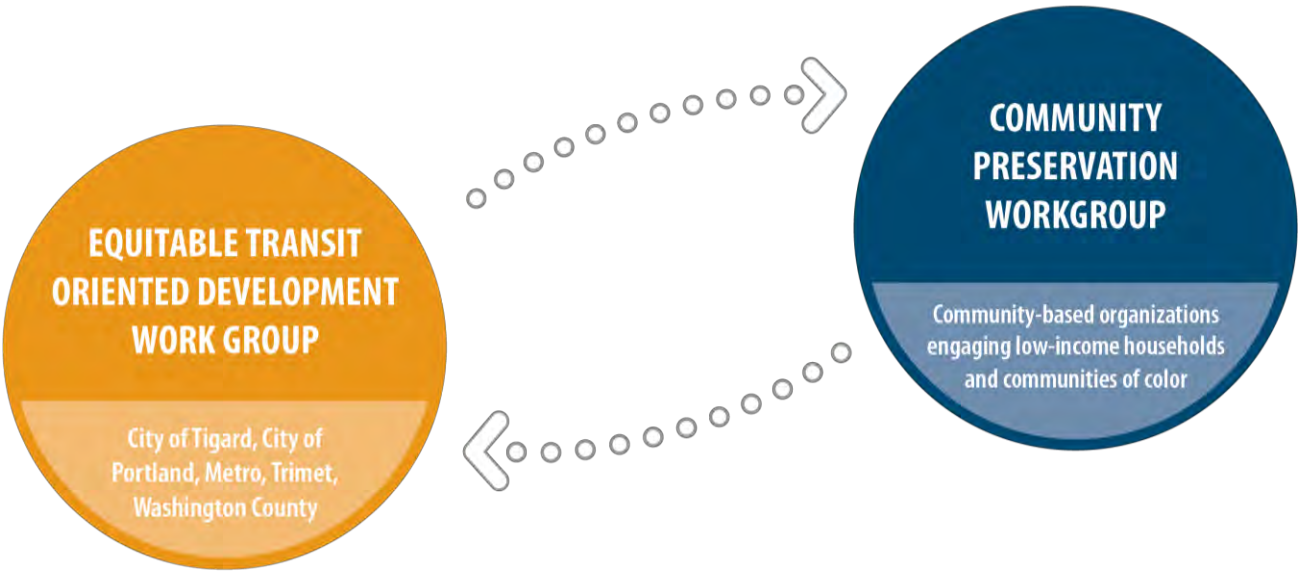
- The advisory group supported the idea of forming a community-centered multi-sector collaborative focused on housing and transit similar to those found in other regions across the nation. However, the idea did not mature enough to act on at this time. Metro's ongoing process to develop a SW Corridor Equitable Development Strategy is a good forum to advance this idea with the additional perspectives of workforce and economic development organizations to broaden the scope beyond housing.

- The advisory group was not enthusiastic about forming another volunteer oversight committee tasked with advising and overseeing the implementation activities made by public partners.

- Community Based Organizations (CBOs) on the advisory group working together to engage low-income households and communities of color in the planning process proposed forming an ongoing **Community Preservation Workgroup (CPW)** to steward the anti-displacement elements of the strategy. The CPW is the most promising community infrastructure to help build trust, accountability, and a shared commitment to the success of the SW Corridor Equitable Housing Strategy. A CPW could be the next step toward creating a sustainable multi-sector collaborative. A proposed scope and resource needs are outlined below.

- The cities of Portland, Tigard, Washington County, TriMet and Metro are entering into a Memorandum of Understanding to coordinate the development of public properties and conduct station area planning to achieve the corridor's affordable housing targets. They have agreed to form a staff level **Equitable TOD Workgroup** that will provide opportunities for regular input from community partners. The scope of this workgroup and its relationship to the Community Preservation Workgroup is described below.

The Community Preservation Workgroup and Equitable TOD Workgroup are envisioned to regularly participate in facilitated work sessions on their respective bodies of work to seek input and advise on each other's activities.



Scope of a Community Preservation Workgroup

Elements	Description
Purpose	1. Work with government partners to implement and report on progress made on the SW Corridor Equitable Housing Strategy. 2. Expand efforts to engage low-income households and communities of color in the implementation of anti-displacement services, tenant protections, and conversion of market rate apartment buildings into regulated affordable housing.
Governance structure	Yet to be determined by participating CBOs
Authority	Self governed with autonomy of its resources and work plan.
Composition	CBOs led by or serving low-income households or communities of color and working on housing and transit justice.
Geographic reach	SW Corridor. Some CBOs are more geographically focused on activities in just the corridor while others have broader geographic purview.
Resources needed	Seed funding from the public partners: 1. One full time staff 2. Capacity building funds for training, strategic planning community engagement, research, and canvassing Early engagement with philanthropic organizations could tee up ongoing private philanthropic funding.
Staff	One full time staff to be housed in a yet to be determined CBO.
Government role	Initial funder and technical assistance provider upon request. The Community Preservation Workgroup and Equitable TOD Workgroup will regularly participate in facilitated work sessions on their respective bodies of work to seek input and advise on each other's activities.

Scope of a local government Equitable TOD Workgroup

Elements	Description
Purpose	1. Work with community partners to implement and report on progress made on the SW Corridor Equitable Housing Strategy. 2. Implement development plans for affordable housing on public properties and conduct station area planning.
Governance structure	Yet to be determined by participating jurisdictions.
Authority	Make staff level recommendations to the respective decision-making bodies.
Composition	Signatories of the SW Corridor Affordable Housing MOU.
Geographic reach	SW Corridor
Resources needed	Staff time
Community role	The Community Preservation Workgroup and Equitable TOD Workgroup will regularly participate in facilitated work sessions on their respective bodies of work to seek input and advise on each other's activities.

Potential to expand the geographic scope of a Community Preservation Workgroup:

CBOs engaged low-income households and communities of color in planning for affordable housing alongside both the Southeast Division bus rapid transit (BRT) line and SW Corridor light rail projects. Many of the same CBOs were involved in both processes. These processes resulted in commitments to housing anti-displacement investments through a Division BRT Memorandum of Understanding and a SW Corridor Equitable Housing Strategy.

The Community Preservation Workgroups scope could expand to include work on the housing commitments made through the Division BRT MOU. This would leverage concurrent housing investment and enact new policies for both areas. It could also serve as an interim-step toward a regional collaborative focused on housing and transit.

Conclusion

Meaningful financial capitalization of this strategy and an effective community-centered stewardship structure to seek solutions with committed government partners will likely be the major determinants of whether the big ideas of this strategy come to fruition. The opportunity to get ahead of the predictable cycle of gentrification and displacement is now. Our region is well positioned to learn from the past and provide a new model of equitable growth.

Appendices

1. Appendix 1: Equity and Housing Needs Assessment

   Demographics, market conditions, land uses, housing needs, housing programs and past investments, as well as existing organizational networks in the SW Corridor

2. Appendix 2: Preserving Housing Choice and Opportunity

   Portland State University research on unregulated affordable housing in the region and SW Corridor

3. Appendix 3: Existing Funding Landscape on the Southwest Corridor

   Consultant analysis of housing programs available in the corridor and accounting of those recently used

4. Appendix 4: Existing Organizational Presence

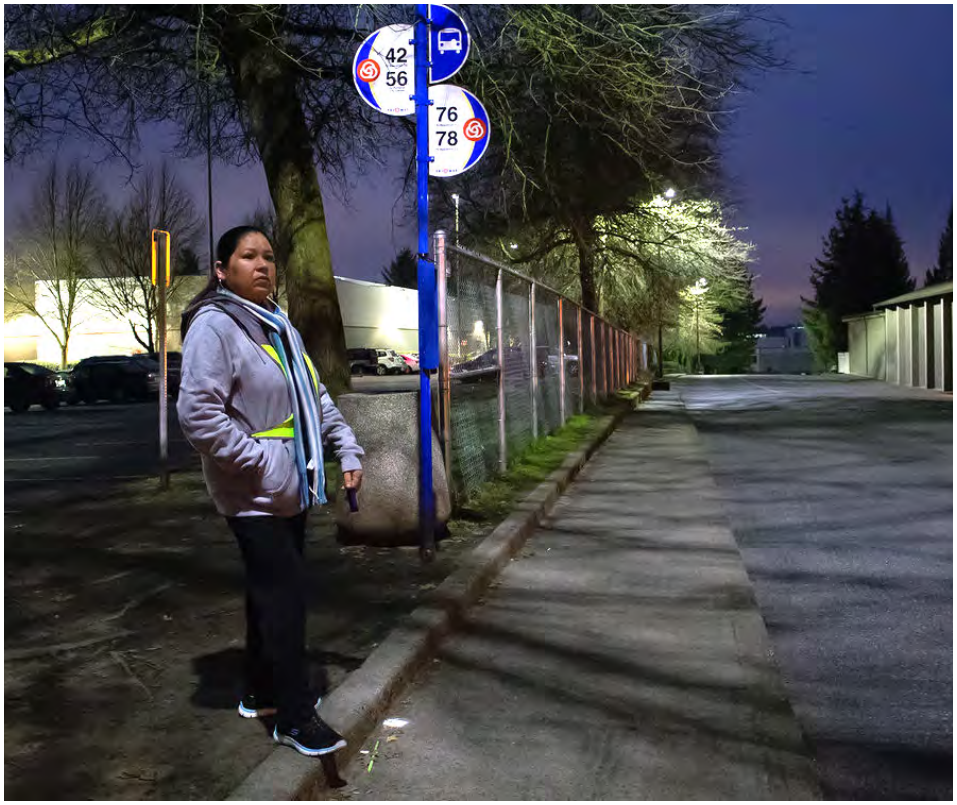
   Consultant analysis of organizations providing affordable housing, advocacy and human services in the corridor

5. Appendix 5: Implementation Strategies

   Consultant analysis of implementation strategies proposed in the SW Corridor Equitable Housing Strategy

6. Appendix 6: Organizational Structures for Equitable Transit Oriented Development (eTOD)

   Consultant research on national examples of multi-sector collaborative structures



SOUTHWEST CORRIDOR PLAN

Equitable Development Strategy

Published Oct. 23, 2019

oregonmetro.gov/southwestcorridor

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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Project web site: oregonmetro.gov/southwestcorridor

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Table of contents

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Creating a Southwest Corridor Equitable Development Strategy

Equitable development is an approach for meeting the needs of underserved communities through policies and programs that reduce disparities while fostering places that are healthy and vibrant.

Housing and education costs are rising significantly in the greater Portland region, and changes in workforce demands and rising population growth continue to put pressure on the region's existing infrastructure and social services.

The Southwest Corridor – the communities and transportation routes from downtown Portland to Tigard and Tualatin – will be one of the highest growth locations in the region over the next 20 years. To address the transportation needs of the corridor, the Southwest Corridor Plan was adopted in 2013. The plan outlines the types of investments needed to address the corridor's future transportation and transit related challenges, including a planned MAX line. These investments will help address growth needs in the corridor, but building a transit line and other public transportation improvements do not fully address the challenges people face every day.

Historically, decisions on major public investments have not fully involved the people impacted by the immediate or downstream effects of these investments. Without bringing in the perspectives of the full range of impacted stakeholders, the social and economic implications of major transportation, land use and economic development decisions are not adequately explored. This lack of direct dialogue results in missed opportunities to effectively address key concerns, develop sustainable solutions and, ultimately, achieve equitable outcomes.

Faces of the Southwest Corridor

In April 2018, Admira Baltic received a life-changing opportunity: a grant that pays for her training to become a pharmacy technician.

The program covers the cost of tuition, books, uniforms and accreditation, and pairs grantees with a career coach from the Immigrant & Refugee Community Organization. The new job will offer Baltic a higher income, affording her housing security to stay in her neighborhood near the proposed light rail line. OHSU and IRCO are expanding this program to a new cohort with support from a Metro grant.

"I know my mom she came here because she had big hopes for us," Baltic said. "And getting this grant, now I'm going to make my mom happy but I'm also going to make my children happy, and my life will be much easier."

Recognizing these negative historical trends associated with previous large-scale infrastructure projects, Metro saw an unprecedented opportunity to engage community as active partners in planning the upcoming light rail extension through the Southwest Corridor. Emerging best practices in equitable community development demonstrate that new approaches are needed to engage with and ensure that community planning benefits extend to people of all incomes, races, and ethnicities.

Metro and community partner organizations actively working along the Southwest Corridor teamed together to create this Southwest Corridor Equitable Development Strategy (SWEDS). Thanks to an initial Federal Transit Administration grant, Metro has worked with its partners to explore how a proposed light rail and other investments in the Southwest Corridor can support community development and improve the quality of life for people of all incomes and backgrounds.

The SWEDS charts a new approach for community-driven decision-making. The Strategy offers actionable ideas and initiatives that support the needs stated by the community, address existing inequities, and reduce associated impacts and risks of displacement.

The goal is to foster a community that promotes inclusivity, encourages a diverse range of housing options, increases access to quality schools, parks, and open spaces, connects community members to family wage jobs, and empowers existing and marginalized populations with the ability to help shape a more equitable future.

The SWEDS is the culmination of years-long strategic discussions about equitable development along the Southwest Corridor, a significant investment in activities to enable authentic community engagement, and an achievable strategic vision.

The Southwest Corridor

The Southwest Corridor – stretching from downtown Portland to Tigard and Tualatin – is home to more than 10 percent of the metro area population and more than 250,000 jobs. In recent years, the Southwest Corridor experienced increased traffic congestion, growing demand for transit service and unsafe conditions for people walking and biking.

The Interstate 5 and Barbur Boulevard corridor between Portland and Tualatin is one of the fastest-growing and most congested areas in the state. By 2035, the Southwest Corridor's population is expected to grow 25 percent over 2015 levels. That growth is equivalent to adding another city the size of Tigard to the area over 20 years. As a result, congestion in the corridor is expected to worsen.

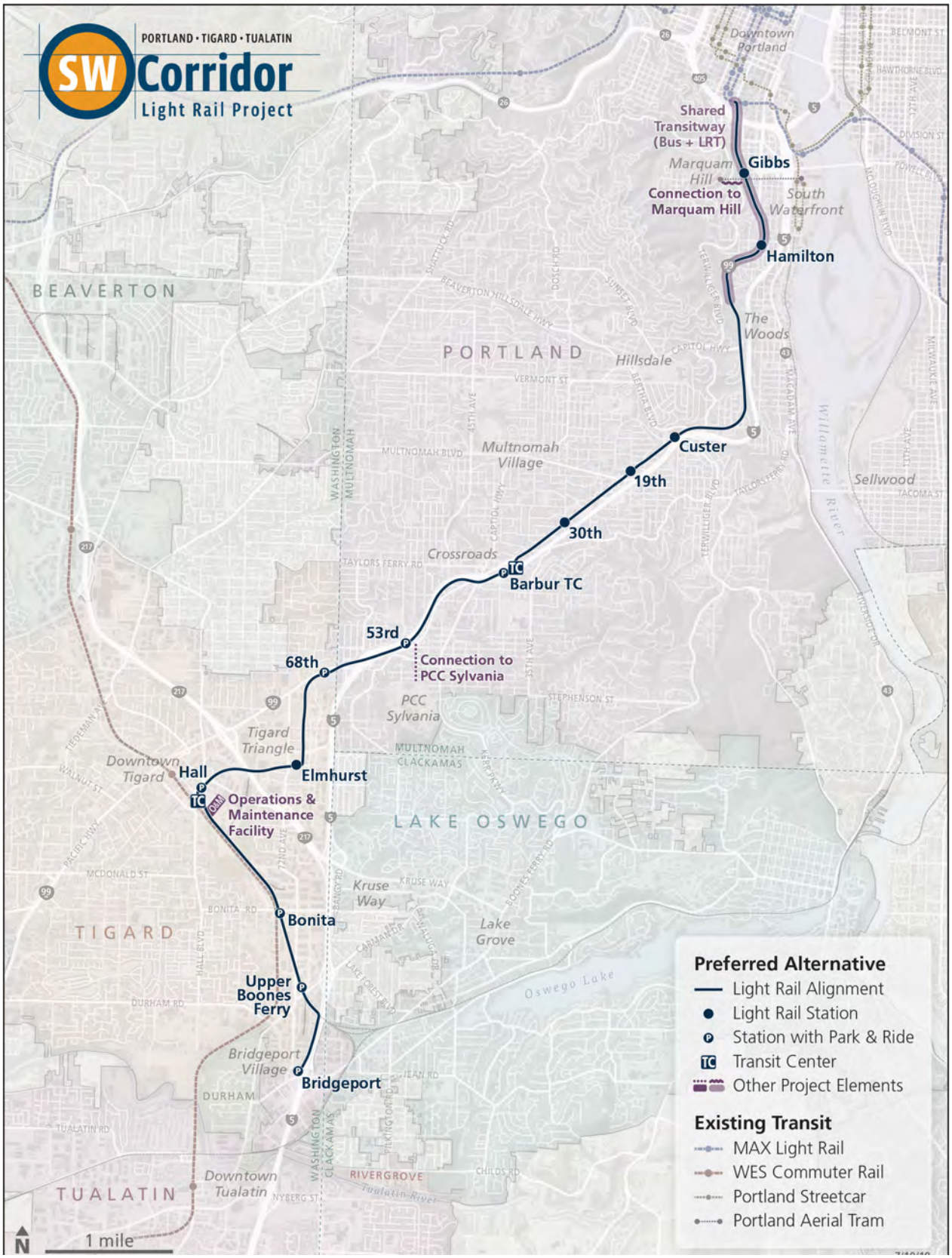
Light rail extending out of downtown Portland reaches areas north, east, northeast, west and southeast. The Southwest Corridor light rail investment fills a major gap in the region's high capacity transit system, bringing more travel options to an area with limited transit access. The new MAX light rail will extend the existing Green Line MAX from downtown Portland near Portland State University. It will then travel down the middle of Southwest Barbur Boulevard to the Barbur Transit Center, maintaining two travel lanes in each direction and building continuous bike lanes and sidewalk.

South of the Barbur Transit Center, the route will travel adjacent to Interstate 5. At the city limits between Portland and Tigard, the train will cross over Interstate 5 and under Highway 99W, and then travel southwest to Tigard.

In Tigard, the train will travel on Southwest 70th Avenue until Elmhurst Street, cross over Highway 217, and run east of Hall Boulevard adjacent to downtown Tigard. It will continue southeast parallel to the freight tracks until it reaches I-5, where it will turn and run adjacent to the freeway to the southern terminus at Bridgeport Village.

The project will include a pedestrian connection to Marquam Hill and OHSU, a shuttle to the Portland Community College Sylvania Campus, a new light rail maintenance facility, roadway and infrastructure improvements to keep traffic moving on Barbur Boulevard and Highway 99W, and accompanying walking and biking improvements.

Any major transportation investment will affect the communities it serves. The SWEDS strategy is working to ensure the development that occurs in the corridor equitably distributes the benefits and burdens of the impacts.


PORTLAND • TIGARD • TUALATIN
SW Corridor
Light Rail Project
Shared Transitway (Bus + LRT)
Gibbs
Marquam Hill
Connection to Marquam Hill
South Waterfront
Hamilton
The Woods
Custer
19th
30th
Barbur TC
Crossroads
53rd
68th
Connection to PCC Sylvania
PCC Sylvania
Multnomah Village
Hillsdale
Sellwood
Tigard Triangle
Downtown Tigard
Hall
Elmhurst
Operations & Maintenance Facility
Kruse Way
Bonita
Lake Grove
Upper Boones Ferry
Bridgeport Village
Bridgeport
Downtown Tualatin
Tualatin River
Oswego Lake
BEAVERTON
PORTLAND
LAKE OSWEGO
TIGARD
TUALATIN
DURHAM
RIVERGROVE
Preferred Alternative
Light Rail Alignment
Light Rail Station
Station with Park & Ride
Transit Center
Other Project Elements
Existing Transit
MAX Light Rail
WES Commuter Rail
Portland Streetcar
Portland Aerial Tram
N
1 mile

Why create a strategy?

Equitable communities are not a natural outcome of major infrastructure projects. Large-scale public infrastructure projects can have a substantial economic effect on the areas they are built in, and many may see this increase in value as a positive. However, without thoughtful planning, this can shift wealth, economic opportunities, and quality of life in the area from current residents – who may be already marginalized or at-risk – to more affluent households.

Public investments must be paired with policy measures to mitigate their negative impacts on marginalized populations, especially those already living in the corridor, and ensure that expected positive impacts are shared by all. The region must learn from our past efforts in making major public infrastructure investments and start to put advance measures in place to address displacement risks and establish intentional and sustained efforts to generate equitable development that responds to key challenges in the community.

An ongoing commitment is needed by multiple partners to improve access to economic opportunity, affordable living and a higher quality of life for households of all backgrounds, incomes and employment conditions. Letting the community lead will help ensure that the community that exists today in the Southwest Corridor is around to experience the opportunities that this important public investment will bring.

This work is beyond the reach of any single agency or organization. Fulfilling the objectives to advance equitable development in the corridor requires a collaborative approach. Government, nonprofit and private entities will all have a responsibility in refining the shared strategy and implementing key actions. Community engagement and leadership training is crucial to make sure that commitments are made and fulfilled and the right policies, actions and investments are put in place over the next 10 years.

To embark on new approaches to community planning and equitable development, the SWEDS established equitable development principles and goals that have governed the entirety of the project.

Past and ongoing planning efforts

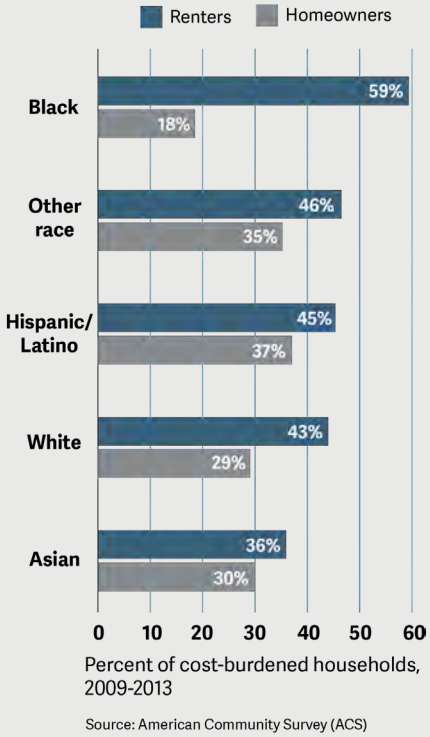
This strategy is informed by, and builds upon, numerous other planning efforts focused on the Southwest Corridor. Some are complete and others are ongoing. This strategy draws from these planning efforts to include goals and actions across numerous sectors. These efforts include:

- Southwest Corridor Plan and Shared Investment Strategy (Metro, TriMet, Oregon Dept. of Transportation, local cities, and counties)
- The Southwest Corridor Equitable Housing Strategy (Portland and Tigard)
- Barbur Boulevard Concept Plan (Portland)
- Tigard High Capacity Transit Land Use Plan
- Linking Tualatin Transportation Plan
- Portland 2035 Comprehensive Plan
- Tigard Triangle Strategic Plan and Urban Renewal Plan
- Southwest Corridor Draft Environmental Impact Study (DEIS)

Southwest Corridor: housing and growth snapshot

SW Corridor cost-burdened households by race and ethnicity

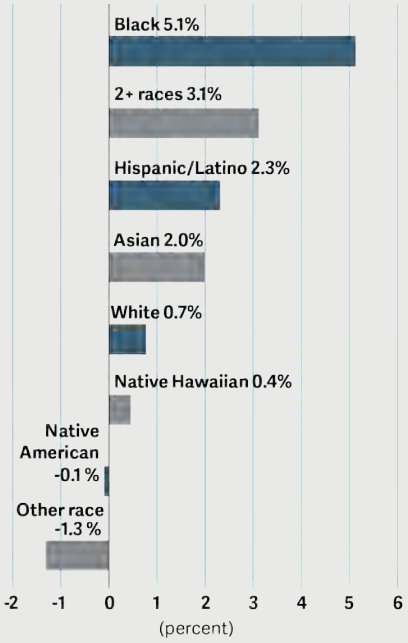
Households spending more than 30 percent of income on housing, 5-year ACS estimate, 2011-2015



Source: American Community Survey (ACS)

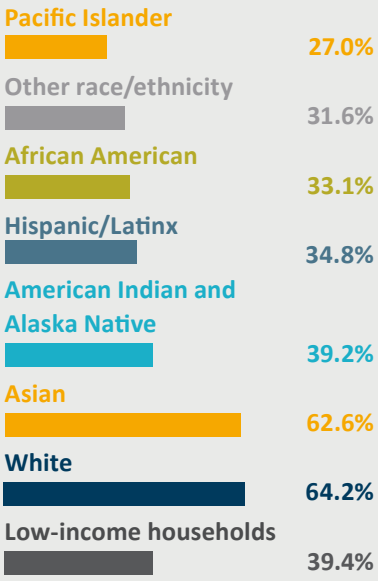
SW Corridor population growth and diversity

2000, 2011-15 population growth by race/ethnicity



Source: SW Corridor Equitable Housing Strategy, Cities of Portland and Tigard, 2018.

Homeownership rates in the greater Portland region



Source: 2010 U.S. Decennial Census

The cycle of inequity

Homeownership is cited as a key tool in both personal and family wealth development and community stabilization.

Not only do people of color face issues of inequity in access to education and pay, the legacy of systemic racism is reflected in current homeownership rates, which differ greatly by race.

As housing costs increase, families who own homes benefit from increased home value, while people who rent are forced to move farther from job centers and the community resources they rely on, increasing their daily travel cost and time.

Equitable development goals and principles

Understanding the need for input, leadership and guidance from communities already working and advocating in the communities of the Southwest Corridor, the SWEDS project created equitable development principles and goals.

These principles and goals came from many different inputs, including international and national best practices, similar efforts in Seattle and other regions, local efforts here in Portland, and Metro's own guiding principles for promoting social equity. Most importantly, the principles and goals came from direct conversations with community partner organizations. The principles and resulting goals helped prioritize the recommended actions, guided the implementation plan and were used to inform and evaluate the pilot project grants.

The vision for building on the existing community oversight of the Southwest Equitable Development Strategy, or SWEDS, is for a Southwest Equity Coalition to continue forward through the implementation of the strategy. Going forward as the Southwest Equity Coalition considers the recommended actions for implementation, both the underlying principles and the resulting goals should be continually revisited by the community and its leaders to ensure they remain appropriate.

Goals for the Southwest Corridor Equitable Development Strategy

- Expand the breadth and depth of influence among affected people
- Reduce disparities and improve conditions for affected people
- Preserve and expand affordable housing
- Advance economic opportunity and build community capacity for wealth creation
- Address residential and business displacement
- Promote transportation mobility and connectivity
- Develop healthy and safe communities

Principles for the Southwest Corridor Equitable Development Strategy

- Target equitable development issues in evaluations of the corridor
- Clarify the elements of equitable development to support coordinated engagement
- Focus on building an action plan and final strategy that targets key equitable development issues specific to community needs
- Provide guidance on priorities for pilot projects and community sub-grants
- Act as a framework for jurisdiction and organization commitments and resolutions

Faces of the Southwest Corridor

High school senior Ibrahim Ibrahim lives close to the Oregon Islamic Academy, his school in Tigard. Driving is convenient to get to class, but the afternoon commute to Portland to his job gives him anxiety.

Ibrahim would benefit from a faster and more reliable transit option from Beaverton, but he fears the market forces that tend to change communities when light rail comes to new neighborhoods.

"There's all sorts of trade-offs," Ibrahim said. "If there is a MAX station right there in downtown Tigard, transportation would be really accessible. But I would probably end up having to move out."

He hopes regional decision-makers consider those potentially most affected by the construction of a light rail line and address their concerns. Ibrahim says, "I feel like as long as their lives are maintained and taken into consideration, I'd say go for it and I would really appreciate the project."

Community engagement and empowerment

The new MAX line has the potential to transform the Southwest Corridor. It will impact large and small businesses, residential communities, communities of faith and many people and populations that have historically been excluded from the community planning table. In an effort to move from historic, exclusionary planning models to an equitable development approach, Metro and its partners know that engaging with people of all incomes, races and ethnicities helps to ensure that community planning benefits extend to everyone.

To reach historically marginalized voices, the SWEDS prioritized collaboration with underrepresented communities, actively including and connecting with leadership from communities of color and other historically marginalized populations (e.g., immigrants, refugees, low-income renters). A broad range of partners representing underrepresented groups in the Southwest corridor created the SWEDS. In addition, the project:

- leveraged existing partnerships with the Coalition of Communities of Color Bridges Program and Momentum Alliance youth program to include a broad set of voices into the project
- provided stipends to support participation of community partners limited in their capacity to engage in the process, and to honor the value that community and lived experiences are known to bring to the discussion
- funded aspects of pilot projects to strengthen capacity and create momentum among historically marginalized communities and bring intergenerational leadership development and engagement that will continue to inform the strategy.

The vision is to build a strong and diverse coalition of partners, generate new ideas to solve real, existing problems, create space for community leaders already active in their communities to expand their voices, and promote a new crop of advocates and community organizers.

Oversight committee

This strategy was created by the Southwest Corridor Project Oversight Committee (SPOC). This invaluable group of organizations, business leaders, residents, nonprofit workers, and community advocates met monthly to guide the strategy development process. They defined the principles and goals, recommended solutions, and vetted the implementation steps. Some members of the SPOC will continue to carry on as the Southwest Equity Coalition, leading the implementation and execution of the Strategy actions over the next several years.

- Ascent Funding
- Business for a Better Portland
- City of Portland
- City of Tigard
- City of Tualatin
- Coalition for Communities of Color
- Community Alliance of Tenants
- Community Housing Fund Community Partners for Affordable Housing
- Constructing Hope
- Craft3
- Enterprise Community Partners
- Federal Reserve Bank of San Francisco
- Greater Portland Inc.
- Home Forward
- Immigrant and Refugee Community Organization
- Metro Regional Solutions Center
- Mercy Corps Northwest
- Meyer Memorial Trust
- Momentum Alliance
- Multnomah County Health Department
- Multnomah Village Business Association
- Muslim Education Trust
- Neighborhood House + Hillsdale Neighborhood
- Network for Oregon Affordable Housing
- O'Neill Construction
- OPAL Environmental Justice
- Oregon Health and Science University
- Portland Community College
- Prosper Portland
- Proud Ground
- Southwest Neighborhoods, Inc.
- State of Oregon
- TriMet
- UNITE Oregon
- Venture Portland
- Washington County
- WorkSystems Inc.

Faces of the Southwest Corridor

Johnnie Shepherd has settled in Southwest Portland in an apartment building that's operated by Central City Concern. Having his own apartment brings him great joy – after "couch-surfing" for 20 years. And so does his neighborhood, which he describes as "centrally-located."

He's close to bus lines, the MAX, Portland Streetcar, businesses and restaurants but remembers how long his commutes would take when he lived in West Linn, Lake Oswego and Tualatin.

Shepherd likes the plan to bring light rail to the Southwest Corridor and believes light rail will create many opportunities for the area, from new jobs constructing the project to new connections for existing businesses.

"It creates more business for people; it gets easier for them to get customers," he said. And "it's easy for the customers to get to the particular business, restaurants or whatever. I think it's just a good thing in general."

Pilot projects and outcomes

Concurrent to developing this Strategy, the SWEDS project deployed equitable development pilot projects focused on two outcomes: (1) to test and inform effective actions for inclusion in the Strategy and (2) supporting immediate, community-driven initiatives to prepare communities for the changes and opportunities that transit investments might bring to the Southwest Corridor. The SWEDS funded pilot projects officially started their work on July 1, 2018.

Mercy Corps NW is establishing services and targeted assistance to help stabilize and prepare underserved entrepreneurs to minimize the pressures they will face during light rail construction. The project focuses on business education, outreach, and micro-lending. The work encourages good savings practices, access to new funding sources, and increasing awareness of the business community along Barbur Boulevard and in downtown Tigard.

"They save $600 and then we match that with $3,000 in grant money... It could be health or medical or maybe just something like a piece of equipment that breaks down, and to be able to have the resilience to survive something like that is really important. Savings is a good way to do it." —Andrew Volkman, Mercy Corps Northwest's director of small business development services.

Immigrant & Refugee Community Organization is identifying new ways to help people currently working in the Southwest Corridor gain skills and find opportunities for higher wage jobs within the corridor. This project specifically identifies lower-wage, lower-skilled individuals of color or those belonging to other historically marginalized populations from the Southwest Corridor who work in entry-level roles at Oregon Health Science University. The project involves training them for middle-skill health care roles, understanding that by securing new, higher-wage jobs, they can establish a pathway to career advancement and financial independence.

"This program shows Metro and OHSU's dedication to helping people who might not have all the resources available to them, but who want to stay in the area... It opens up so many more avenues just to be able to get ahead, maybe even buy a house one day instead of just rent." —Cameron Johnson, program participant

Community Partners for Affordable Housing is advancing two initiatives: (a) adjusting a site design process for existing and future affordable housing properties and (b) elevating lessons learned to inform future housing developments. The lessons learned come from engagement with community organizations to inform future housing development design, including how to incorporate culturally relevant employment and health services that should be within close proximity or co-located with affordable housing developments.

Home Forward is addressing potential displacement by supporting 43 ethnic groups (around 3,000 people) associated with Muslim Education Trust by assisting the community in navigating the maze of government programs and agencies providing housing support services.

Proud Ground is addressing permanently affordable homeownership opportunities through: targeted outreach with existing non-profit partners, working with Habitat for Humanity and other development partners to secure permanent affordability among the pipeline of units available to households between 35 to 80% AMI, and developing a business plan that focuses on the creation of a land bank model for the Southwest Corridor.

Unite Oregon is strengthening capacity among historically marginalized communities (communities of color, immigrants, refugees and low-income renters) in the Southwest Corridor through intergenerational leadership development and engagement.

Strategic actions

Faces of the Southwest Corridor

AJ Romero-Gemmell has a long commute to get from his home in Milwaukie to the Sylvania campus of Portland Community College in Southwest Portland. It takes one and a half to two hours to get there in the morning and usually even longer, fighting traffic, to get home at night.

"I'm traveling, constantly," he said. "I wake up at 5:30 in the morning to make it to an 8:30 a.m. class at PCC."

Romero-Gemmell puts serious thought into planning his trips, often asking, "Am I even going to be able to get home from Cascade to my house at that point in time?"

He would like to see more frequent TriMet MAX service to make the light rail car less crowded during his rush-hour commute. In addition, he'd like to see expanded bus service hours in Milwaukie so he doesn't have to walk home from the Milwaukie/ Main St. MAX Station.

The Equitable Development Strategy focuses on principles and goals that have been defined by and for the communities of the Southwest Corridor. The strategic actions demonstrate actions needed in the corridor to ensure it remains an accessible, affordable, quality place to live and work for residents, workers and business owners of all walks of life.

This section outlines the details of the early-stage strategic actions that community partners believe can help Southwest Corridor communities grow equitably. These strategic actions have been reviewed and prioritized by the community organizations who are poised to execute them.

The strategy moves quickly on the most pressing issues and opportunities, while allowing the community to continue developing a long-term structure for sustained, equitable decision-making, development and investment.

Because an individual action may work toward multiple equitable development principles, the actions are organized around five goals:

Goal: Equity and social justice Focus on efforts that empower the community through leadership training provided by local advocacy groups; advocate for equitable development; enhance culturally and linguistically specific services; and gain more direct, community-informed guidance on future development.

Goal: Equitable housing Identify tools to increase supply and meet demand for diverse places to live to fit the needs of individuals and families of all incomes and sizes.

Goal: Workforce stability Identify ways to prepare current and future corridor residents for existing and emerging industries.

Goal: Business stability Identify and encourage business and workforce support for stabilization, identify and encourage creation to provide individuals and families with sufficient to allow them to live in the corridor.

Goal: Community development Advance new strategies to finance and secure community assets and increase access to lending resources and wealth building opportunities that benefit the community.

In addition to these goals, the summary chart on the next page includes actions to establish the coalition and help meet the direct community needs of health and mobility.

Coalition 2-5 year action initiatives and current status

Early concept | Pilot/early work | Partially resourced | Resourced/underway

	2-5 year initiative	Lead/possible lead organization	Status
Influence	Formation and operationalization of the Southwest Equity Coalition	Unite Oregon and Community Alliance of Tenants	
Equity	Leadership trainings and targeted engagement to empower low-income residents, communities of color and community- based organizations	Unite Oregon	
	Community Preservation Work Group to provide anti-displacement services and provide parity of tenant protections	Community Alliance of Tenants	
Equitable housing	Implementation of the Southwest Equitable Housing Strategy	City of Portland and City of Tigard	
	Implementation of Regional Affordable Housing Bond in the Southwest Corridor	Metro, Washington County and City of Portland	
	Multi-jurisdictional Memorandum of Understanding to coordinate acquisition and redevelopment of public properties and station area planning	TriMet, Metro, cities and counties	
	Extension of SWEDS pilot projects to implement housing design and siting criteria refinements identified through outreach on culturally specific needs	Home Forward and CPAH	
	Identification of sites for directing outside capital to affordable housing in Southwest Corridor through a Real Estate Investment Trust	Meyer Memorial Trust	
Workforce stability	Major employers engagement to train entry level workers from diverse backgrounds for middle skill/wage career advancement pathways among major employers	IRCO, Worksystems Inc. and OHSU	
	Aligned and expanded workforce development resources and programs between Multnomah and Washington counties	Worksystems Inc.	
	Exploration of community and/or public benefits agreements in the Southwest Corridor	Metro and O'Neill Construction	
Business stability	Inventory and survey of disadvantaged businesses to establish improved representation and activate anti-displacement financial and technical resources	Prosper Portland and Mercy Corps NW	
	Improved access to affordable commercial space for disadvantaged businesses	Craft 3 and Prosper Portland	
Community development	Exploration of Community Investment Trust to leverage successful model in East Portland to capture increased property values for community wealth creation in the Southwest Corridor	Mercy Corps	
	Establishment of community land bank organization to secure property for community assets such as affordable housing and/or job/service centers	Proud Ground	
	Groundwork for a tax increment finance district in the Southwest Corridor that advances equitable development outcomes	Prosper Portland	
	Tigard Triangle equitable tax increment finance district implementation	City of Tigard	
Health	Collaboration with coordinated care organizations to improve healthy food access and address other health equity needs in corridor	Oregon Health Authority	
Mobility	Identification of resources and construction of MAX light rail line along with walking, biking and roadway projects in the Southwest Corridor	Metro and TriMet	

Early results: Equitable housing strategy

With a grant from Metro, the cities of Portland and Tigard developed a Southwest Corridor Equitable Housing Strategy in 2018. The strategy sets tangible housing targets and policy recommendations, created in partnership with community representatives, that are incorporated into the larger Southwest Corridor Equitable Development Strategy. Implementation of the strategy recommendations will:

- prevent displacement of vulnerable households
- increase housing choices for all people over the next 10 years.

The full report is available at portlandoregon.gov/bps/bps/73445.

Policy goals for affordable housing

From City of Portland report:

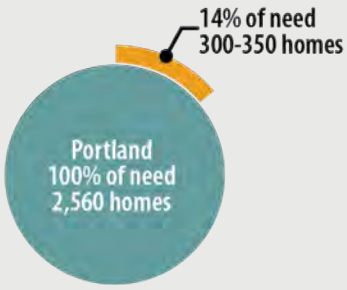
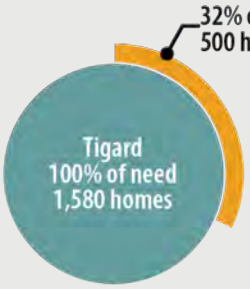
Additional parameters will direct affordable housing funding to achieve the [targets]. Implementing partners should incorporate the following policy goals into their programing for the corridor:

- Invest in family sized homes. The proportion of new homes with two or three bedrooms should be greater than the proportion within the current stock of affordable housing in the corridor.
- Invest in housing for those in greatest need. The proportion of new homes affordable to households with incomes between 0-30% MFI should be greater than the proportion within the current stock of affordable housing in the cities of Tigard and Portland.
- Prioritize housing for those displaced by the light rail project. Households directly displaced by the light rail project are given preference for new affordable homes if they meet all other program requirements.
- Invest in more homes accessible to people with disabilities. A greater percentage of accessible newly constructed homes than is required by the Americans with Disabilities Act should be created for those with disabilities.
- Create homeownership opportunities. At least one newly constructed affordable TOD project should be dedicated for first time low-income homeowners and prioritize reducing the racial homeownership gap.
- Prevent displacement of people of color. Acquisitions prioritize buildings in areas where the proportion of households of color is greater than the proportion of households of color in the corridor population.
- Acquire larger apartment buildings. Acquisitions prioritize buildings with more than 50 homes.
- Build larger new affordable apartment buildings. Land acquisitions prioritize parcels that can support 100 or more homes.

Southwest Corridor Equitable Housing Strategy affordable housing targets

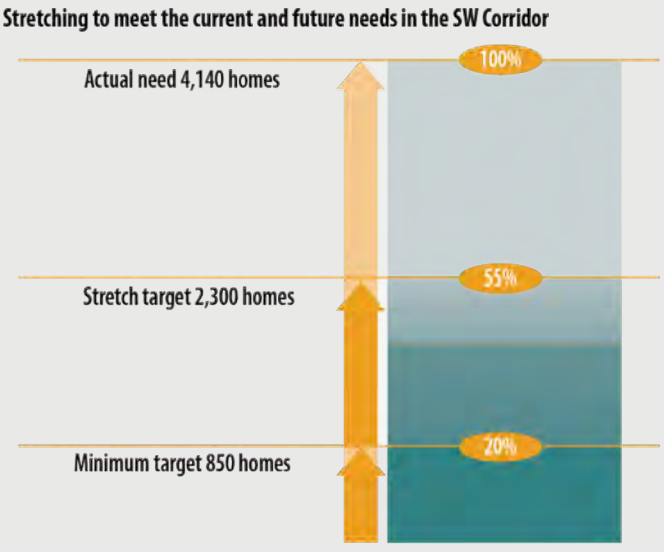
The following tables reflect the affordable rental housing minimum targets with existing resources compared to the actual need and establishing affordable rental housing targets if new resources become available.

Affordable rental housing inimum targets with xisting resources ompared to actual need

	Minimum targets with existing resources		Actual need
SWC Portland	▪ 150 constructed through inclusionary housing ▪ 150-200 acquired or converted ▪ **Total: 300-350 homes**		▪ 910 constructed ▪ 1,650 acquired or converted ▪ **Total: 2,560 homes**
	▪ Up to 13% of Portland's need met		▪ 100% of Portland's need met ▪ ~$830 million total development costs
SWC Tigard	▪ 450 constructed ▪ 50 acquired or converted ▪ **Total: 500 homes**		▪ 730 constructed ▪ 850 acquired or converted ▪ **Total: 1,580 homes**
	▪ 32% of Tigard's need met		▪ 100% of Tigard's need met ▪ ~$550 million total development costs

Recommended affordable rental housing stretch targets with new resources

SWC Portland	550 constructed 150 through inclusionary housing 350-700 acquired or converted **Total: 1,050-1,400 homes**
	39 to 53% of Portland's need met $350-450 million total development costs
SWC Tigard	600 constructed 150-300 acquired or converted **Total: 750-900 homes**
	48 to 58% of Tigard's need met $300-350 million total development costs



Policy goals for affordable housing

Additional parameters will direct affordable housing funding to achieve targets set out in the Southwest Corridor Equitable Housing Strategy.

Implementing partners should incorporate these policy goals into their programing for the corridor.

- Invest in family sized homes.
- Invest in housing for those in greatest need.
- Prioritize housing for those displaced by the light rail project.
- Invest in more homes accessible to people with disabilites.
- Create homeownership opportunities.
- Prevent displacement of people of color.

Southwest Corridor Equitable Housing Strategy racial equity commitments

Prioritize existing resources early on (strategy 1-2)
Existing funding will not be diverted from commitments to other equity and anti-displacement agendas in other parts of the region, such as North, Northeast and East Portland.

Strengthen partners to steward and champion the strategy (strategy 1-3)
Any organizational structure will include meaningful decision-making authority for and accountability to low-income people and communities of color and equitable funding for community based organizations to participate.

Preserve existing unregulated affordable rental housing (strategy 2-1)
Prioritize funding for culturally specific housing development organizations to acquire and preserve affordable housing where communities of color are established such as the area around the Islamic Center of Portland and in parts of Tigard where Hispanic/Latino households reside.

Strengthen tenant protections and provide anti-displacement services (strategy 2-2)
Prioritize funding for culturally specific organizations to provide culturally targeted anti-displacement services in areas where communities of color are established such as the area around the Islamic Center of Portland and in parts of Tigard where Hispanic/Latino households reside.

Secure and develop opportunity sites for new construction of equitable TOD (strategy 3-1)
Prioritize funding for culturally specific organizations to develop affordable rental housing and reduce the racial wealth gap through homeownership opportunities.

Regulate land use and zoning to create affordable and market rate housing (strategy 3-2)

Use best practices of inclusive and equitable engagement during planning processes. Operationalize Portland Comprehensive Plan anti-displacement and equitable housing policies through station area plans.

Next steps

The current model seeks to provide resources to a specific set of engaged SWEDS oversight committee partners dedicated to racial equity to develop, staff and structure the Southwest Equity Coalition as it gets off the ground.

The coalition members are applying for philanthropic funding to support the initial phase of work. This group is exploring how to partner together as a funding or executive committee that can advance the initiative. The goal is for each organization to receive funding to staff and support the Southwest Equity Coalition in these crucial first years. This support will help leverage and enhance existing work to advance leadership training and empowerment.

This funding would also help advance developing a Community Preservation Work Group for anti-displacement services and tenant protections and would pay for staff time to participate in the committee.

The group is seeking additional resources to fund an Equity Coalition Coordinator to be housed at Unite Oregon. This position would be an external co-manager of the Southwest Equity Coalition, representing the overall coalition and managing the project alongside Metro staff.

Additional fundraising from local philanthropies will support specific implementation efforts prioritized by the coalition.

Metro

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

So, hello. We're Metro – nice to meet you.
In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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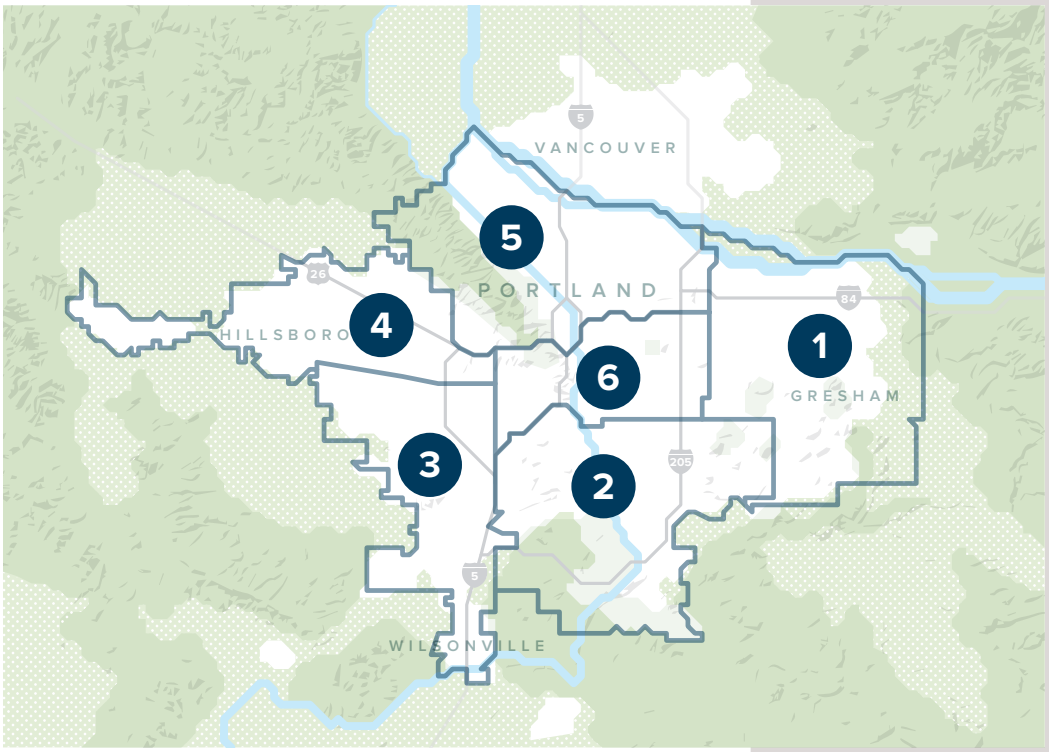

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