

MEMORANDUM

DATE: April 7, 2022
TO: Planning and Sustainability Commission
FROM: Eric Engstrom, BPS, Principal Planner Joan Frederiksen, BPS, City Planner
CC: Donald Oliveira, BPS, Interim Director Cassie Ballew, BPS - Urban Design, City Planner Design Commission
SUBJECT: Technical amendments for Urban Design Framework section and new amendment #35 for the Proposed Draft of the West Portland Town Center Plan

The Planning and Sustainability Commission (PSC) will hold a work session on the Proposed Draft of the West Portland Town Center (WPTC) Plan on April 12, 2022. This follows panel discussions on October 26, 2021, and work sessions on November 9 and November 30, 2021, and January 11, February 8, and March 8, 2022.

This memo includes materials related amendment #12 addressing requested refinements to graphics and text in the Land Use Growth Concept and Urban Design Framework section of the report. An additional amendment, #35, is also included to cover an amendment to the report that would provide an update to the public engagement section to cover the proposed draft phase.

Schedule recap

The PSC received oral testimony about the WPTC Plan at public hearings on September 14 and 28, 2021. The testimony period closed on Friday, October 29, 2021. A summary of testimony received dated November 1, 2021 is <u>available on eFiles</u>, while all testimony can be viewed through the <u>online testimony reader</u>. The PSC will hold an additional WPTC Plan work session on June 14, 2022, and may vote on the proposal on that date.





April 6, 2022

<u>Amendment #12</u> – Urban Design Framework within Volume 1 of the West Portland Town Center Plan report.

Following are pages that show updated text and images related to the Land Use Growth Concept and the Urban Design Framework section of the WPTC Plan report. Based on feedback from the PSC and Design Commission during the joint hearing, edits were prepared to clarify the Land Use Growth Concept section (Urban Design Framework). This includes reorganizing and fine-tuning the language and graphics, as well as adding clarifying distinctions for the Green Ring and Green Scapes concepts. *See edits on pages 2 - 21 of this memo.*

<u>NEW – Amendment #35</u> – This amendment provides new language to be inserted into the Volume 1 report to cover the public engagement summary for the proposed draft phase of the project. *See edits on page 22 of this memo.*

Changes to the Proposed Draft narrative are shown in grey highlight.

AMENDMENT # 12 – Urban Design Framework – Volume 1, starting on page 32

SHARED GROWTH LAND USE CONCEPT AND URBAN DESIGN FRAMEWORK

DEVELOPING A GROWTH CONCEPT

The project team worked with the Community Advisory Group and community-based organizations to engage the broader community on their hopes and priorities for the future of this area. A large community workshop in November 2019, supplemented by one focus group of Swahili-speaking residents, provided participants the opportunity to develop their own future growth concepts in small groups. Participants used a menu of different types of buildings, streets and open spaces to make maps of the future.

Workshop results were digitized, analyzed for common patterns, and developed by the project team into three draft growth concept alternatives varying in the following ways:

Mix of future land uses and types of buildings.

The Draft Growth Concepts showed different mixes of housing and jobs with implications for the types of

jobs (retail vs. office), as well as different building heights and sizes, and amounts of mixed-use activity.

Location of new housing and commercial services.

The concepts differed by whether: a) new development would be taller and more concentrated along the Capitol Hwy and Barbur corridors or; b) lower density would be more broadly distributed into surrounding neighborhoods with mixed-use development along and near the corridors.

Amount and types of transportation

improvements. The concepts with more growth distributed off of the corridors were paired with more transportation improvements throughout the area.

Open space and green systems. The concepts with more growth distributed off of the corridors were paired with either a green ring connecting parks, natural area, schools and commercial streets, or enhanced pedestrian streetscapes on key roadways. Growth concentrated along corridors was shown with little new open space. The three alternative concepts were shared with the community in March 2020, through in-person and online open houses, and with opportunities to provide feedback via a survey. The survey asked the respondents which of the concepts they felt best supported the plan's Community Goals and what they thought about different land use, development, and transportation choices for the area. Respondents overwhelmingly signaled that "Concept A" best supported the goals, while also calling out features of the other concepts they supported. Respondents also provided valuable input to help guide

what elements from the three draft concepts should move forward in a draft preferred growth concept.

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

The proposed growth concept, on page 37, reflects the features most supported by community input, which are also further detailed on pages 38-42.



Key growth concept terms

- Barbur Transit Center (BTC) A site in the center of the town center that currently provides bus transit access and Park-n-Ride spaces.
- Bi-nodal center A place that has two focal points for commercial and civic activities.
- **Mixed use** A combination of residential, commercial, and office use.
- Multi-dwelling A range of residential development, including apartment buildings of various sizes, detached houses on larger lots (cottage clusters), attached housing, and row houses.
- **Multicultural hub** An area with a concentration of culturally relevant goods, services, gathering spaces and nonprofits serving the area's immigrant and refugee communities.
- Green Lung(s) An area where trees or vegetation serve to mitigate for air quality or heat island impacts.

- **Green Ring** An accessible all-user route around the town center on local and main streets, which provides access to different areas via a comfortable and safe network.
- Green Scapes Vegetation and green design features along key sections of main streets to support an inviting, people-friendly environment.
- **Preservation area** An area where retention of low-cost market rate apartment buildings is encouraged.
- Taylor's Ferry promenade A promenade and shared street concept on Taylor's Ferry, with proximity to SW Collins St and parallel to Barbur Blvd.

PROPOSED GROWTH CONCEPT SUPPORTS COMMUNITY VISION

The future of the West Portland Town Center is one of a vibrant and diverse gateway destination, complete with a bustling transit center and multi-cultural hub. With a high level of pedestrian and commercial activity, "the crossroads" is transitioning to a welcoming space, home to a lively "bi-nodal" center. Commercial and civic services on main streets both north and south of Barbur Blvd's strong central spine draw activity and movement into and through the center.

A redeveloped Barbur Transit Center (BTC) has fostered a more welcoming and walkable mixed-use environment around Barbur and north of I-5, while drawing new energy and valued services to the area.

A newly realigned and improved SW Collins St helps anchor and enliven a well-used pedestrian and cyclist route between the open spaces at Jackson Middle School and Woods Memorial Natural Area. This northern node would be further supported by a reimagined Taylors Ferry frontage road featuring a promenade-like shared public space parallel to Barbur and proximate to the Collins main street.

The Multi-cultural Hub subdistrict has revitalized the heart of the town center, enhancing the area's cultural diversity with its large welcoming plaza, cultural spaces and ethnic small businesses. North of Barbur Blvd has transformed into a well-connected area with access to mixed-use commercial development near the center and multi-dwelling development along Capitol Hwy and Taylors Ferry Road.

South of Barbur, Capitol Hwy is the main street with mixed use development and a civic campus "spine" featuring the elementary school and library, and a mosque nearby. A small, mixed-use, live-work node at SW Huber and 40th has created more walkable service options and improved access and visibility for the existing I-5 pedestrian bridge that connects to the rear of the BTC site.

Safe and comfortable pedestrian and bicycle connections are numerous and offer opportunities to traverse into, around and across the town center without a car. Trees and green design features enhance the center's busy main corridors by creating a green scape buffer from traffic. The Green Ring has created a safe and welcoming circulation and recreation network, improving access to daily needs, services, and open spaces.

Finally, the quality of life for the communities within this town center has improved and they are healthy, thriving and remain resilient, with unencumbered access to affordable housing, services and green spaces.

See the Land Use Growth Concept diagram on page 37, the Circulation Growth Concept diagram on page 59, and the 20-year Perspective rendering of the area on page 52.

West Portland Town Center Plan — PSC Draft technical amendments to Proposed Draft – April 2022



WPTC Plan Land Use Growth Concept Diagram. This generalized diagram is a representation of what the eventual town center land use distribution would be like. <u>View the full</u> <u>land use diagram</u>.



Small Apartments



Medium Apartments

Townhomes

Medium Mixed Uses





Examples of existing multi-family development in the town center.



Crestwood Terrace Apartments

Marigold Terrace Apartments









Examples of equitable development which incorporate space for small businesses, art and open space to foster community building.





Plaza Roberto Maestas, Seattle

Mercado, Portland



Nesika Illahee, Portland



Liberty Bank Building, Seattle



Examples of mixed-use development which utilize pedestrian connections, open space, seating and active uses to create vibrant spaces.



NW Pedestrian Connection, Portland





George Besaw Apartments, Portland



Note: changes to the Proposed Draft highlighted in grey



Examples of utilizing landscaping, clear way-finding and active uses to create safe, welcoming spaces for pedestrians and bicyclists.







NE Klickitat Bikeway, Portland

NE Alemeda and Klickitat Intersection, Portland

PSU SW Pedestrian Trail, Portland

PCC, SE 82nd Ave, Portland

Land uses for a unified town center

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

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

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

Character Statement. See Section 4 for the Draft West Portland Town Center Character Statement. A character statement will be adopted with this plan and simultaneously as an amendment to the Citywide Design Guidelines, for use with Design Review processes. **Zoning Code and Map Changes.** A proposed set of zoning code and map changes accompany this plan. Code concepts are described in the action plans under each community goal. The specific code language proposed is in Volume 2, Section 5, West Portland Multicultural Plan District. The Plan District makes further geographic distinctions to the town center by breaking the areas up into four subdistricts.

Coordinated Growth Strategy. See Section 4 for a description of a proposed coordinated growth strategy focusing early growth around the corridors and the two commercial and community nodes. It is designed to set early community expectations and signal City priorities in years 0-10 year, 10-20, and beyond. It includes:

- Phased rezoning and code regulations to support privately provided infrastructure.
- Sequenced public infrastructure projects.
- Structure and priorities for ongoing coordinated infrastructure planning and funding.

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

North: An area transforming slowly

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

The growth concept for this area includes land uses and urban design to transform it from a single-dwelling area with major pedestrian and stormwater infrastructure deficiencies into walkable neighborhoods with multidwelling buildings. The growth strategy emphasizes early redevelopment along an improved SW Capitol Hwy and Taylors Ferry. See Subdistrict C of the Plan District for zoning code incentives and requirements to support this transition.

Allowing new housing to be developed gradually over time in this area is critical to growing a population large enough to create the market demand for new commercial amenities nearby. More housing also gives more people of all incomes and family types the opportunity to live in one of the most amenity-rich areas of the city. Population growth will also support needed transportation and stormwater infrastructure improvements.

Approach to zoning and land use

- Upzoning for inclusion. Single-dwelling areas are upzoned to RM1 and RM2, with code regulations that encourage projects of 20+ units in order to trigger Inclusionary Housing incentives and increase the likelihood of onsite infrastructure improvements. This includes:
 - Two-to-three story multi-dwelling buildings allowed roughly between SW Alice and SW Dolph and eastwest between SW 43rd and SW 30th.
 - Two-to-four story multi-dwelling buildings allowed west along Taylors Ferry to SW 52nd.
 - Two-to-four story multi-dwelling buildings allowed roughly between SW Baird and SW Alice, and eastwest between SW 43rd and SW 35th.
- Pair zoning with infrastructure. Single-dwelling areas with challenging local street and stormwater conditions receive new Comprehensive Plan designations for multidwelling housing. These areas would be eligible for rezoning when a strategy is developed to address the stormwater system needs of new development and right-of-way improvements.

Central Barbur Blvd: – An area transforming

The vision for this area is a multi-cultural, transit-oriented district with two pedestrian-oriented commercial nodes on the north and south sides. With the uncertainty of when Barbur will have high-capacity transit service, the commercial nodes just off Barbur will likely transform more quickly than other parts of the Town Center.

The area along Barbur is envisioned to be anchored by a mixed-use development at the Barbur Transit Center, a vision that will take time to realize and may evolve as funding and development partners are secured. Commercial mixed-use development south of Barbur will concentrate along an improved SW Huber St and SW Capitol Hwy. It also remains to be seen whether other commercial properties with existing auto-oriented businesses will redevelop as the area becomes more pedestrian focused.

The WPTC Plan proposes to strike a housing and jobs balance by zoning for more employment uses, especially for professions providing quality jobs such as those in health care, back office support, or call centers. Additional programs are needed to train existing residents and connect them to jobs in these sectors. The growth concept is accompanied by a development code designed to retain and enhance the area's cultural diversity by creating a new Multi-Cultural Subdistrict in the heart of the town center to foster a multi-cultural hub. The subdistrict would require affordable housing and small commercial retail space and incentivize the creation of publicly accessible open space and indoor community space. See zoning code proposals for Subdistricts A and B in Section 5 Volume 2 for details.



Illustrative rendering along Barbur Boulevard looking northeast

Approach to Zoning and Land uses

Preservation Incentives for Employment and Low-Cost Housing

• Employment focus areas for quality jobs. Two areas restrict residential uses and allow for 5-7-story office buildings between I-5 and Barbur Blvd. See zoning code proposal for Subdistrict A in Section 5, Volume 2 that encourage pedestrian-oriented development, with buildings up to the sidewalk frontage, pedestrian-scaled internal circulation streets, and fewer surface parking lots.

• "Cap and transfer" for anti-displacement.

Development potential is capped for a few existing apartment buildings north of Barbur, providing low-cost housing unless they redevelop as affordable housing. Property owners can sell their air rights to preserve affordability. See zoning code proposals for Subdistrict D Section 5, Volume 2 for requirements and incentives for maintaining the affordability of the apartments.

Creating Cultural and Community Benefits

- Value capture for a multi-cultural hub. Existing zoning is retained for mixed-use areas with added bonuses to provide generous development capacity and height (5-7 stories), comparable to CM3 zoning, in exchange for public benefits such as affordable housing, affordable commercial space, and community space. See zoning code proposals for Subdistrict B in Section 5 Volume 2 for public benefits that support the hub.
- Community anchor for the hub. The community expressed a strong preference for a redeveloped Barbur Transit Center (BTC) to anchor the multi-cultural hub along or near Barbur, including affordable housing, shops, culturally responsive community services, open spaces, parking, and employment uses.

Other sites could also be redeveloped with the community-identified amenities and services and function as the envisioned hub. Renderings on the following pages illustrate conceptual building massing and site designs for both the BTC site and sites beyond Barbur. Actual designs will be determined through ongoing planning work and partnership with developers, their architects, and community partners.

BARBUR TRANSIT DEVELOPMENT CONCEPT

POTENTIAL PUBLIC BENEFITS

- Affordable housing required for low-income households ٠
- Indoor community space for culture events and/or office • space for nonprofit service providers
- Retail can include space for businesses providing culturally relevant goods and services (ex. multicultural market place)
- Outdoor space is aligned to preserves views of Mt. • Hood and provide opportunity for public art and community gatherings
- Circulation prioritizes pedestrians and connects the • pedestrian bridge to the new station
- Office space for businesses and new jobs ٠

SITE PROGRAM

٠

- Five buildings: 3 mixed use and 2 office ٠
- ٠ 230 - 300 apartment units
- ٠ Affordable housing: 23-30 units at 60% AMI or 46-60 units at 80% AMI provided through inclusionary zoning
- 15,000 20,000 square feet for retail
- 100,000 170,000 square feet of office space ٠
- 20,000 square feet of indoor community space ٠
- 10,000 15,000 square feet of public open space ٠
- ٠ 10,000 - 15,000 square feet of private open space
- ٠ 3 floors of parking with 150 - 250 stalls



Southwest View of Barbur Transit Center today







Multi-Cultural Hub with Capital Hill Library



CM2 Zone; Utlized FAR (4:1) and Height (55') Bonus Affordable Housing: 100,000 sf Library and additional Community Services: 50,000 sf



Mulit-Cultural Hub on Huber Street



Conceptual illustrations of two other potential multi-cultural hub locations. The illustration on the left shows the Capitol Hill Library site. The illustration on the right shows commercial properties on the block fronted by Barbur Blvd, SW Huber, and Capitol Hwy. The building massing and site designs are conceptual and for illustrative purposes only.

Commercial nodes off Barbur

- An extension of the commercial and mixed-use development area north of the Barbur Transit Center allows 5-7 story buildings extending to roughly half a block north of SW Plum.
- A new, walkable small business-focused main street along SW Collins St from SW Capitol Hwy to Barbur Blvd becomes the focus of the commercial area on the north side of Barbur. New street segments and a street realignment are needed to realize this vision.
 Synchronized street and infrastructure designs between the new Collins/41st Ave area and a rebuilt Barbur Transit Center site stitch both sides of Barbur together and create a cohesive identity.

Green the corridor

• A green buffer of vegetation and trees between I-5 and adjacent areas, to provide "green lungs" to clean the air and lessen the impacts of air pollution on area residents.



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



Rendering of future SW Collins main street. View looking east-southeast towards Barbur and the transit center site.

South: – An area in transition

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

Apartment complexes surrounding the mosques and civic amenities are home for a long-established Muslim community, with more than 600 units of relatively affordable market rate housing. Rents here are likely to go up if light rail investments make this neighborhood more accessible to jobs and other amenities. A primary goal of this plan's growth concept is to prevent the displacement of this community, while making improvements to the neighborhood that raise the quality of life for residents and strengthen the multi-cultural identity of the area.

Housing types quickly transition from the apartment complexes along SW Capitol Highway to a neighborhood of single-dwelling homes extending to 35th Ave. The growth concept includes transforming from a singledwelling area with deficiencies in pedestrian infrastructure and parks space into walkable neighborhoods with multidwelling buildings and a new community garden and park. The growth strategy plans for multi-dwelling development along an improved Huber St. A small mixed-use, live-work node along SW 40th is proposed to serve neighbors to the south, with a new walkable destination on the way to the Barbur Transit Center. See Subdistrict C of the Plan District for code incentives and requirements to support this transition.

Approach to Zoning and Land uses:

 "Cap and transfer" for anti-displacement. Development potential is capped for existing apartment buildings providing low-cost housing unless they redevelop as affordable housing. Property owners can sell their air rights to preserve affordability. See Subdistrict D for specific code requirements and incentives for maintaining the affordability of the apartments.

- Upzoning for inclusion. Single-dwelling areas are upzoned with code regulations that encourage 20+-unit projects, which trigger Inclusionary Housing incentives and increase the likelihood of onsite provision of infrastructure improvements. This includes:
 - Two-to-three story multi-dwelling buildings allowed south of Barbur between I-5 and SW Galeburn and east-west between SW Capitol Highway and 40th Avenue.
 - Two-to-three story buildings allowed in a new mixed-use node to provide additional retail and live work options at SW Huber and 40th.
 - Some properties along Huber St receive new Comprehensive Plan designations for multidwelling. These properties would be eligible for rezoning when a strategy is developed to address the stormwater system needs of new development and right-of-way improvements.

 Fill green gaps. A potential for a new full-service park in the area north or east of the middle school. Additional play areas, basketball courts, and other developed park spaces should also continue to be explored.

Future development will be guided by the base zone, the plan district regulations, and in some cases by the Design Overlay regulations, including Design Standards and Design Review. Some of the larger future developments in Subdistricts A and B may be required to go through a design review.

A new perspective for a revitalized West Portland Town Center.

The elements within the land use growth concept and urban design framework culminate in the illustration below, envisioning the crossroads and surrounding neighborhoods as a vibrant and well-connected town center; a healthy community and environment enhanced by the natural and built environment; a place offering an array of public amenities to support new commercial, office and human services; and an ethnically and economically diverse center supported by a variety of housing options and a vibrant multi-cultural hub.



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

AMENDMENT # 35 – Inclusive Community Engagement – Update language to include Proposed Draft phase - Volume 1, page 14-15

Phase III: Discussion Draft

In October 2020 a discussion draft of the plan was published, and feedback was solicited to help develop the next draft.

Highlights from this phase include:

- Over 400 people visited the online open house, over 180 took the survey
- Staff attended or hosted 13 community meetings. Partner organizations worked with city to host an online Somali youth conversation and reach out to community members to share project information and encourage participation.
- Robust online open house "Storymap" supported engagement and survey participants.

Phase IV: Proposed Draft

In August 2021 a proposed draft of the plan was published. Feedback was solicited to help inform the deliberations of the Planning and Sustainability Commission (PSC) and Design Commission.

Highlights from this phase include:

- 1. Information about the Plan was mailed in notices to over 750 property owners and via postcard, with translated elements, to over 2,300 renters, including information on opportunities to learn more and how to provide feedback.
- 2. An online MapApp supported engagement and provided property specific information.
- The Planning and Sustainability Commission reviewed the plan and received over 75 written or verbal comments.
- The Design Commission reviewed, heard testimony, and recommended approval with amendments for the WPTC and Barbur Boulevard Character Statement.