



West Portland Town Center Plan

Volume 1: Plan and Actions Recommended Draft

August 2022



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

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HOW TO COMMENT (TESTIFY):

The Bureau of Planning and Sustainability thanks you for taking the time to review the Recommended Draft of the West Portland Town Center Plan. Your comments will inform the Portland City Council’s review of the Plan. Following hearings and consideration of any amendments to the proposal, the City Council will vote on adoption of the Plan.

Find more information and supporting materials at: www.portland.gov/bps/wpdx-town-center

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Written comments/testimony on the Recommended Draft is **due by XXX on XXX 2022**, unless extended by City Council

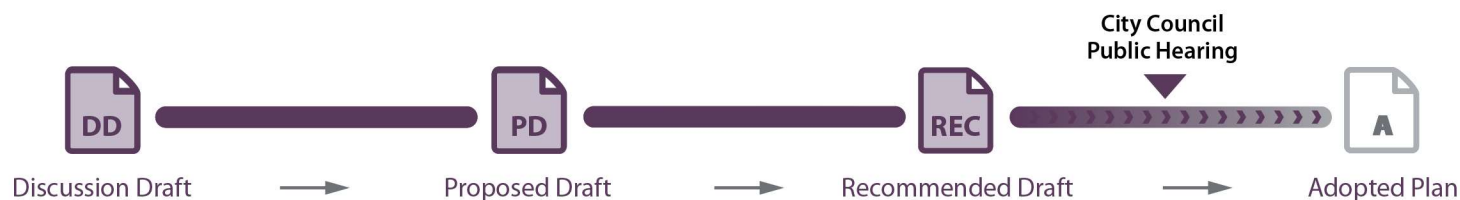
Written testimony may be submitted by:

MapApp:

The MapApp is as easy as sending an email. Go to: www.portlandmaps.com/bps/mapapp select either **West Portland Town Center Plan** or **Self-Service Storage** and then **click “Testify”** at upper right

U.S. Mail:

Council Clerk –
West Portland Town Center Plan Testimony
1221 SW 4th Avenue Room 130
Portland, OR 97204



ORGANIZATION ACRONYMS

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

LANGUAGE ACCESS

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

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www.portland.gov/bps/accommodation

TABLE OF CONTENTS

Volume 1: Plan and Actions

Section 1: Introduction.....	2
Section 2: Community Vision 1 “Great Place with Equitable Access”	26
Section 3: Community Vision 2: “Strong People and Communities”	69
Section 4: Implementation.....	92

Volume 2: Zoning Code and Map Amendments, Design Overlay Character Statement, and Comprehensive Plan Policy and Map Amendments

- Section 5: Zoning Code Amendments
- Section 6: Design Overlay Character Statement
- Section 7: Comprehensive Plan Policies
- Section 8: Comprehensive Plan and Zoning Maps

Appendices (under separate cover)

Appendix A: Existing Conditions: [Health Equity Assessment](#)

Appendix B: Existing Conditions: [Demographic Assessment](#)

Appendix C: Existing Conditions: [Urban Form Assessment](#)

Appendix D: Existing Conditions: [Business Inventory and Assessment](#)

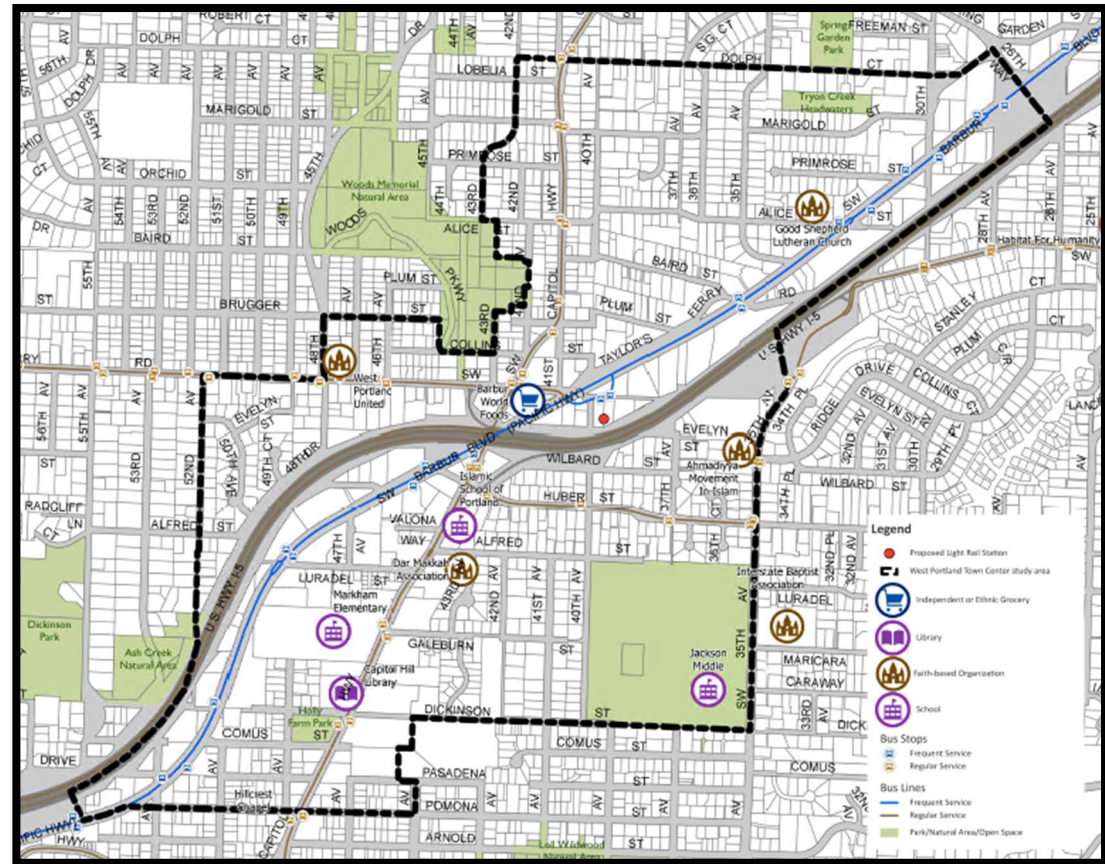
Appendix E: BES Stormwater Considerations and Rationale for Zoning Recommendations

Appendix F: [Southwest Equitable Housing Strategy](#)

Appendix G: [Southwest Equitable Development Strategy](#)

TOWN CENTER: STUDY AREA AND COMMUNITY AMENITIES

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



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

THE TOWN CENTER'S GREATEST ASSET IS THE COMMUNITY!



Voices from the community!

Through our community engagement, residents have said:

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



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



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



SECTION 1: INTRODUCTION

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

The *West Portland Town Center Plan* is a City-community shared vision for an equitable future with better outcomes for all. It reflects the hopes and concerns articulated by community members in past plans and an inclusive community engagement process undertaken over the past two years. It shapes future private development and guides work and investments of the City and its community and government partners. The Plan reflects the work of the West Portland Town Center Community Advisory Groups as well as the feedback received from more than 600 residents, workers, and businesses.

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

WHAT'S IN THIS PLAN?

This plan consists of the following sections:

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

PURPOSE OF PLAN

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

The area was designated a regional town center by Metro in the 1990s and the City affirmed this designation in the recent 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. It is one of only two town centers in the city without a plan. This Plan, guided by a set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center.

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

WHAT IS A "TOWN CENTER"?

Town Centers are large centers that serve a broad area of the city and have an important role in accommodating population and employment growth. They provide a full range of commercial and community services, high-density housing, mid-rise commercial and mixed-use buildings. They are served by high-capacity transit connections and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district.

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

The West Portland Town center is the most culturally diverse part of SW Portland.

This Plan builds on this multi-cultural identity as an asset to protect against displacement pressures, strengthen relationships across all current residents, and grow as new residents move here with a variety of cultural backgrounds.

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

Currently 60% of land zoned for residential use in the West Portland Town Center study area is zoned single dwelling. The existing mixed-use and multi-dwelling zoning along Barbur Boulevard covers a narrow corridor with an immediate transition to low-density zoning. This Plan addresses the imbalance of single-

DEFINING "LOW-INCOME"?

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

family and multi-family zoning to allow for enough new residents to support a full-service business district and the range of housing types and costs that give meaningful choices for a variety of economically diverse households.

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

Lastly, the City Council and TriMet leadership have identified the Barbur Transit Center (BTC) as a unique opportunity to redevelop a publicly owned property with more affordable housing and commercial and human services. The BTC should be more than just a place to catch a bus or train or pass through. It should support a mixed use, mixed-income transit-oriented development that anchors the town center’s multicultural community identity, provides needed housing and human services and space for community serving businesses.

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

SW CORRIDOR HISTORICAL CONTEXT

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

Crestwood neighborhood racial covenant also excluded apartments - 1948 (Intended to be in effect until January 1, 1975)

“No persons of any race other than the white race shall own, use, or occupy any building on the above tract except domestic servants of other than the white race who may be employed or domiciled with the owner or tenant with the tract.”

PAST PLANS

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

1. **Metro 2040 Plan (1995)**. Designated the area around the West Portland crossroads as a Town Center. Builds on earlier designation of Barbur Boulevard as a future high capacity transit corridor.
2. **Southwest Community Plan (2000)**. A district wide plan that identified the need for follow-up planning in the Barbur corridor and re-affirmed the desire for a West Portland Town Center. Its policies focused on issues related to infrastructure improvements and watershed health.
3. **Portland Plan (2012)**. The City's Equity Framework committed the City to working in partnership with communities of color to end long-standing racial disparities including those associated with planning for population growth and development. The Healthy Connected Communities framework aligns City resources to develop a network of neighborhood hubs connected by city greenways.
4. **Barbur Concept Plan (2013)**. Key places along the SW Corridor were identified to inform SW Corridor light rail project development. That plan developed preliminary station area development concepts for the Barbur Transit Center.
5. **2035 Comprehensive Plan (2016)**. Formally incorporated Metro's West Portland Town Center designation into Portland's land use plan and adopted the Healthy Connected Communities framework. Additional new city-wide policies direct the City to engage underrepresented communities in planning and incorporate anti-displacement and equitable economic opportunity strategies into City plans. See chapters 2 and 3 for specific West Portland Town Center policies.
6. **Southwest Corridor Equitable Housing Strategy (2018)**. Nested within the SW Equitable Development Strategy (SWEDS), it sets goals and provides a roadmap to align policies and housing investments to prevent displacement of vulnerable households and increase housing choices for all people over the next ten years.

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



RACIAL EQUITY IN PLANNING AND COMMUNITY ENGAGEMENT

Racial equity in city planning

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

The West Portland Town Center Plan reflects a shift in City planning practices toward an approach that centers the

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

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

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

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

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

³ Targeted Universalism, John Powell, UC Berkeley Hass Institute

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

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

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

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



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

INCLUSIVE COMMUNITY ENGAGEMENT

City staff and a diverse group of community members worked together to design and implement a culturally appropriate public engagement plan. Between February 2019 and March 2021, more than 600 residents (many being people of color, immigrants, refugees, or people historically excluded from economic opportunities) were engaged in establishing the Plan’s vision and priorities.

A diverse Community Advisory Group and Community Planning Grants helped center race and social equity in all

aspects of the project - from decision-making and community engagement to addressing racial and neighborhood-specific disparities in health outcomes.

This approach supported capacity building, leadership development, and the vetting of strategies in service of community goals and the City’s equitable growth policies. Culturally appropriate practices included: translation of key materials, interpretation services in three languages, and childcare and food provided at events.



The engagement process included two overlapping phases to focus on issues of both “people” and “place” and tailor engagement strategies to specific populations. A third phase provided opportunities to provide input on the Discussion Draft. Three images showing moments from 2019 community meetings and events for the town center planning effort with participants engaged in conversations with one another and staff.

Phase I: Community Planning Grants and a focus on “people”

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

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

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

Highlights of this phase include:

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



Photo of people participating in walking tour.

Phase II: WPTC Community Advisory Group (CAG) and a focus on “place”

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

Highlights from this phase include:

1. Fair Housing Council of Oregon and SWNI hosted a workshop for neighborhood associations on the history of exclusionary zoning and affordable housing
2. CAG and City co-hosted a community workshop to develop options for land use growth concept and transportation improvements
3. CAG and City co-hosted an in-person and online open house to identify a preferred growth concept



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:

1. Over 400 people visited the online open house, over 180 took the survey
2. Staff attended or hosted 13 community meetings.
3. 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.
4. Robust online open house “Storymap” supported engagement and survey participants.

Phase IV: Proposed Draft

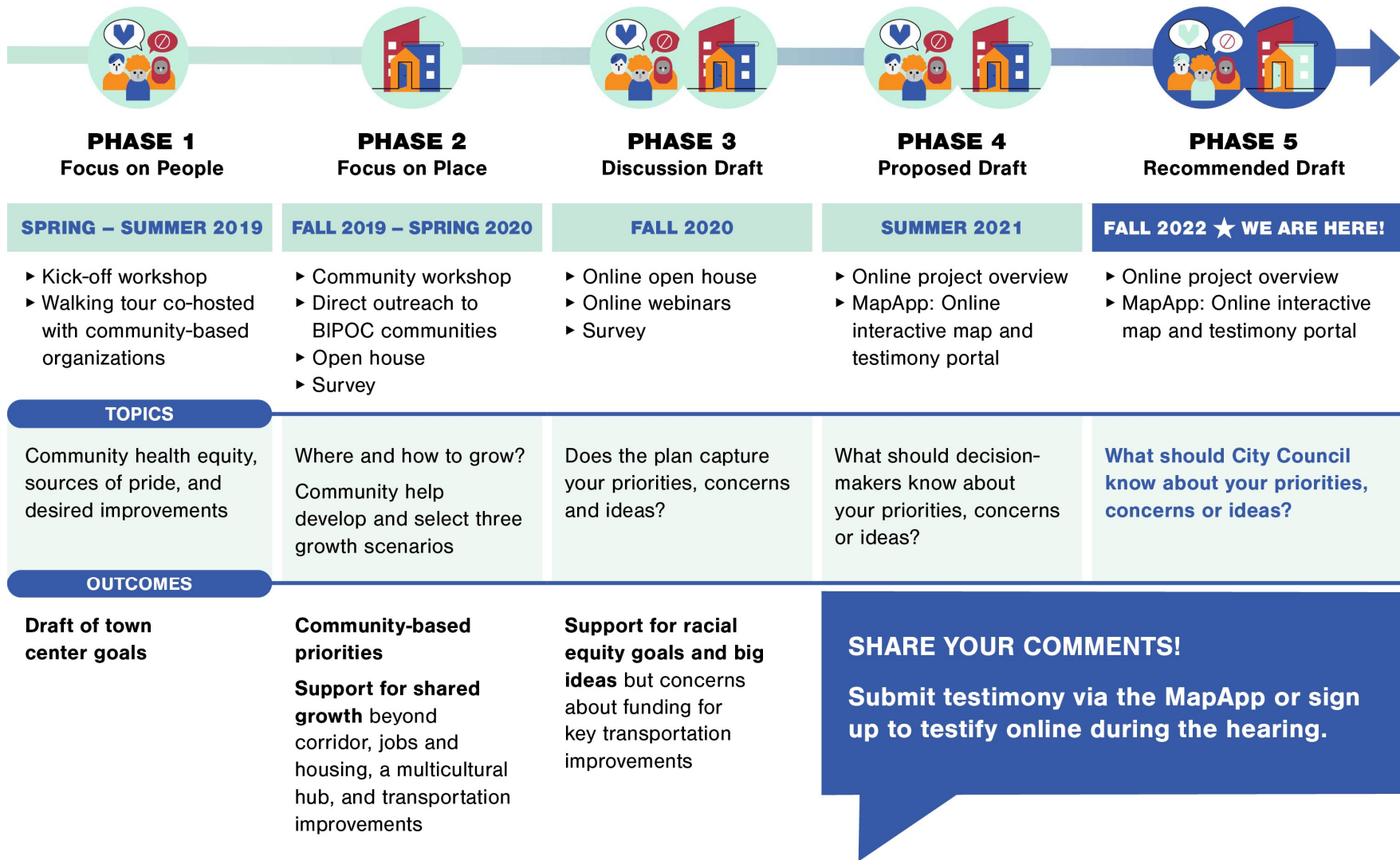
In August 2021 a proposed draft of the plan was published. Feedback was solicited to help inform deliberations by the reviewing bodies, the Planning and Sustainability Commission (PSC) and Design Commission.

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.
3. The Planning and Sustainability Commission reviewed the plan and received over 75 written or verbal comments.
4. The Design Commission reviewed, heard testimony, and recommended approval with amendments for the WPTC and Barbur Boulevard Character Statement.



COMMUNITY BASED PRIORITIES FOR THE WEST PORTLAND TOWN CENTER



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

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

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

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

2. Mobility, access, and safety

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

3. Cultural anchors and economic opportunity

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

UNDERSTANDING RACIAL INEQUITIES AND HEALTH DISPARITIES

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

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

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

Economic Status, Income Inequality and Mortality. <https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0154535>.

- **Traffic safety:** Fewer than 13% of the streets in the West Portland Town Center area have sidewalks. Pedestrians and cyclists are forced to walk in the roadway or on narrow shoulders, or use major streets designed for automobiles at higher speeds where collisions are frequent. High speed auto infrastructure (the I-5 freeway and Barbur Blvd) and lack of quality pedestrian and transit infrastructure (sidewalks and safe crossings) disproportionately affect communities historically excluded from economic opportunities (who are more likely to depend on walking and transit). They also increase the risk of collisions and fatalities, and inhibit walking and biking, for everyone.
- **Infrastructure as a divider:** The I-5 freeway and Barbur physically and socially divide the town center and create barriers to accessing community assets and services and maintaining social cohesion, all key determinants of health outcomes.
- **Air pollution and noise:** Residents are exposed to higher of pollution from I-5, which increases the risk of developing or exacerbating lung cancer, asthma, childhood leukemia, diabetes, dementia, adverse birth outcomes, and cardiovascular disease. Noise from traffic is associated with cardiovascular disease. Low-income and minority community members, and children are at a greater risk of developing these health conditions. Noise levels from I-5 traffic are a source of chronic stress for everyone.
- **Displacement risk:** Renters, households of color, those lacking college degrees, and lower income households are more vulnerable to displacement pressures, which are expected to increase if the Southwest light rail project is built. Racism and displacement risk are major sources of chronic stress,

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.

especially for residents in the denser and more diverse West Portland Park neighborhood.

- **Poverty and living wages:** Income is one of the strongest indicators of health outcomes. Poverty doubled and incomes fell 16% in neighborhoods south of I-5, while neighborhoods north of I-5 experienced the opposite trends. Poverty increases the risk of inadequate nutrition, inaccessibility to healthcare services, unstable housing, and high exposure to environmental toxins.

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

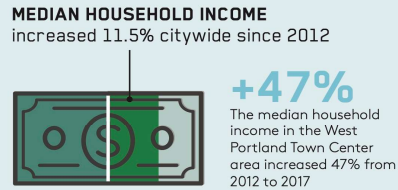
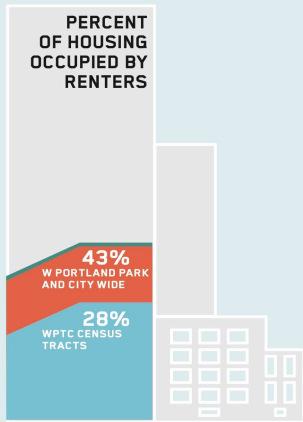
Home to a well-established Muslim community of mostly Arab and East Africans immigrants, 28% of residents of

West Portland Park identify as non-White, compared to 16% in the surrounding area. 17% of the population is foreign born with more than half coming from Africa.

Health disparities identified in the West Portland Park neighborhood include:

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

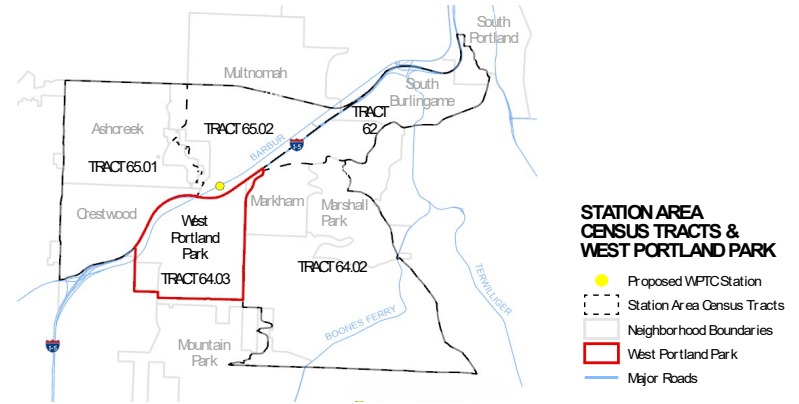
West Portland Park Census Tract



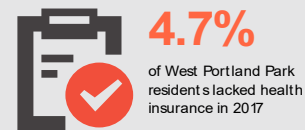
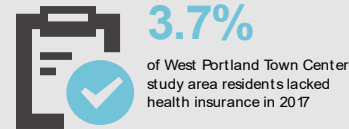
CULTURAL DIVERSITY
currently 26% People of Color (POC) citywide



PERCENT LIVING IN POVERTY
decreased 0.8% citywide since 2012

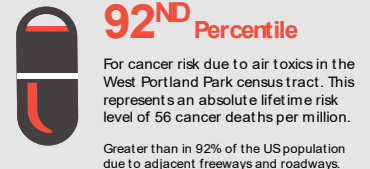
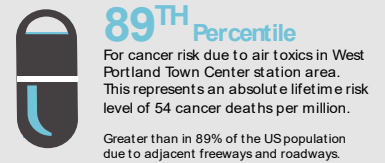


UNINSURED POPULATION
accounted for 8.7% of Portland residents in 2017



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.)



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

HEALTH OUTCOMES TO GUIDE PLAN VISION

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

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

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

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

COMMUNITY VISIONS, GOALS, AND BIG IDEAS

By focusing on the following outlined shared visions and goals and undertaking these priority actions the community

and City can together realize transformative change in the West Portland Town Center.

Vision 1: Great Places with Equitable Access

GOALS



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



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



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



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

BIG IDEAS TO ACHIEVE THESE GOALS:

- Allow more multi-family housing off the major corridors and redevelop the Barbur Transit Center to include housing and community-identified amenities.
- Create employment focus areas along Barbur Boulevard to encourage redevelopment supportive of businesses that provide jobs in professions that provide a living wage.
- Create a larger mixed-use area north of the transit center, supported by an improved street grid and a new SW Collins commercial main street and improved Taylor's Ferry Road with future housing opportunities.
- Plan for safer mobility with both interim and longer-term improvements to the Crossroads intersection.
- Plan for a new "green ring"; a multi-modal circulation and recreation network, combining elements of Neighborhood Greenways, off-street paths, trails, pedestrian bridges, and sidewalks connecting destinations, parks, and green spaces throughout the center.

Vision 2: Strong Communities and People

GOALS



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



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



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



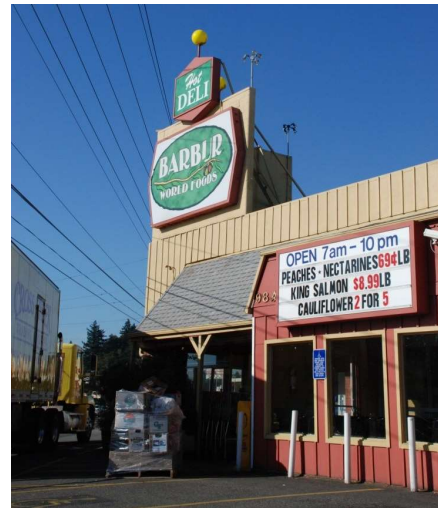
2D - Support community engagement and outreach to under-represented groups. Increase their capacity for involvement in issues that affect them.



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

BIG IDEAS TO ACHIEVE THESE GOALS:

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



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

SECTION 2: COMMUNITY VISION 1 “GREAT PLACE WITH EQUITABLE ACCESS”

VISION:

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

COMMITMENT TO HEALTH EQUITY IN THE PHYSICAL ENVIRONMENT

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

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

- **Increase physical activity and safety through improved pedestrian and bike infrastructure and connections to natural areas.** Physical activity prevents nearly all of the leading causes of death in Multnomah County, including those with the greatest racial disparities such as heart disease, hypertension, diabetes, and stress. Areas with access to natural areas, and built in a way that is oriented primarily towards pedestrians are associated with more physical activity.
- **Economically and racially integrate over time as more housing types develop throughout the town center.** Single dwelling residential neighborhoods limit housing choices and affordability which reinforces racial and economic segregation. More inclusive and welcoming communities with households from a diversity of backgrounds can foster greater social cohesion and trust.
- **Reduce chronic stressors of noise and air pollution from the highway.** Urban design strategies will mitigate exposure to air pollution and reduce a person's risk of developing lung cancer, asthma, and cardiovascular disease. For example, vegetation barriers to filter air pollutants, increase access to nature and reduce noise pollution.
- **Reconnect communities physically and socially divided by the freeway through new infrastructure investments.** Safer and more welcoming crossings of Barbur and I-5, along with future community serving and community focused redevelopment on and around the Barbur Transit Center can increase physical and social activity across the north and south sides of the town center.

GREAT PLACES WITH EQUITABLE ACCESS

BULB-OUTS AND PEDESTRIAN CROSSINGS
 Improve safety at key intersections and encourage more physical activity

BUILD SIDEWALKS ON BOTH SIDES OF THE STREETS
 Priority areas are the routes between key neighborhood assets such as schools and the proposed light rail station

IMPROVE CONNECTIONS ACROSS I-5
 Improve bike / pedestrian connections, like renovating the Barbur and SW Capitol Highway intersection and making safety improvements to access the Transit Center, to increase access to employment, opportunity, and neighborhood resources for lower income communities south of I-5

PROVIDE A PHYSICAL SEPARATION BETWEEN BIKEWAYS AND VEHICULAR LANES ALONG BARBUR. Increases riders confidence in biking as a safe and comfortable transportation choice

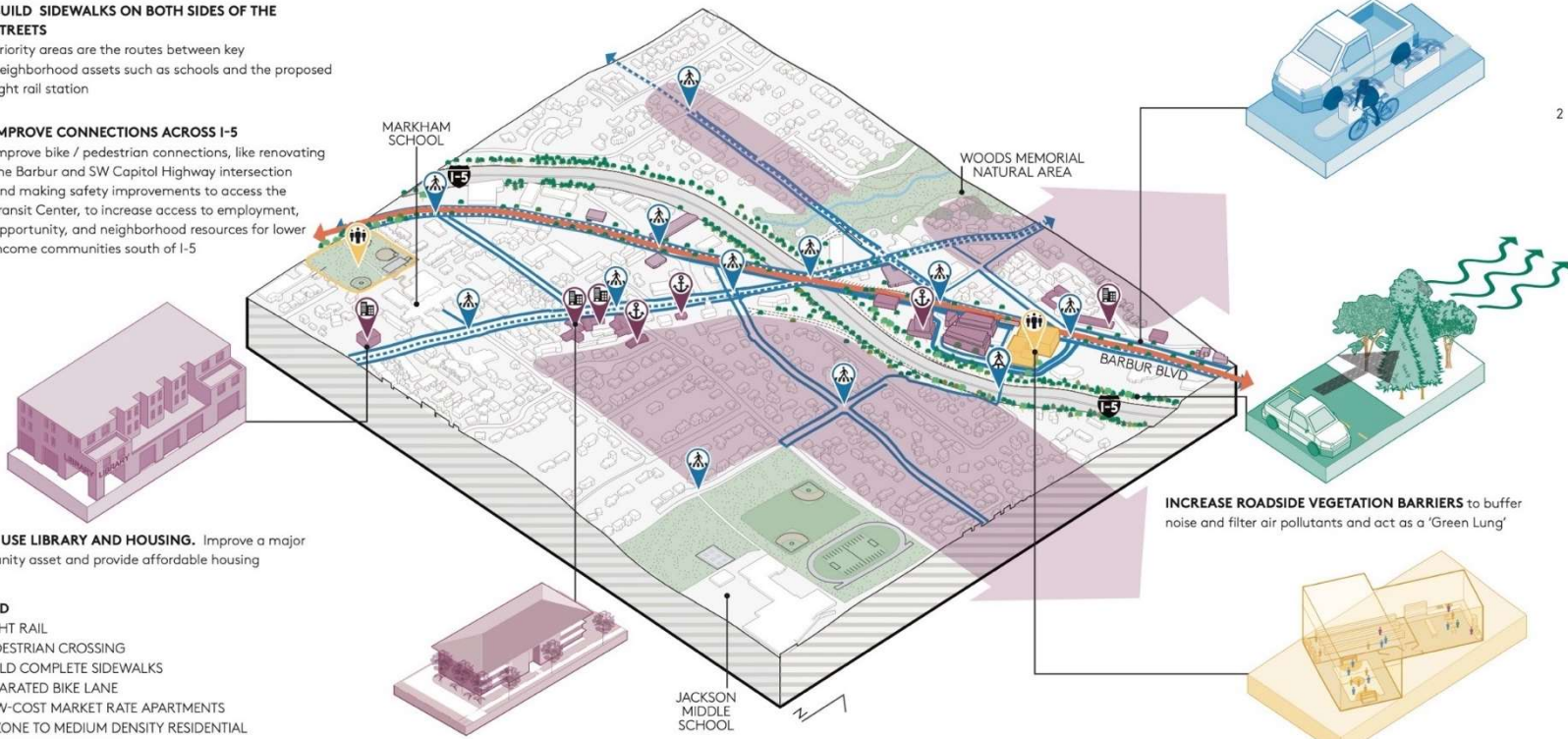
MIXED USE LIBRARY AND HOUSING. Improve a major community asset and provide affordable housing

- LEGEND**
- LIGHT RAIL
 - PEDESTRIAN CROSSING
 - BUILD COMPLETE SIDEWALKS
 - SEPARATED BIKE LANE
 - LOW-COST MARKET RATE APARTMENTS
 - REZONE TO MEDIUM DENSITY RESIDENTIAL
 - COMMUNITY ANCHOR
 - LOCAL BUSINESSES
 - ROADSIDE VEGETATION BARRIER
 - COMMUNITY GATHERING SPACE

PRESERVE MARKET RATE APARTMENTS SERVING LOW-INCOME HOUSEHOLDS. Housing affordability is critical for the community stability of the East African and Arab Muslim immigrant communities living near the mosque.

INCREASE ROADSIDE VEGETATION BARRIERS to buffer noise and filter air pollutants and act as a 'Green Lung'

INTEGRATE COMMUNITY GATHERING SPACES INTO NEW DEVELOPMENT. A Multi-cultural market, parks and plazas encourage social interaction and strengthen community ties.



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

POLICIES THAT SUPPORT GREAT PLACES WITH EQUITABLE ACCESS

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

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

Following are the existing 2035 Comprehensive Plan (CP) policies guiding this plan. *New Comprehensive Plan policies* (in italics) are also proposed to support the West Portland Town Center Plan (WPTC). Called out for each one in

parenthesis is either the existing CP policy or goal number or the proposed WPTC policy number. A compiled list of proposed new Comprehensive Plan policies can be found in Section 7 (Volume 2).

Healthy Connected Town Centers

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

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

Equitable development and land use

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

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

Transportation

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

- Integrate both placemaking and transportation functions when designing and managing streets for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes (CP 9.14)
- Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement (CP 3.3.b)
- Locate major park-and-ride lots only where transit ridership is increased significantly, vehicle miles traveled are reduced, transit-supportive development is not hampered, bus service is not available or is inadequate, and the surrounding area is not negatively impacted (CP 9.27.a)
- *Make mobility investments and designate street classifications that give priority to pedestrian access over automobiles (WP 1)*

New housing, jobs, and commercial streets

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

- Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing (CP 5.5)
- Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places (CP 6.73.a)
- *Apply policies from the SW Corridor Equitable Housing Strategy when land use and affordable housing investment decisions are made in the West Portland Town Center (WPTC 2)*
- *Encourage the redevelopment of publicly owned land to include affordable housing for households with incomes at or below 60% area median income (WPTC 3)*
- *Use zoning tools and City economic development programs to support employment opportunities in professions that provide quality jobs (WPTC 4)*
- *Apply zoning in high housing cost areas to encourage affordable housing and market-rate multi-dwelling housing to promote racial and economic integration. (WPTC 5)*

Environmental sustainability

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

Health equity

- Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature (CP 7.2)
- *Explore co-location of new affordable housing with a library, community college, and/or culturally specific health and human services for the area's growing immigrant and refugee communities (WPTC 6)*
- *Incorporate environmental education for sustainability curriculum into City educational settings with community partners (WPTC 7)*
- *Include analysis of the links between cultural, socio-economic, and the physical environment aspects of sustainability in planning and implementation efforts (WPTC 8)*
- *Meet identified parks, open space, and recreation needs that enhance the physical, mental, and social determinants of health for all people (WPTC 9)*
- *Use a Health Equity Assessment or Health Impact Statement for all planning projects, that provides an action plan to reduce racial disparities in health outcomes while improving health outcomes for all (WPTC 10)*

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:

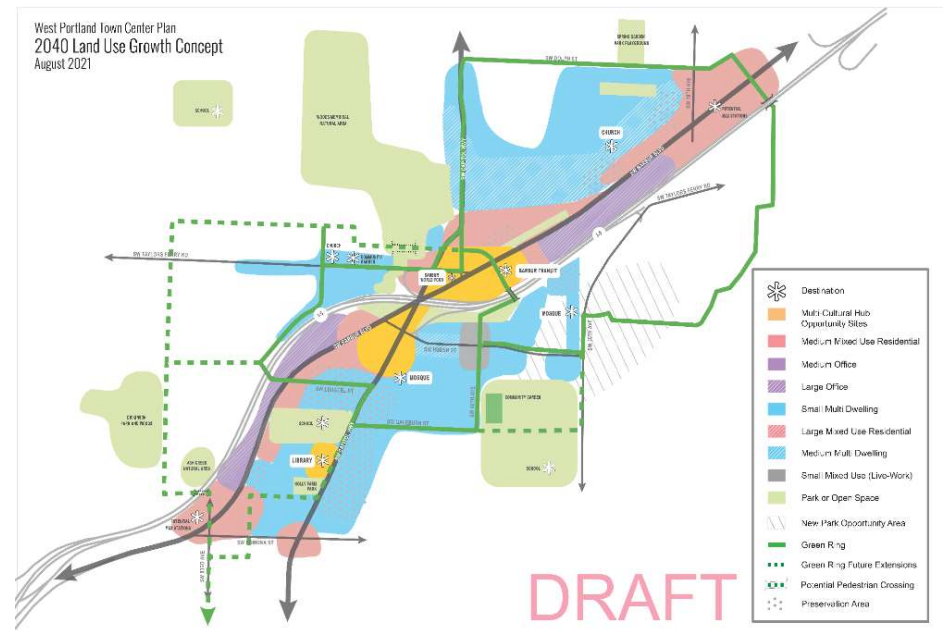
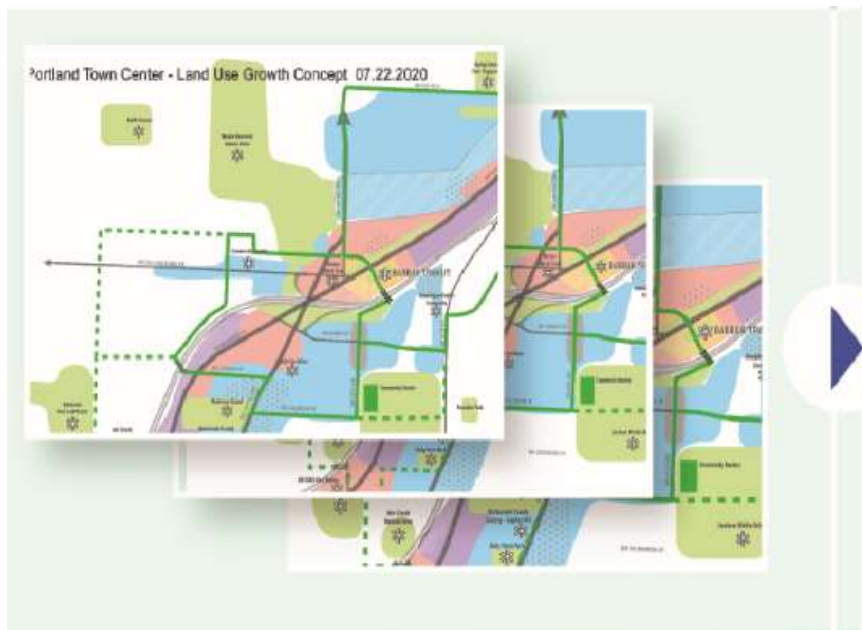
- **Mix of future land uses and types of buildings.** The Draft Growth Concepts showed different mixes of housing and jobs with implications for the types of jobs (retail vs. office), as well as different building heights and sizes, and amounts of mixed-use activity.
- **Location of new housing and commercial 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.

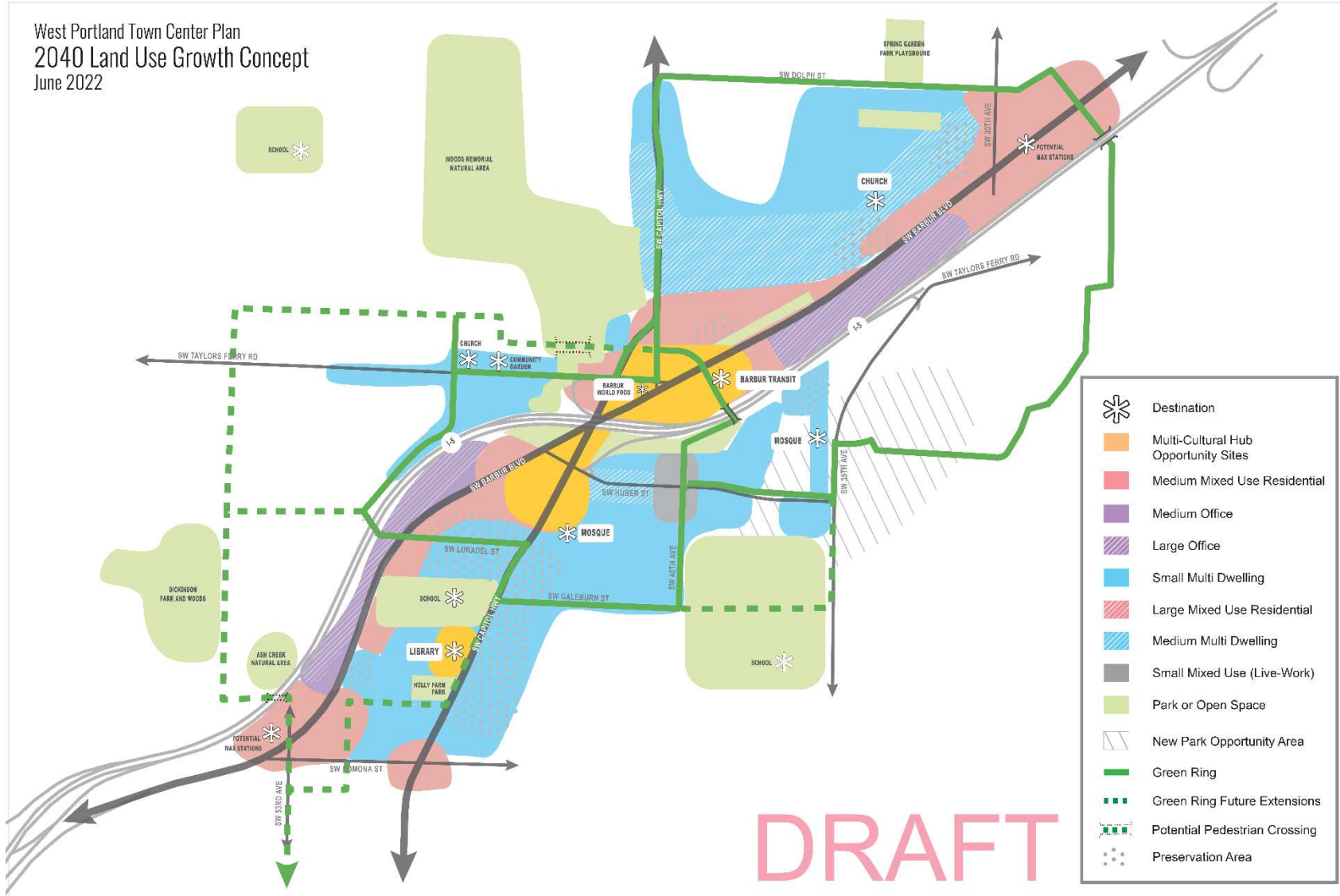
South of Barbur, Capitol Hwy is the main street with mixed use development and a civic campus “spine” featuring the elementary school and library, and a mosque nearby. A small, mixed-use, live-work node at SW Huber and 40th has created more walkable service options and improved access and visibility 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
2040 Land Use Growth Concept
June 2022

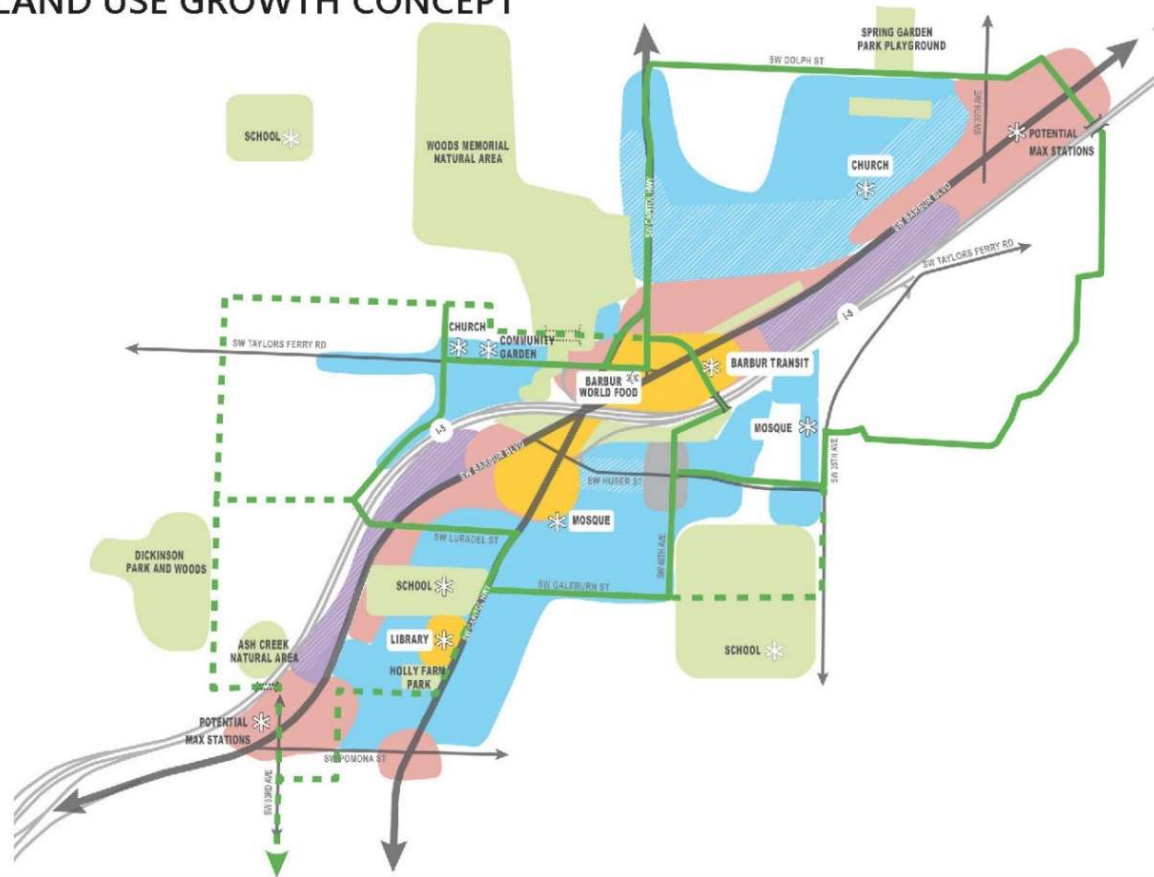


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WPTC Plan Land Use Growth Concept Diagram. This generalized diagram is a representation of what the eventual town center land use distribution would be like. [View the full land use diagram.](#)

FEATURES OF THE PREFERRED LAND USE GROWTH CONCEPT

BALANCED GROWTH, through a diversity of housing choices on and off the main corridors, and jobs growing in concert with housing, to ensure a healthy jobs/housing balance.



Small Apartments

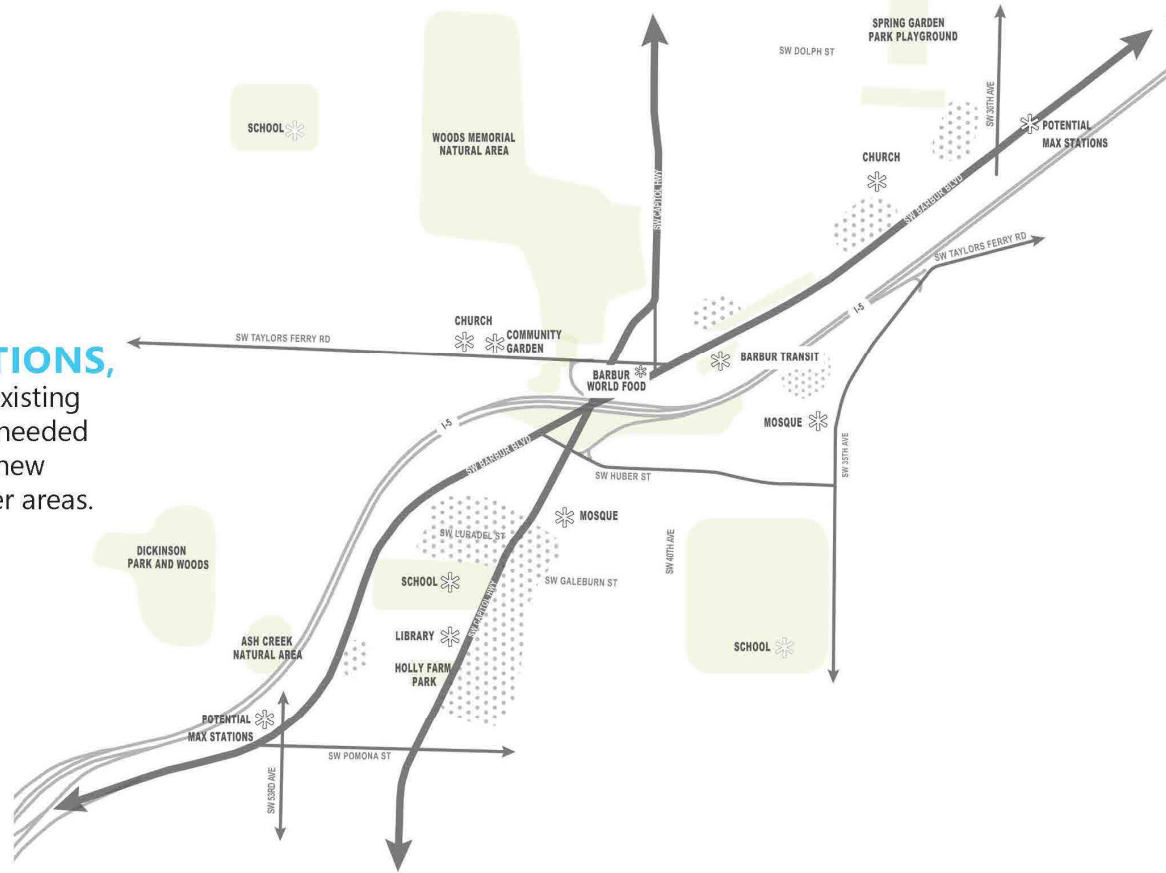
Medium Apartments

Townhomes

Medium Mixed Uses

Large Mixed Uses

AFFORDABLE HOUSING OPTIONS, through discouraging redevelopment of existing apartment complexes that provide much-needed low cost housing today and encouraging new construction of affordable housing in other areas.



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



Crestwood Terrace Apartments



Marigold Terrace Apartments



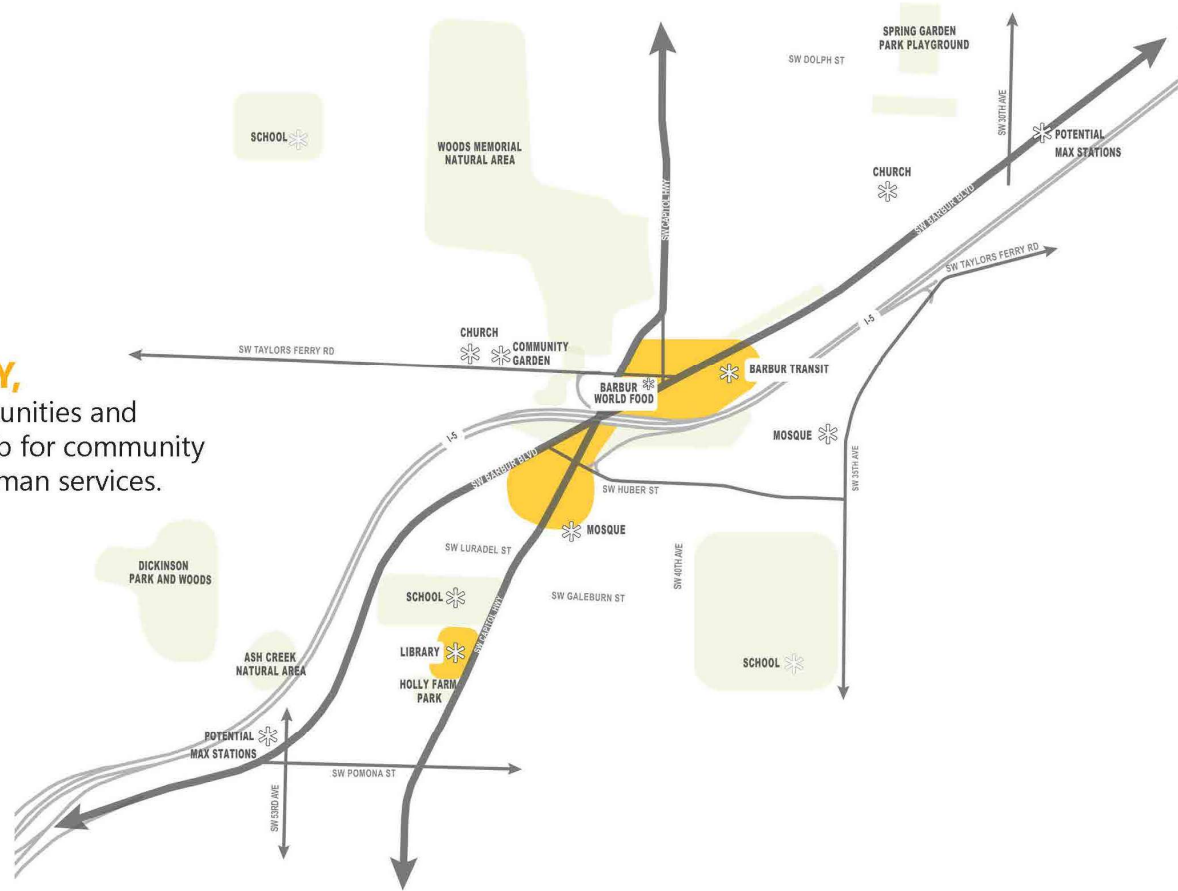
Crestwood Court Apartments



Capital Garden Apartments

STRENGTHENING MULTI-CULTURAL IDENTITY,

through a focus on place-making opportunities and strategies to provide a Multi-Cultural Hub for community to gather and access commercial and human services.



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



Hacienda CDC, Portland



Mercado, Portland

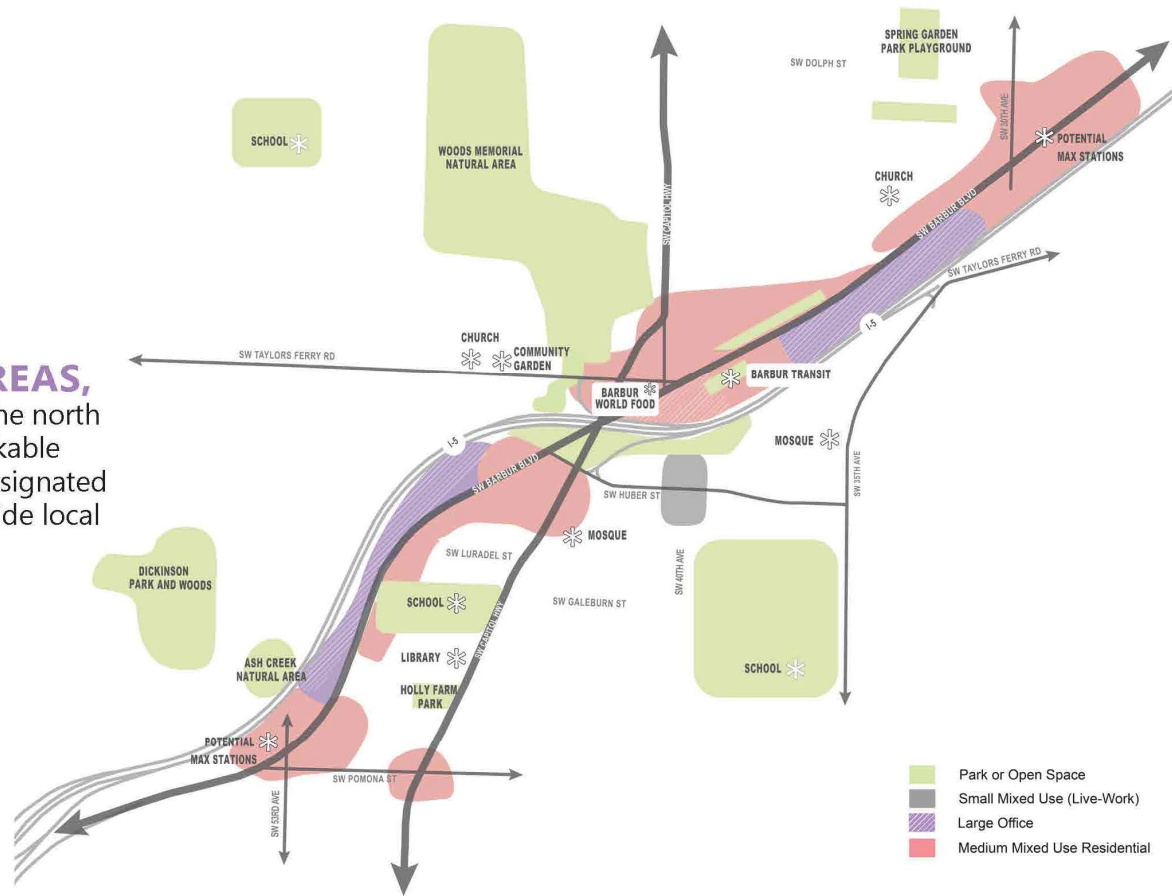


Nesika Illahee, Portland



Liberty Bank Building, Seattle

VIBRANT COMMERCIAL AREAS, including commercial services on both the north and south sides of Barbur providing walkable destinations close to homes, and two designated employment areas along Barbur to provide local opportunities for quality jobs.



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



NW Pedestrian Connection, Portland



SE Plaza Courtyard, Portland



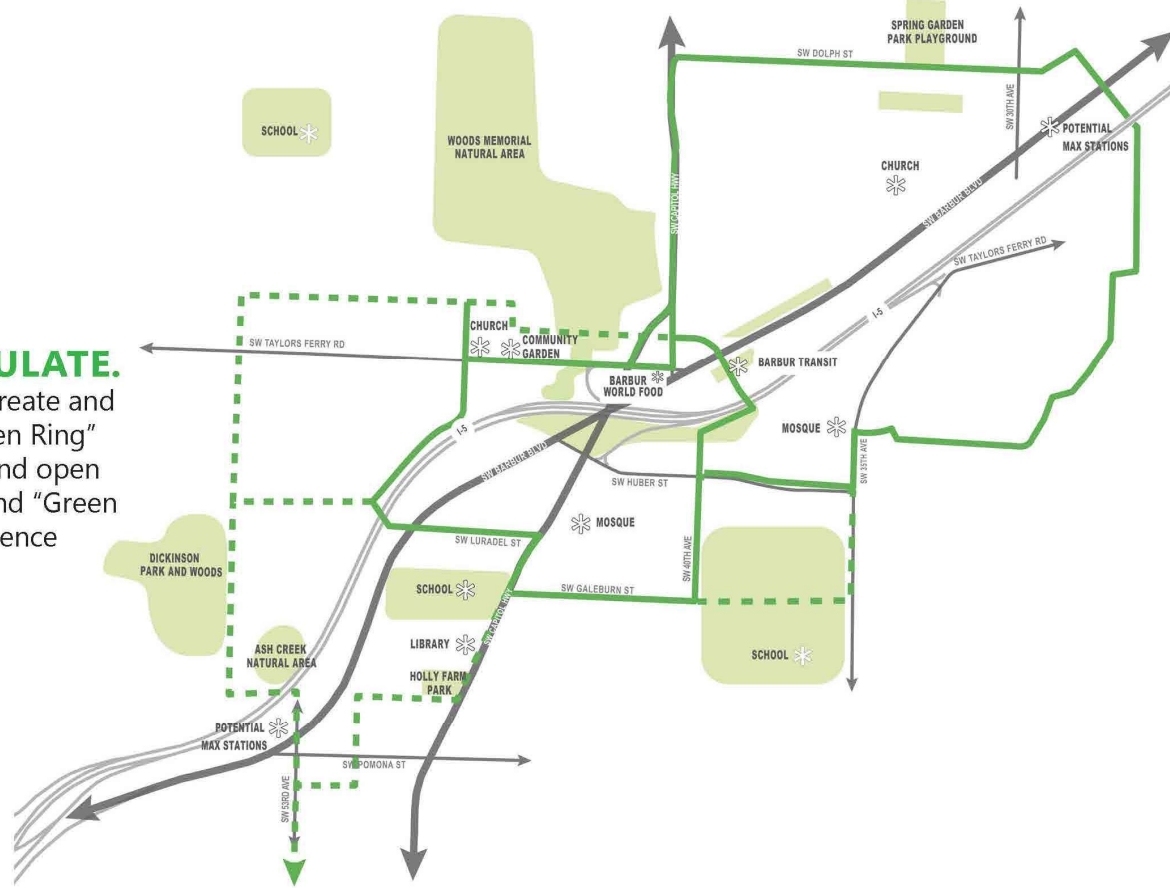
George Besaw Apartments, Portland



NE Alberta Retail, Portland

SAFE TO RECREATE & CIRCULATE.

Safe, comfortable ways for people to recreate and get around without cars, through a “Green Ring” network of streets connecting to parks and open spaces, schools and commercial areas, and “Green Scapes” enhancing the pedestrian experience along busier streets.



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



NE Klickitat Bikeway, Portland



NE Alameda 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 multi-dwelling 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 east-west 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 east-west 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 multi-dwelling 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

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 encourages 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

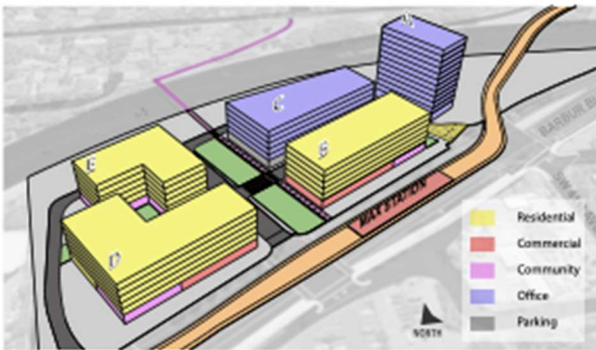
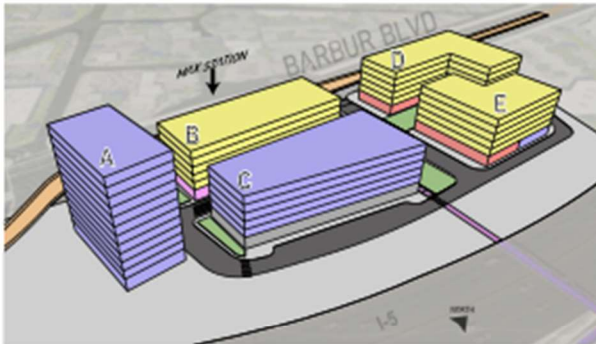
- Affordable housing required for low-income households
- Indoor community space for culture events and/or office space for nonprofit service providers
- Retail can include space for businesses providing culturally relevant goods and services (ex. multicultural market place)
- Outdoor space is aligned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

SITE PROGRAM

- Five buildings: 3 mixed use and 2 office
- 230 - 300 apartment units
- Affordable housing: 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
- 20,000 square feet of indoor community space
- 10,000 - 15,000 square feet of public open space
- 10,000 - 15,000 square feet of private open space
- 3 floors of parking with 150 - 250 stalls



Southwest View of Barbur Transit Center today



	Potential Development
	Public Open Space
	Private Open Space
	SW Light Rail Line
	Bus Lane
	Pedestrian Daily Road
	Bus Circulation
	Pedestrian Circulation

Multi-Cultural Hub with Capital Hill Library



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

Legend
 Community Services Edge
 Pedestrian Path
 Public Open Space

Mult-Cultural Hub on Huber Street



Site Program
 CM3 Zone
 Utilized FAR (5:1) Bonus
 Affordable Housing: 95,000 sf
 Community Services: 20,000 sf
 Retail: 13,000 sf

Legend
 Retail Edge
 Community Services Edge
 Flexible Street
 Public Open Space
 Private Open Space

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 Middle School, two mosques, the Islamic School of Portland, and Holly Farm Park and Capitol Hill Library adjacent to Markham Elementary School. Housing types quickly transition from the apartment complexes along SW Capitol Highway to an area of single-dwelling homes extending east to SW 35th.

Apartment complexes surrounding the mosques and civic amenities are home for a long-established Muslim community, with 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 single-dwelling area with deficiencies in pedestrian infrastructure and parks space into walkable neighborhoods with multi-dwelling buildings and a new community garden and park. 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 multi-dwelling. 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.

ACTION PLAN

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

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

ACTION KEY



Funded or within existing capacity



Lead organization supports pursuing funding



Lead organization supports exploring concept further

Short-term is 0-5 years

Medium-term is 5-10 years

Long-term is 10+ years

Goal 1A:

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

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

The Plan's zoning and development code will influence the location, type, and scale of new housing built. The majority of new housing will have market rate rents generally affordable to middle and upper-income households. Existing incentives will also mandate some regulated affordable housing for lower-income households through the City's Inclusionary Housing (IH) Program. But, as



described in the Council-adopted SW Corridor Equitable Housing Strategy (EHS), the amount of affordable housing produced through the IH Program is not enough to meet anticipated needs.

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

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

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

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

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

Goal 1B:

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

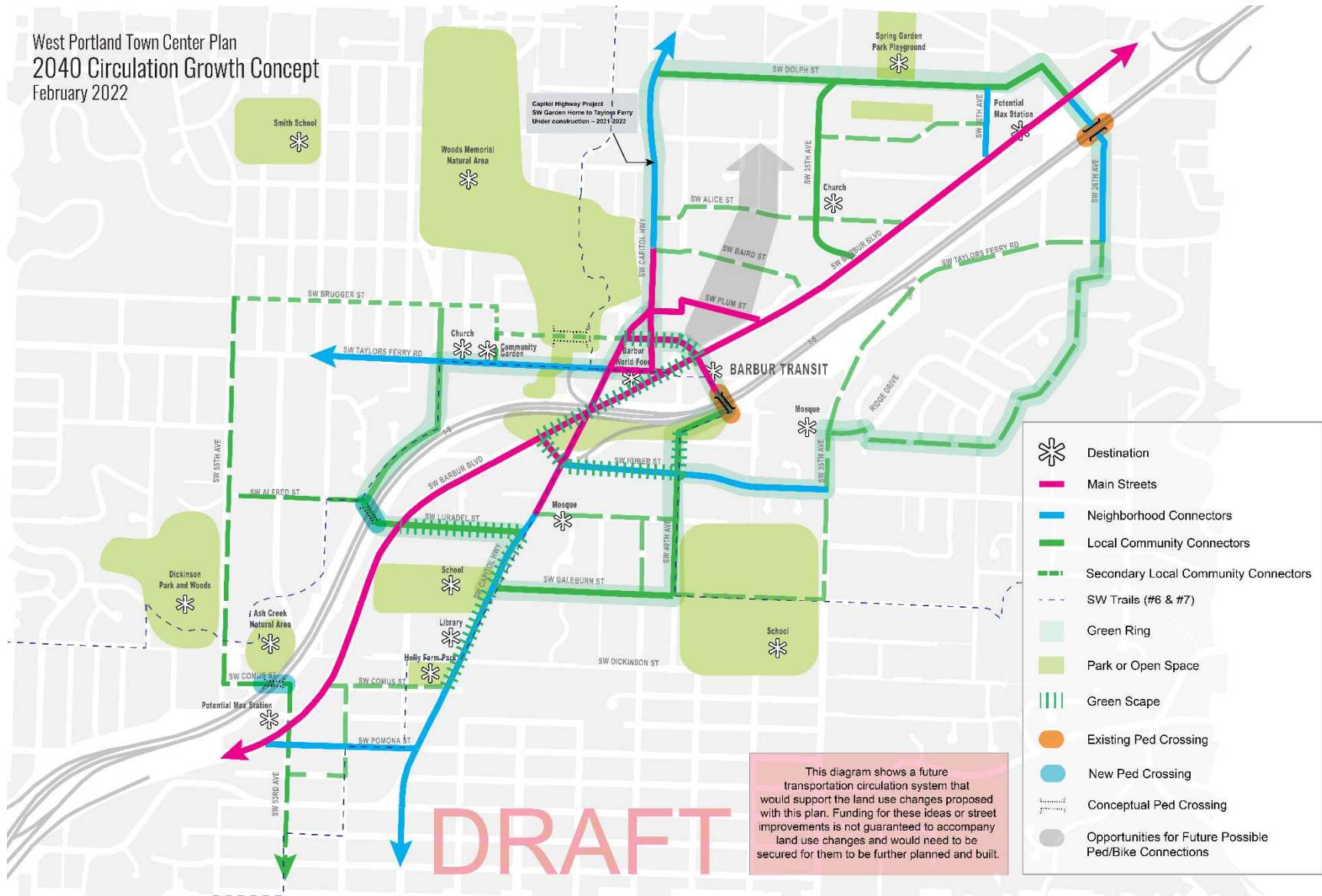
The town center is bisected by an extremely wide and auto-oriented intersection at Barbur and Capitol Hwy, lacks a connecting local street network and suffers from deferred street improvements on all street types, including major traffic thoroughfares. The proposed Conceptual Circulation Diagram below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

The WPTC Plan Circulation Concept Diagram on following page reflects many of the community's priorities noted through the town center planning process. It also includes the Barbur Boulevard improvements to be built as part of a future high capacity transit project and interim projects identified by PBOT's Southwest in Motion. See Section 4 for the coordinated growth strategy's description of early priorities for transportation and stormwater infrastructure projects.

Principal components of the proposed circulation network (see diagram) include:

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

West Portland Town Center Plan
 2040 Circulation Growth Concept
 February 2022



Draft WPTC Plan Circulation Concept Diagram. This generalized diagram is a representation of the key circulation connections and ideas for the town center. [View the full Circulation Concept diagram](#)

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

#	ACTION	IMPLEMENTATION	STATUS
5	Develop and adopt a West Portland Town Center Master Street Plan.	Agencies: PBOT , BPS, BES, PPR Timeline: Short-term	●
6	Develop and adopt a concept plan for a WPTC Green Ring. Consider integration into a larger Green Ring framework in other Portland Town Centers. Design for active transportation, recreation and health functions, including connection to existing parks and open spaces. Begin implementation along 40 th Ave and Galeburn St to connect the Barbur Transit Center with the schools, library, and other institutions along SW Capitol Highway.	Agencies: PBOT , PPR, BPS, BES Timeline: Medium-term	●
7	Develop and adopt a plan to re-align SW Collins Street where it meets Barbur and implement streetscape and circulation changes to facilitate a new pedestrian oriented commercial main street.	Agencies: BPS , PBOT Timeline: Medium-term	■
8	Analyze and develop both an interim and long-term plan for pedestrian and cycling safety solutions for the Crossroads.	Agencies: PBOT , BPS, ODOT, PPR Timeline: Short-term, medium term	■

#	ACTION	IMPLEMENTATION	STATUS
9	Study options to close, reconfigure, or re-locate I-5 ramps in SW Portland between Burlingame and Tigard, with a consideration of this Plan's goal to deprioritize vehicle traffic in the town center.	Agencies: ODOT , PBOT, BPS Timeline: Short-term	●
10	Identify a list of additional improvements for safety, access to transit, and transit operations in the Barbur corridor. Focus on improvements that ODOT and PBOT identify as priorities for funding in the near term (1-5 years), with an understanding that the road will continue to be an ODOT facility during that time.	Agencies: ODOT , PBOT, BPS Timeline: Short-term	●
11	Develop and implement a plan for improved bus circulation and bus stop facilities in the town center, including the redeveloped Barbur Transit Center. Include planning for improved bus service from the town center to surrounding commercial and community services. Use inclusive community engagement practices in bus service planning and in conjunction with light rail planning.	Agencies: TriMet , PBOT Timeline: Short-term	●
12	Pursue funding to study and pilot innovative stormwater management solutions to support stream health and build out of the transportation network.	Agencies: BES , PBOT , BPS Timeline: Short/Medium-term	●

#	ACTION	IMPLEMENTATION	STATUS
13	Design and implement a project to renovate the existing I-5 freeway pedestrian crossings behind the Barbur Transit Center and fund implementation.	Agencies: PBOT, ODOT, BPS, BES, Friends of Trees Timeline: Long-term	■
14	Initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the area.	Agencies: BES Timeline: Initiate upon adoption	★
15	Initiate an integrated a West Portland Town Center Sanitary and Stormwater System Plan that articulates area priorities and future work needed to support growth, align with transportation improvements and address sewer and stormwater management issues in the area. Plan will include a phasing strategy that will recommend implementation and sequencing of critical investments and work. <i>(Find more details in Section 4.)</i>	Agencies: BES, PBOT, PPR, PWB, BPS, BDS Timeline: Initiate upon adoption	●
16	Develop funding tools and a coordinated implementation strategy for designing, phasing, funding and building transportation, open space, and stormwater projects to serve growth in the town center, with a priority to support new affordable housing projects and the needs of residents of existing affordable housing.	Agencies: BES, PBOT, BPS, PPR Timeline: Short-term	●
17	Implement sanitary, stormwater and stream enhancement projects to serve the district. Projects will: <ul style="list-style-type: none"> Resolve capacity issues in the sanitary system. 	Agencies: BES, PBOT, PPR Timeline: Long-term	●

#	ACTION	IMPLEMENTATION	STATUS
	<ul style="list-style-type: none"> • Extend stormwater service to areas of anticipated development. • Provide additional conveyance facilities and regional facilities. • Mitigate impacts of stormwater discharge to local streams. • Provide capacity in down-system facilities to support future development. 		

Goal 1C:

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

The town center area today has over 70 businesses, including a number beloved by the community and some that provide culturally specific goods and services. However, due to the design of traffic circulation in the area 100% of the buildings these businesses occupy are auto-oriented, many with large parking lots and drive throughs. There is also a concentration of gasoline stations and auto service businesses in the area. This limits the types of other services and uses that are available in

the area. The community desires more variety of commercial services and the ability to walk, bike or roll to meet their daily needs.

Creating distinct commercial areas in the northern and southern part of the town center that are designed for residents and workers to walk to will help establish the identity and character of the area. Proposed land use regulations allow a level of population growth over time to support the demand for new and more varied commercial services.

#	ACTION	IMPLEMENTATION	STATUS
1	Adopt zoning map changes that expand the area of mixed-use development allowing for a greater number of commercial enterprises in the town center.	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt zoning map changes to identify streets where ground floor active uses are required, to support commercial activity in the central areas of town center.	Agencies: BPS Timeline: Adopt with plan	★

#	ACTION	IMPLEMENTATION	STATUS
3	Adopt plan district standards for new development that establish a range of coherent and distinguishing characteristics for the town center’s commercial main streets and that support small business needs together with a shift to a more pedestrian-oriented development pattern and streetscape.	Agencies: BPS Timeline: Adopt with plan	★
4	Adopt plan district regulations to encourage new development that supports small business and affordable commercial opportunities, including local minority/women-owned businesses.	Agencies: BPS Timeline: Adopt with plan	★
5	Pursue redevelopment of the Barbur Transit Center to extend the commercial and retail services on the new commercial main street on SW Collins Street.	Agencies: TriMet , Prosper Timeline: Short-term	●

Goal 1D:

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



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

Along with roadways, public spaces can be the connective tissue between uses in an area. These are the public plazas

and parks, the spaces between the street and buildings, and the bus stops or light rail station. They provide a backdrop for activity of all types that support a vibrant center and should be designed to prioritize socializing and physical activity.

See Goal 2E and associated actions for more on parks, recreation, and the urban forest.

#	ACTION	IMPLEMENTATION	STATUS
1	Adopt plan district regulations that leverage the requirements of the Design overlay to require development elements that respond to the area’s character and natural assets into the built environment.	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt plan district regulations that require development to integrate environmental features into the overall site design that contribute to area character, enhance stormwater management, reduce air pollution and temperatures, improve public healthy and quality of life, and mitigate impact to the area’s natural systems.	Agencies: BPS, BES, PPR Timeline: Adopt with plan	★

<p>3</p>	<p>Design the new commercial main street on SW Collins Street to provide a visual connection to Woods Memorial Park on its west end.</p>	<p>Agencies: BPS, PBOT, PP&R</p> <p>Timeline: Adopt with plan</p>	
<p>4</p>	<p>Ensure Barbur Transit Center redevelopment plans account for a publicly accessible viewpoint of Mt. Hood and publicly accessible open space.</p>	<p>Agencies: TriMet, Prosper, PPR</p> <p>Timeline: Short-term</p>	

SECTION 3: COMMUNITY VISION 2: “STRONG PEOPLE AND COMMUNITIES”

VISION:

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

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

COMMITMENT TO HEALTH EQUITY

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

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

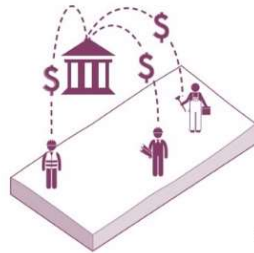
- **Community stability through preserving and creating new healthy and affordable housing.** Reducing housing cost burden for low-income households can alleviate chronic stress from the fear of being displaced from their homes and social support networks.
- **Economic opportunity for those left out of our region's economic prosperity.** Income is one of the strongest and most consistent predictors of health and disease. Connecting low-income residents to education and training for jobs that pay a living wage such as at PCC and OHSU will reduce poverty. Equitable public contracting processes and creation of smaller commercial and retail spaces help build wealth within communities of color.
- **Strengthen social cohesion through gathering spaces and programs for culturally specific and cross-cultural community building.** Communities with gathering spaces and activities which give people opportunities to gather with their own culture or bring multiple cultures together are more likely to develop a sense of trust and connection known as social cohesion. Social cohesion reduces morbidity, builds social and political capital, and can increase economic opportunities for individuals

- **Support access to healthy grocery options and culturally specific food.** Maintaining the presence of existing grocery options and encouraging new food markets that serve culturally diverse communities to open in the town center are critical steps to meeting the nutritional needs of residents.
- **Increase political voice and cultural solidarity for immigrant communities.** Building the capacity of culturally specific organizations and their leaders can increase the services available and strengthen the sense of cultural identity tied to the town center.

STRONG PEOPLE AND COMMUNITIES

INCREASE POLITICAL VOICE AND CULTURAL SOLIDARITY FOR IMMIGRANT COMMUNITIES.
Building the capacity of culturally specific organizations and their leaders.

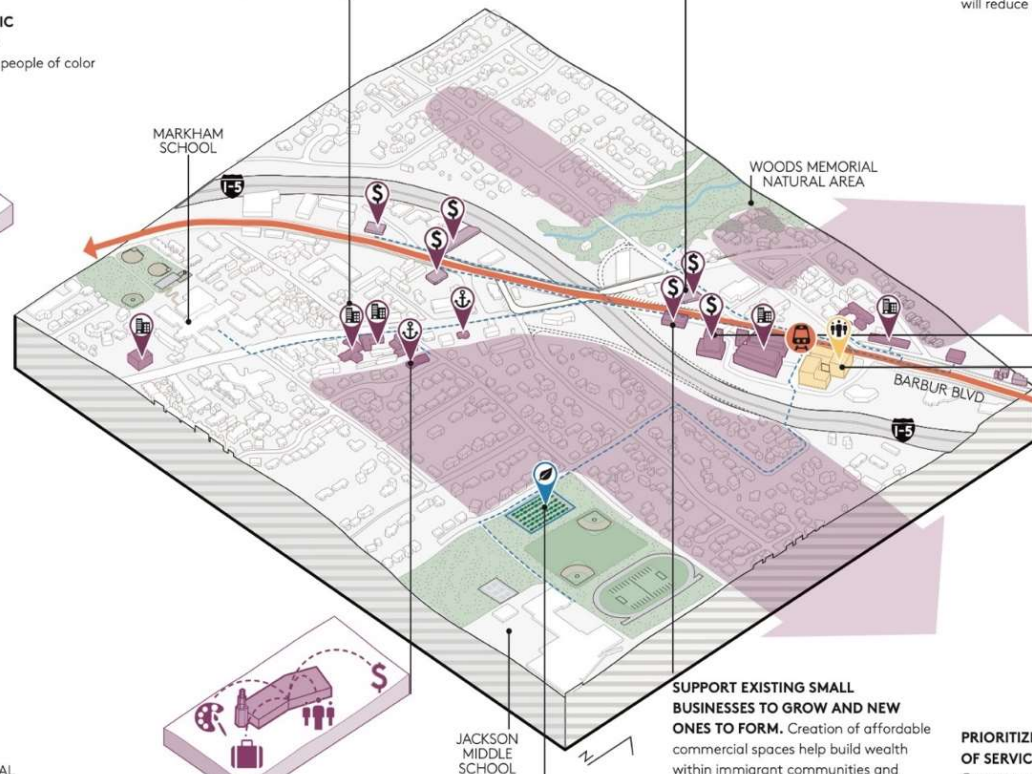
BUILD WEALTH BY DIRECTING PUBLIC CONTRACTS TO LOCAL BUSINESSES
Prioritize those owned by or employing people of color



PRESERVE MARKET RATE APARTMENTS serving low-income households. Housing affordability is critical for the community stability of the East African and Arab Muslim immigrant communities living near the mosque.

SUPPORT GROCERS TO PROVIDE CULTURALLY RELEVANT, AFFORDABLE, AND HEALTHY FOOD including the Barbur World Foods. Encourage a halal grocer to locate in the town center.

TRAIN LOW-INCOME RESIDENTS TO WORK IN INDUSTRIES PROVIDING QUALITY JOBS
Connecting low-income residents to education and training for jobs that pay a living wage such as at PCC and OHSU will reduce poverty.



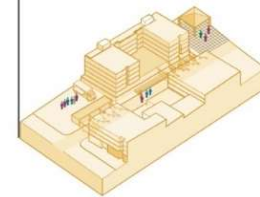
- LEGEND**
- LIGHT RAIL
 - CONNECTIONS TO TRANSIT
 - LOW-COST MARKET RATE APARTMENTS
 - REZONE TO MEDIUM DENSITY RESIDENTIAL
 - COMMUNITY ANCHOR
 - LOCAL BUSINESSES
 - COMMUNITY GARDEN
 - COMMUNITY GATHERING SPACE

WORK WITH EXISTING CULTURAL ANCHORS
Support local institutions serving the Muslim community to continue to provide services to their members

CREATE COMMUNITY GARDEN. Support access to healthy food and community building activities.

SUPPORT EXISTING SMALL BUSINESSES TO GROW AND NEW ONES TO FORM. Creation of affordable commercial spaces help build wealth within immigrant communities and communities of color. Additional help for entrepreneurs to access to capital.

PRIORITIZE PUBLIC LAND FOR A MULTI-CULTURAL HUB OF SERVICES AND AFFORDABLE HOUSING. Barbur Transit Center can redevelop as an anchor of the town center's multi-culturally identity, providing much needed affordable housing, human services, a multi-cultural market place, and indoor/outdoor gathering spaces in addition to its transit function.



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

POLICIES TO GUIDE AND SUPPORT THE VISION FOR STRONG PEOPLE AND COMMUNITIES

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

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

Community engagement:

During the implementation of the West Portland Town Center Plan the City seeks social justice by expanding

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

- *meaningful participation and representation in City decision making processes and structures such as future processes to plan for the redevelopment of the Barbur Transit Center and the transportation solution to the Crossroads (WPTC 11)*
- *access to capacity building resources to develop relationships, knowledge, and skills to effectively participate in development processes (WPTC 12)*

Affordable housing and displacement:

The City is committed to expanding the supply of affordable housing and mitigating involuntary displacement of low-income households and communities

of color as a result of the expected neighborhood change from the West Portland Town Center Plan. This means:

- *use the public investments in transportation improvements such as new high capacity transit service to mitigate the impacts of displacement pressures through provision of publicly owned land for affordable housing (WPTC 13)*
- *use planning tools and investments to protect the socioeconomic diversity and cultural stability of the established immigrant and refugee communities by encouraging retention of existing unregulated affordable rental housing in apartment buildings and incentivize their long-term affordability. (WPTC 14)*
- *increase renter protections and direct funding for health, safety and stability in the face of displacement pressures (CP 5.54)*
- *use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing (CP 5.53)*

Economic and workforce development:

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

- *Reducing poverty by aligning economic and workforce development investments with human services, transportation, housing, and education (CP 6.29)*
- *Encourage a future tax increment financing district to primarily benefit existing residents and businesses through protection from displacement pressures (CP 6.32)*
- *Leverage plans and accompanying investments to encourage contracting with minority-owned and woman-owned businesses (WPTC 15)*
- *Engage broad and collaborative economic development partnerships to achieve the town center's equitable development goals (WPTC 16)*
- *Prioritizing employment uses in parts of the town center to support employment types that provide quality jobs (WPTC 17)*
- *Support equitable access to workforce training and employment opportunities for black, indigenous and people of color ("BIPOC"). And immigrant residents in the town center (WPTC 18)*
- *Encourage and support development of affordable commercial space for small businesses owned by immigrants and refugees (WPTC 19)*

Multi-cultural amenities

- Enhance and celebrate the significant places of the town center with symbolic features that reinforce the local multi-cultural identity and contribute to wayfinding throughout the town center (CP 3.11)
- Ensure public plans and infrastructure investments incorporate public art, culture, and performance arts. Incentivize public art in as part of private development projects. (CP 4.59)
- *Use land use regulations and public resources to support development of a Multicultural Hub of culturally relevant services, affordable housing human services, and businesses to complement the area's multi-cultural identity and growing residential character. Examples of cultural attractions could include a multi-cultural center and/or multi-ethnic food and marketplace. (WPTC 20)*

Health equity

- *Local government's investments to reduce carbon emissions and increase the town center's resilience to climate change benefit low-income people and communities of color (WPTC 21)*
- Ensure that community gardens are available to people living in areas zoned for mixed-use or multi-dwelling development (CP 4.88). *Seek co-location of community gardens with public school campuses. (WPTC 22)*
- *Support existing grocers to stay in the town center and provide affordable healthy food choices that meet the residents' diverse cultural needs. (WPTC 23)*
- *Integrate green infrastructure into public infrastructure projects, where appropriate, and private development along Barbur and I-5 to buffer residents and workers from noise and air pollution. (WPTC 24)*

ACTION PLAN

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

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

ACTION KEY



Funded or within existing capacity



Lead organization supports pursuing funding



Lead organization supports exploring concept further

Short-term is 0-5 years

Medium-term is 5-10 years

Long-term is 10+ years

Goal 2A:

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

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

All of the City's available tools and partners are needed. Historically few of the City's affordable funding resources

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

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

#	ACTION	IMPLEMENTATION	STATUS
1	Make zoning map changes and adopt a plan district subdistrict with regulations designed to encourage retention of market-rate apartment buildings serving low-income households unless they redevelop with regulated affordable housing	Agencies: BPS Timeline: Adopt with plan	★
2	Adopt plan district regulations to preserve and incentivize the affordability of market-rate apartments serving low-income households by allowing development capacity (FAR) to be transferred from affordable apartments to new development sites in mixed-use areas of the city	Agencies: BPS, PHB Timeline: Adopt with plan	★
3	Per the EHS, identify market rate apartment buildings serving low-income households in the town center for acquisition	Agencies: Meyer Memorial Trust, Network for Oregon Affordable Housing Timeline: Ongoing	★
4	Per the EHS racial equity policies, prioritize funding for housing development providers with demonstrated experience in serving culturally specific populations if they seek to acquire and preserve market rate apartments serving low-income households. Housing providers can also apply for Portland Clean Energy Funds to retrofit buildings for energy efficiency, upgrade the properties and reduce utility costs while maintaining affordability	Agencies: PHB, PCEF <i>Applications for funding will be considered through city-wide competitive processes</i> Timeline: Short-term	●

#	ACTION	IMPLEMENTATION	STATUS
5	Work with landlords and tenants of market rate apartment buildings serving low-income households to inspect and upgrade health and safety conditions without displacing tenants.	Agencies: BDS, CAT Timeline: Short-term	●
6	Per the EHS, provide funds to cultural organizations for anti-displacement services. Services identified in the SW Corridor Equitable Housing Strategy include: <ul style="list-style-type: none"> • Legal support • Tenant counseling • Landlord training • Rent assistance 	Agencies: PHB <i>Tenant services are available city-wide</i> Timeline: Ongoing	●

Goal 2B:

Create opportunities for community and cultural spaces to thrive.

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

Culturally specific gathering spaces can be cultural anchors serving a critical role in preventing displacement.

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

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

#	ACTION	IMPLEMENTATION	STATUS
1	Adopt a Plan District with a Multicultural Community and Commercial Subdistrict with unique regulations providing development incentives to increase the financial feasibility of including community meeting rooms and large event space in mixed-use development.	Agencies: BPS , BDS Timeline: Adopt with plan	★
2	Include art that is by, or reflective of, the town centers' immigrant community, indoor multi-cultural community gathering space, a senior center, an outdoor plaza, and/or open space that can accommodate public events with redevelopment of the Barbur Transit Center.	Agencies: TriMet , Prosper, RAAC, PPR, Metro, SWEC Timeline: Short-term	●
3	Work with local residents and immigrant artists to incorporate culturally-based art, signage, way finding, and events in public spaces. Incorporate community-centered art and culture into development. Seek funding from Metro's Community Placemaking Grants Program and the Regional Arts Council's Public Art Program. Work with TriMet to incorporate art into the Barbur Transit Center redevelopment.	Agencies: HAKI , Neighborhood House , PBOT, PPR, RAAC, ODOT, TriMet, Metro Timeline: Short-term	●
4	Work with local BIPOC residents and immigrants to design public spaces and placemaking projects to be welcoming, inclusive and safe from discrimination. This can include public right away projects planned for in Goal 1B.	Agencies: Civic Life's Community Safety Program, PBOT, PPR, ODOT, TriMet, Metro Timeline: Ongoing	★

#	ACTION	IMPLEMENTATION	STATUS
5	Support relationship building activities between the Town Center’s immigrant communities with other immigrant and refugee, BIPOC and Muslim communities in other parts of the city.	Agencies: Civic Life’s Immigrant & Refugee Program Timeline: Ongoing	●
6	Provide neighborhood associations with training on the “History of Racist Planning in Portland” report and provide opportunities for community dialogue. Other community groups will be provided the training upon request.	Agencies: BPS, Fair Housing Council of Oregon, Civic Life’s Constructing Civic Dialogues program Timeline: Short-term	★

Goal 2C:

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

The disparities in income and poverty in the town center make it clear that we can no longer assume “all boats rise with a rising tide” as improvements are made.

Commercial displacement and job opportunities weighted toward low-wage retail are undesirable outcomes as the town center becomes more desirable for investors. A new model for inclusive economic development using a racial equity lens is needed.

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

- multi-cultural market-place similar to the Mercado on SE Foster Avenue
- new or affordable commercial space for small businesses, including childcare

- nonprofit office space or flexible event space for community services
- technical and financial assistance for small businesses providing culturally relevant good and services such as a halal grocer.

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

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

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

#	ACTION	IMPLEMENTATION	STATUS
	commercial space for neighborhoods serving businesses (such as Mercy Corps' East Portland Community Investment Trust model).		
7	Per SWEDS, inventory and survey small businesses to establish needs for anti-displacement financial and technical resources and related community economic development capacity building needs (such as the Neighborhood Prosperity Network model)	Agencies: Prosper Timeline: Short-term	●
8	Recruit and retain community serving retailers and small businesses, such as a halal grocery store as part of the Multicultural Hub development and support for existing grocers as a key retail anchors in the West Portland Town Center	Agencies: Prosper Timeline: Short-term	●
9	Encourage and publicly report on public contracts to businesses owned by people of color and women consistent with public agencies' social equity in contracting policies and goals	Agencies: TriMet, ODOT, BES, PBOT, PHB, PPR Timeline: Short-term	★
10	Connect residents from the town center's BIPOC and immigrant communities to workforce training programs and opportunities, with a particular focus on youth trainings (such as Worksystems Economic Opportunity Initiative)	Agencies: IRCO, Worksystems Inc., OHSU, Prosper Timeline: Short-term	●

Goal 2D:

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

Much of the success of this Plan will be determined by the community’s capacity to organize and work together to influence private development, take on implementation of Plan actions, and also advocate for consistent levels of public funding. The town center does not have a place-based organization whose mission is to bring residents

and organizations together for the greater good. Prosper’s Neighborhood Prosperity Initiative is a model worth exploring to stand up a backbone organization charged with coordinating community development activities in the town center.

#	ACTION	IMPLEMENTATION	STATUS
1	Host annual community events to report on progress toward racial equity goals and refine priorities of the town center’s BIPOC and immigrant communities. Invite neighborhood associations and other organizations to build relationships and identify opportunities to collaboratively advocate for shared racial equity goals.	Agencies: SWEC, Civic Life’s Immigrant & Refugee Program Timeline: Ongoing	●
2	Adopt plan district regulations that require notice of development to be sent to the Southwest Equity Coalition (SWEC) in addition to the long-standing requirement for neighborhood associations	Agencies: BPS, Civic Life, BDS, SWEC Timeline: Adopt with plan	●
3	Host a land use and real estate development leadership cohort in SW Portland for low-income residents and leaders from BIPOC communities.	Agencies: SWEC, BPS, Prosper, PHB Timeline: Short- term	●

#	ACTION	IMPLEMENTATION	STATUS
4	Seek funding and opportunities to build community cohesion and relationships across cultures. Possible future funding opportunities include Civic Life’s Constructing Civic Dialogues program. National support and resources through Civic Life’s participation in Welcoming America, Cities4Action, and other immigrant integration networks could be leveraged in support of social cohesion activities.	Agencies: Civic Life’s Immigrant & Refugee Program, MC Health Department, local faith communities Timeline: Ongoing	●
5	Establish an opportunity for SWEC to provide an annual, or biennial, report to City Council on the progress and activities related to the West Portland Town Center Plan, for a 10-year period.	Agencies: SWEC, Community members, BPS and other agencies as related to specific actions Timeline: Short and medium term	●

Goals 2E:

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

The town center has as many amenities to support human and environmental health as it does hazards to mitigate, including the existing freeway and its ongoing air quality and noise impacts. Human health is supported by ongoing day-to-day healthful options, a healthy environment and access to needed supports and services.

In or near the town center, abundant natural areas are a rich opportunity to support public health. However, these areas are hard to access without a car. Non-vehicular access to natural areas needs to be improved through natural area trail and signage improvements as well as pedestrian infrastructure improvements to connecting routes. Existing and expanded environmental education programs, aimed towards youth, immigrants, and refugees, will help connect community members with nearby natural areas like Maricara, Woods Memorial, and Ashcreek.

These areas however do not provide the same community gathering or recreational amenities that developed park spaces offer. There are a number of parks and school

fields in the area but a deficiency in programmed, developed park space still exists.

The area would benefit from improved provision of, and access to, developed park recreational experiences, such as play areas, basketball courts, community gardens, and larger plaza spaces to support community gathering to serve a growing community. Proposals, whether on commercial or public properties, including school sites and any new open spaces in the area, should consider these needs when planning, and designing future changes.

The area's open spaces have a concentration of the area's tree canopy as well. Significant gaps in the tree canopy are found where auto-oriented transportation infrastructure and paving is concentrated, especially in the central area of the town center, along Barbur and other larger streets. Growing and enhancing the urban forest in these areas would benefit human and environmental health, including better health equity outcomes through cooling during extreme heat events.

Finally, while a number of small private health service providers operate in the town center there is no longer a medical clinic in southwest Portland that serves low-income households without insurance. Some of these residents now commute to Virginia Garcia Health Center in Beaverton for these services and would benefit from public health services in the area.

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

#	ACTION	IMPLEMENTATION	STATUS
1	Adopt development regulations that require a landscaped setback buffer with redevelopment of properties that abut the I-5 corridor.	Agencies: BPS Timeline: Adopt with plan	■
2	Explore expansion of tree and landscape buffer options on I-5 adjacent properties owned by ODOT in the town center.	Agencies: ODOT, BPS, Timeline: Short-term, ongoing	●
3	Explore development of a coordinated street tree plan for the area in conjunction with high capacity transit improvements along Barbur and explore a program to support public tree planting and maintenance efforts in the area.	Agencies: BPS, PPR-UF, PBOT, TriMet Timeline: Medium-term, ongoing	●
4	Explore options for establishing community gardens. Engage immigrant communities to design and program gardens in a culturally relevant	Agencies: PPR, PPS, Neighborhood House	■

#	ACTION	IMPLEMENTATION	STATUS
	manner. Work with Neighborhood House to explore programming a portion of the garden for their food pantry and using a volunteer run management model.	Timeline: Short-term, ongoing	
5	Develop funding tools and an implementation strategy for funding, acquiring land, designing, and constructing a new park near the southeast quadrant of the town center and/or establish partnerships to expand publicly accessible open spaces and recreation assets to serve growth, with a priority to support new affordable housing projects and the needs of residents of existing affordable housing.	Agencies: PPR , BPS, Prosper Portland, PBOT, TriMet Timeline: Medium-term	●
6	Explore funding opportunities to contribute to physical improvements that support personal and community health.	Agencies: MC Health Department , BPS Timeline: Short-term, ongoing	●
7	Seek funding for a public medical clinic in area, as well as for prevention workshops and healthy activities.	Agencies: MC Health Department , BPS Timeline: Short-term, ongoing	■

#	ACTION	IMPLEMENTATION	STATUS
8	Make Wilson High School health clinic open to the public and include mental health services.	Agencies: PPS, MC Health Department Timeline: Short-term, ongoing	■
9	Plan for emergency services such as food pantry, household and school supplies, clothing, and other essential needs to be provided within the town center. Seek opportunities to co-locate these services with development of affordable housing and other community amenities.	Agencies: Neighborhood House , Multnomah County Department of Human Services Timeline: Short-term, ongoing	●
10	Develop a Community Energy Plan to use conservation and generation projects to lower energy bills, help people stay in their homes, build wealth and community assets, and foster community resiliency.	Agencies: SWEC, UniteOregon, Community Alliance of Tenants, HAKI, and CPAH , PCEF Timeline: Short-term	★



SECTION 4: IMPLEMENTATION

FROM PLAN TO REALITY

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

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

COMMUNITY DEVELOPMENT IMPLEMENTATION

Achieving this plan's community development goals and actions depends on the availability of public sector resources for affordable housing, equitable economic development, urban infrastructure, health equity and community capacity building. Private market actors will also have a critical role in achieving positive outcomes for the community. These investments will be intentional in centering the needs of residents excluded from economic opportunity together with workers and small businesses owned by Black, Indigenous and people of color (BIPOC) through clear goal setting and recommended actions, ongoing community engagement and strategic partnerships. Plan actions related to the community development elements of the plan are found under Goals 2A through 2E.

Increased property values and real estate market strength projected to result from future public investment in transit and increased development capacity from zoning changes comes with an expectation to provide public benefits defined through the community engagement process. The private market will play a substantial role in providing these

benefits. Anticipated benefits are codified in the Portland Zoning Code as part of the West Portland Multicultural Plan District described in the next section and detailed in Volume 2.

Public sector investments will also play a critical role in supporting community based and led investments to accomplish said benefits. Implementing major community development priorities in this plan requires:

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

Below is a significant, though non-exhaustive list of public funding sources and program that may be available to help implement the Plans' goals. Partnering with organizations led by and accountable to community leaders from BIPOC communities to identify priority public investments is critical to ensuring investments have equitable outcomes and is a commitment from local government.

POTENTIAL NEW FUNDING OR RESOURCES

FUNDING OR RESOURCE	AUTHORIZING BODIES
A new SW Portland Tax Increment Financing District and community leadership in TIF district administration (see appendix 8 and 9 for details)	Prosper Portland Commission and City Council ordinances
Seed a land and property acquisition fund for affordable housing via budget appropriation (see appendix 8 for details)	Metro Council or Portland City Council
Establish a regional anti-displacement program	Metro Council ordinance
Discount or donate publicly owned land for affordable housing and community economic development projects (see appendix 8 for details on TriMet’s future surplus properties and ODOT’s Barbur Transit Center)	TriMet Board approval and State Legislature approval

EXISTING CITY-WIDE OR REGION-WIDE PROGRAMS AND FUNDING

PROGRAM OR FUNDING	DESCRIPTION
City of Portland/BPS – Portland Clean Energy Community Benefits Fund	\$40-60 million in annual funding for <u>climate action</u> that advances racial and social justice programs: clean energy projects, green infrastructure projects, clean energy jobs training, and programs that both reduce greenhouse gases and promote economic, social and environmental benefits.
City of Portland/PHB – Development Loan Program	Local and regional funding (ex. City and Metro housing bonds) awarded as loans to developers of regulated affordable housing through a competitive Notice of Funding Availability process.
City of Portland/PHB – Rental Services Office	Technical assistance for renters and landlords on Mandatory Renter Relocation Assistance , tenant-landlord law, and additional renter protections
City of Portland/Prosper Portland – Inclusive Business Resources Network (IBRN)	A network of 20+ business development organizations that provide numerous small business services at no cost. Partners include organizations embedded within communities of color and services are prioritized for entrepreneurs of color, immigrants, women founders and other underrepresented communities.
City of Portland/Prosper Portland - PropertyFit Financing	PropertyFit offers qualifying commercial, industrial, and multi-family property owners affordable, long-term financing for energy efficient and renewable energy related building improvements.
City of Portland/Prosper Portland – Business Finance Program	A variety of flexible loans for working capital, equipment purchases and other appropriate business needs.

PROGRAM OR FUNDING	DESCRIPTION
Prosper Portland – Youth & Adult Workforce Partnerships	Prosper Portland, in collaboration with Worksystems, Inc. (WSI), funds youth and adult workforce development programs for low-income Portlanders, helping them to better connect and compete in the regional economy. WSI administers the workforce development programs through a network of service providers.
Office of Community and Civic Life – New Portlanders Program	Funds nonprofit organizations to provide social, educational, health, legal, and advocacy services for immigrants. Support the New Portlanders Policy Commission and Portland United Against Hate coalition.
Office of Community and Civic Life – Constructing Civic Dialogues	Funds nonprofit organizations to provide free trainings and events for residents to have civic dialogues
Office of Community and Civic Life – Community Safety Program	Staff support and grants to community groups to address public safety solutions, such as emergency preparedness, personal safety, and community advocacy.
Metro – TOD Program	Metro acquires and owns properties in transit-served areas and provides grants to developers to create affordable and mixed-use projects near transit
Metro Place Making Program	Grants for community groups to create art projects and events
Metro – 2040 Planning and Development Grants Program	Grants for cities and communities to plan for all types of housing and equitable growth in neighborhoods
TriMet TOD Program	Provides technical assistance and financial support for TOD on properties that are no longer needed for TriMet construction or operations

COORDINATED GROWTH STRATEGY FOR ZONING AND INFRASTRUCTURE

This Plan's growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades, as an expected 4,300 new housing units are built, and 3,500 new jobs locate in the town center.

Based on existing conditions and market analysis, public infrastructure investments and improvements in the WPTC will likely be the primary drivers of how, where and when the area will change and grow over time. While zoning allows for possible redevelopment the town center is not expected to attract significant private investment interest until more infrastructure is in place, given that some areas of the town center have significant stormwater, park, and transportation infrastructure deficiencies, and thereby costs. Considering these factors, a slower and more strategic approach to growth is needed.

The growth strategy focuses early change and growth around the corridors and the two commercial and community nodes to align with the greatest number of Community Goals, especially affordable housing and future transit investments on Barbur. It is designed to:

1. Support town center's vision for a multicultural and economically diverse neighborhood that promotes public health and equitable economic and community development.

2. Support growth goals similar to other town centers in Portland.
3. Set early community expectations and signal City priorities for realizing the vision in years 0 through 10, 10 through 20, and beyond.

The graphics on pages 95-97 show the proposed sequencing of zoning and public infrastructure projects. The complete list of new and modified projects in the Transportation System Plan can be found beginning on page 106, with more background information on stormwater considerations in Appendix E. More about how infrastructure is built and funded can be found in the next section.

New regulations and two phases of rezoning set stage for incremental infrastructure improvements

1. **Phase I zoning changes**, to be set in place with adoption of the Plan include but are not limited to the following:
 - a. *Value capture for equitable benefits*. Existing zoning is retained for mixed-use areas, with added bonuses to provide additional development capacity and

height comparable to CM3 in exchange for public benefits such as affordable housing, affordable commercial space, and community space.

- b. *“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 or they can redevelop at the same scale (or remodel) with no affordability. These low-cost apartments currently serve about 600 households.
- c. *Upzoning for inclusion.* Single dwelling areas are upzoned to RM1 or RM2 with new regulations that may encourage use of Inclusionary Housing incentives.
- d. *Pair zoning changes with infrastructure* Challenging local streets and stormwater receive new

Comprehensive Plan designations for multi-dwelling. These properties would be eligible for rezoning when a strategy is developed to address the stormwater system and right of way improvement needs of new development.

- 2. **Phase II zoning** to occur 10 to 15 years later for Comprehensive Plan designated properties upon completion of the following:
 - a. Stormwater and sanitary system needs assessment and plan articulating projects to support growth
 - b. New right of way design standards and a town center master street plan.
 - c. Coordinated implementation strategy for transportation and stormwater projects on arterials.

Sequence public infrastructure projects

A series of early project priorities are recommended with the town center plan. These priorities were identified by City staff based on community priorities shared through outreach and surveys in the Spring and Fall of 2020, viability of funding, equity goals, connectivity, redevelopment potential, and BES-PBOT coordination needs and opportunities. See the Transportation System Plan (TSP) table in the following section for more detailed descriptions, including stormwater components.

PRIORITIES IN YEARS 0 TO 10 INCLUDE:

- Improvements on SW Huber, Taylors Ferry Rd., and Plum St
- Interim low-cost (Phase 1) Crossroads intersection improvements while working with ODOT on a long-term solution
- Upgrades to the Barbur Transit Center I-5 pedestrian bridge and study reconfiguration or removal of the I-5 ramps
- Near term safety and transit access improvements on Barbur
- Revised strategy for high-capacity transit on Barbur, in collaboration with Tri-met and Metro
- Green Ring segments on SW 40th Ave and Galeburn St to connect the transit center via the I-5 pedestrian bridge with the schools, parks, mosques, and library in

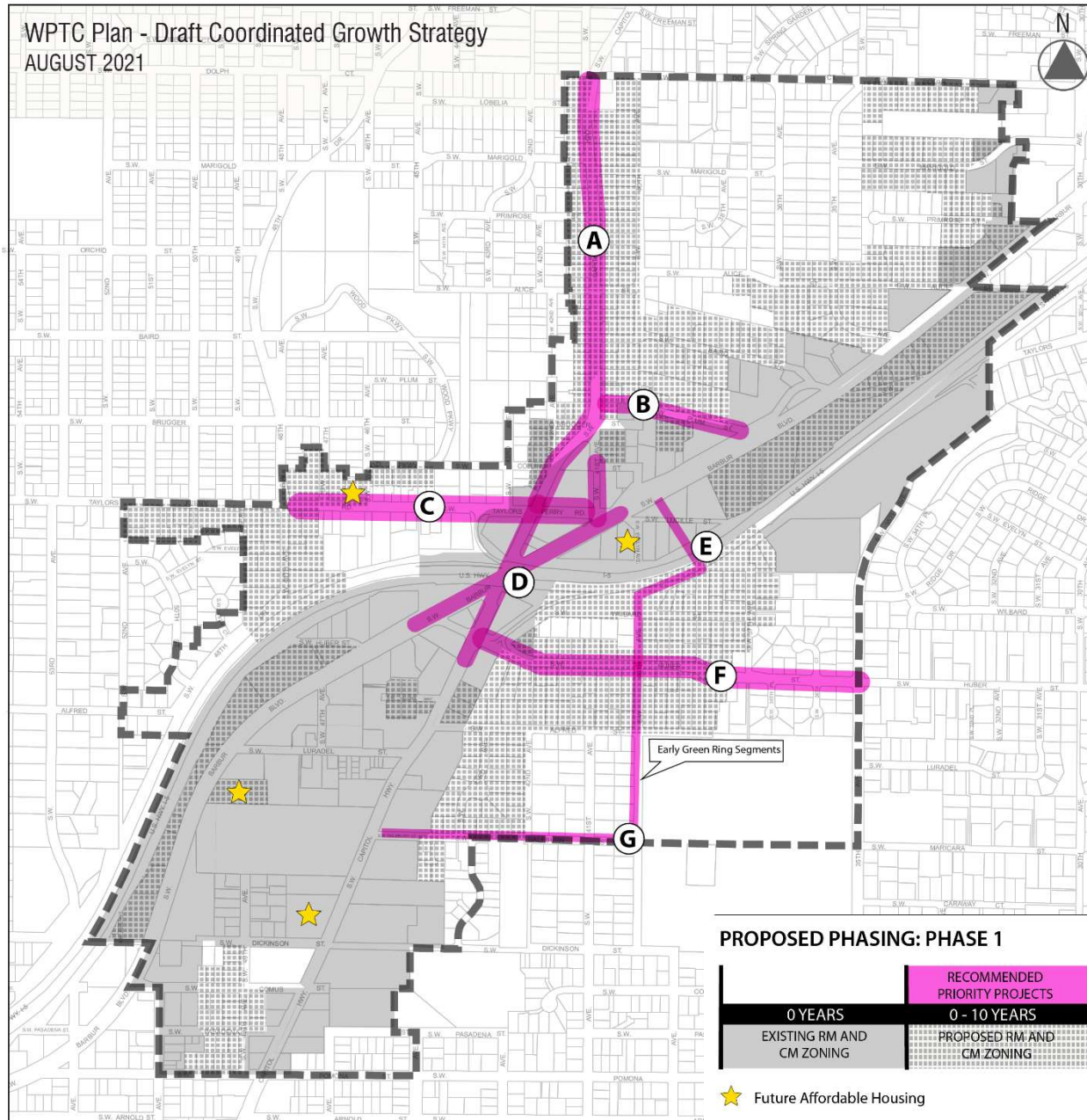
the southern town center area where many of the area's immigrant households live

PRIORITIES IN YEARS 11 TO 20 INCLUDE:

- SW Corridor high capacity transit service and related facilities, including improvements along SW Barbur Boulevard
- Redesign and alignment of SW Collins St
- Improvements on SW Baird St and 41st Ave
- Design and improvement of the Taylors Ferry frontage road as a "shared street" or promenade
- Permanent (Phase 2) Crossroads intersection improvements for all users

The Green Ring is expected to be developed incrementally. Additionally, this list represents TSP projects which typically do not include improvements on local streets, such as neighborhood greenways, which is generally the level of improvement anticipated for the Green Ring.

PROPOSED PHASE 1 – Projects and Zoning

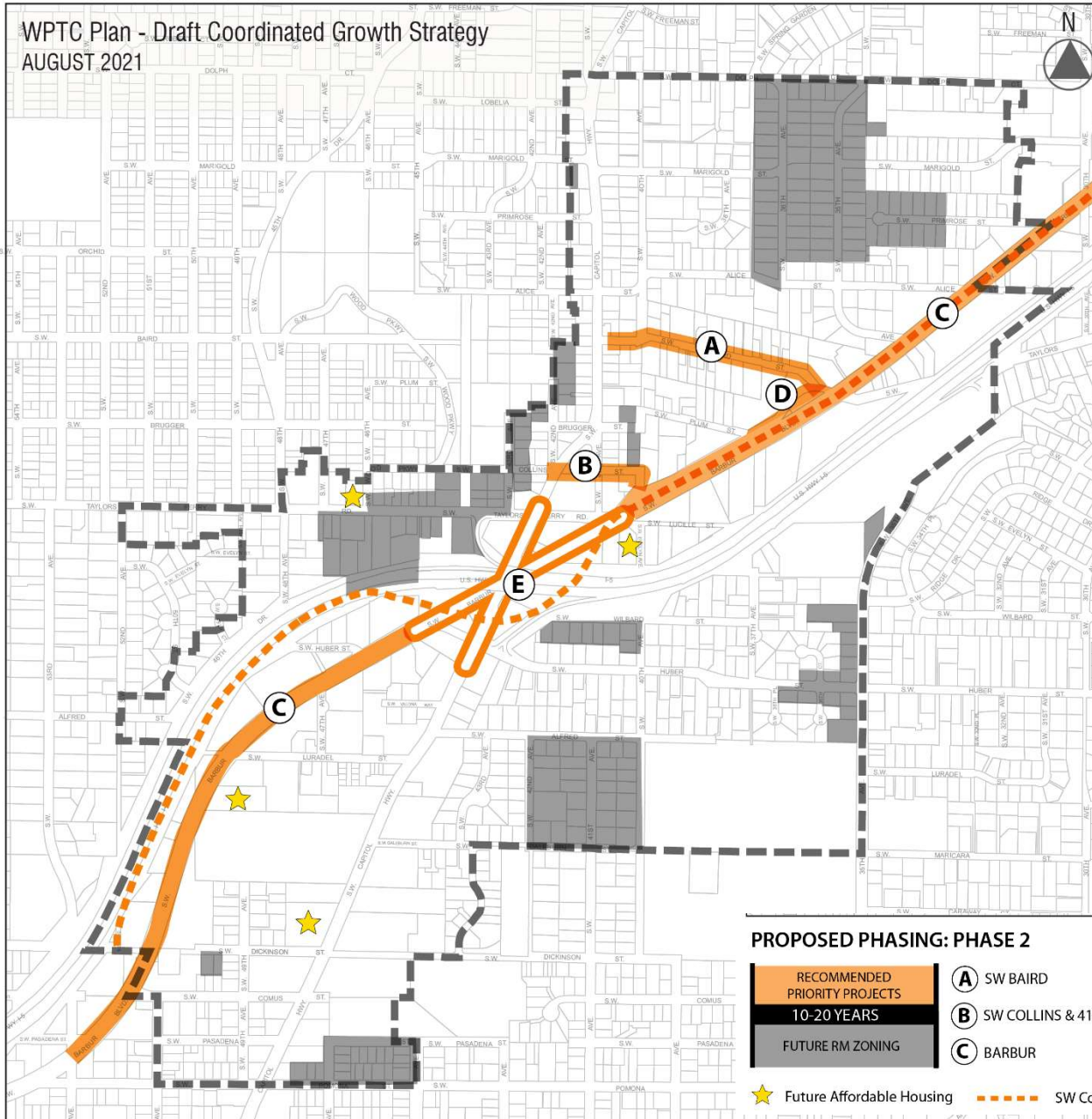


PROPOSED PHASING: PHASE 1

0 YEARS EXISTING RM AND CM ZONING	RECOMMENDED PRIORITY PROJECTS 0 - 10 YEARS PROPOSED RM AND CM ZONING	A SW CAPITAL HWY.	D CROSSROADS INTERIM	G GREENWAY AT SW GALEBURN + 40TH
		B SW PLUM	E BTC I-5 PED BRIDGE	
		C SW TAYLOR'S FERRY	F SW HUBER	

★ Future Affordable Housing

PROPOSED PHASE 2 –
Projects and Zoning



ONGOING STRUCTURE FOR COORDINATED INFRASTRUCTURE PLANNING AND FUNDING

BPS will continue to convene staff level coordination for the town center's planning and infrastructure priorities in years 0 to 10 including:

- Capital project planning for improvements listed above
- BES area analysis and BES-PBOT implementation coordination plan
- ODOT I-5 ramp study
- Build list of near term safety and transit access improvements on Barbur
- Improved bus 43 and 44 options
- Master Street Plan
- Right of Way Design Guidelines
- Green Ring Concept Plan
- SW Collins Street realignment plan
- Parks investment and service opportunities

INFRASTRUCTURE

Streams, Stormwater and Sanitary Service Elements

Considerations for area streams, and stormwater, and sanitary service

Stormwater management and disposal in the WPTC area are particularly complex and important issues that need to be carefully addressed in planning for future changes. A combination of factors must be considered to determine how to manage stormwater on a site and to assess the capacity of the site to accommodate additional development. These factors include natural conditions such as soils, slopes, and streams, as well as existing and planned infrastructure. This section describes how existing conditions relevant to stormwater management and sanitary service in the WPTC Plan area influence future growth and describes BES's planning efforts to address the needs of the area. More information on existing conditions can be found in the accompanying West Portland Town Center Environmental Conditions Memo.

Over the past two decades, BES has completed many projects in southwest Portland and the West Portland Town Center to address stormwater and watershed health issues. These projects include green streets, stormwater swales,

wetland enhancements, stream banks stabilization and outfall repairs. Recently, the I-5 and SW 26th Avenue Terraced Rain Garden was completed to collect and treat stormwater runoff from 24 acres of roads to protect water quality in Tryon Creek. BES is partnering with PBOT on the upcoming SW Capitol Highway Project, which will provide sidewalks, bike lanes, stormwater facilities and water system upgrades along SW Capitol Highway between Garden Home and Taylors Ferry roads.

These projects provide important benefits to nearby streets and properties. They also help improve water quality and moderate stormwater flow impacts into local streams. However, due to the geography of the area and broader system issues, these projects provide primarily localized benefits. They are not sufficient to address the broader issues in the area.

Implications for growth

As part of the WPTC planning process, BES assessed drainage conditions in different parts of the town center and identified areas with the most significant needs for infrastructure improvements. BPS used that information to inform the zoning changes proposed in this Plan. Overall, BES and BPS determined that development could be served

in most of the area, though some projects would require system extensions to be served. Two areas identified as having significant development constraints are not recommended for rezoning at this time, but are recommended for a higher Comprehensive Plan designation to allow rezoning to multi-dwelling residential when current infrastructure constraints are addressed:

- Properties located north and south of Taylors Ferry Road and a small portion of properties west of Capitol Hwy on the slope to Woods Creek.
- Properties for a small portion of Wilbard Street, east of Capitol Hwy and south of the I-5 Freeway.

In addition to those areas, the northwest corner of the plan area, bordered by SW 40th, Dolph Court, SW 37th Ave and Alice Street has significant development constraints. Due to conditions in this area, it unclear how increased densities could be served in this area. For that reason, the existing single-dwelling zoning and Comprehensive Plan designations are being retained.

The analysis also identified the need to plan stormwater system improvements that avoid local and downstream impacts of streams. The overall capacity of the sanitary system was determined to be adequate to serve additional development, however, correcting stormwater infiltration

into the sanitary system will be needed to ensure long-term system capacity. See Appendix E for more details.

Planning for the future

BES identified a series of next steps to address the challenges described above and support the goals of the WPTC Plan. BES has initiated a 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* (the plan), which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area. (See Actions 3 and 4 under Goal 1A.) The plan will also include a phasing and funding strategy to sequence, coordinate with other city bureaus and implement critical investments and work.

The 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 improvements in the right of way 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.

A combination of these types of strategies are intended to address the following issues:

- The inflow and infiltration of stormwater into the sanitary system.
- Provision of service to areas that currently lack a way to connect to the stormwater system.
- Capacity and system connectivity issues within the existing stormwater system.
- Identification of locations for regional stormwater facilities, which can accommodate stormwater from larger areas.

- The impacts of unmanaged stormwater discharge on stream health, erosion, landslides and other natural hazards.

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

Parks and Recreation Elements

Existing Programs and Recent Investments

Portland's parks, public places, natural areas, and recreational opportunities give life and beauty to our city. These essential assets connect people to place, self, and others.

Portland Parks & Recreation (PP&R) provides many services including a number of programs with particular relevance the WPTC area including:

- Parks for New Portlanders (PNP) - provides recreation opportunities for immigrant and refugee communities and works with community partners to design culturally relevant services and spaces are welcoming and accessible for all.
- Environmental Education - offers diverse experiences in Portland's parks and natural areas with a focus on stewardship and connection to nature, such as guided walks, camps, volunteer opportunities and naturalist training.

Parks like Woods Memorial, Ash Creek, Dickinson Park, Loll Wildwood, and Maricara Natural Areas are accessible from some areas of the West Portland Town Center, but not all without use of a car. Holly Farm Park opened in September 2007 in large part from advocacy by the West Portland Park

neighborhood. Access to developed park space in the area was further expanded with the completed construction of Spring Garden Park in June 2018.

Planning for the Future

PP&R is charged with providing and maintaining an adequate supply of varied parks and recreational facilities to serve the city's current and future population. The main level of service goals are to provide access to quality open space and recreation opportunities within half a mile or a 15-minute walk for residents. All the while aiming to provide a diversity of accessible quality park experiences across the city.

PP&R is challenged to meet these important City and Bureau goals. To help address the challenges, Level of Service planning is ongoing and allows the Bureau to plan, budget, and prioritize the equitable distribution of services, in a sustainable manner.

The majority of the WPTC has access to a park or natural area within half a mile, except for some properties in the southeast quadrant. New park space or publicly accessible open space will be prioritized for this area. The area would also benefit from improved provision of and access to developed park recreational experiences, such as play areas, basketball courts, community gardens, and larger plaza spaces to support community gathering. Jackson Middle

School and any new open spaces in the area should consider these needs through planning, design, and new construction.

Acquiring and developing new park space will require significant resources. PP&R relies on System Development Charges and partnerships to fund the acquisition and development of new park space to serve growth. For example, Parks System Development Charges paid for land acquisition and the Portland Development Commission (now Prosper Portland) funded the park development. Similarly, Parks System Development Charges paid for the acquisition of land for Gateway Discover Park and a combination of Prosper Portland, Parks System Development Charges, and donations funded the park development.

In 2019, the City Council cut PP&R programs and staff to address a \$6.3 million budget gap. PP&R is working towards a more financially sustainable future that aligns service and funding levels. With City Council support, the Bureau prepared a 5-year Parks Local Option Levy, approved by Portland voters in November 2020 to help fund park maintenance, with a focus on underserved populations including Black, Indigenous, People of Color, immigrants and refugees, seniors, teens, households experiencing poverty, and people living with disabilities.

PP&R's Sustainable Future program is continuing the work of identifying additional funding sources for PP&R's services. PP&R will coordinate this work with:

- Consideration and prioritization of major maintenance and park improvement needs of existing parks in the West Portland Town Center area;
- Development of tools and an implementation strategy for funding, acquiring land, designing, and constructing a new park near the southeast quadrant of the town center and/or establish partnerships to expand publicly accessible open spaces and recreation assets to serve growth (Action 2E);
- Consideration of ongoing maintenance needs of new park space; and,
- the implementation strategy for designing, phasing, funding and building transportation, open space, and stormwater projects to serve growth in the town center, with a priority to support new affordable housing projects and the needs of residents of existing affordable housing (Action 1D).

Transportation Elements

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

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

Funding for the transportation elements of this plan is uncertain. Funding availability depends on the priorities

and status of regional and state grant opportunities, as well as relies upon local revenue generated from development. PBOT must work with agency partners to develop a strategy for delivering transportation projects necessary to support the increase in activated expected with the West Portland Town Center Plan.

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

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

Together these parts are intended to create the foundation for an interconnected, safe and useful transportation network that provides mobility choices for all those living or working in the WPTC. Additional public engagement will be conducted with all future planning projects. Proposed WPTC Plan actions related to the transportation elements of the plan are found under Goal 1B, starting on page 53.

TRANSPORTATION AND COORDINATION PLANS AND STUDIES

TYPE	WORKING TITLE	DRAFT DESCRIPTION /NOTES	AGENCIES
Plan	WPTC BES + PBOT Infrastructure Coordination and Investment Plan	Develop a coordinated infrastructure and financing plan for delivering stormwater, parks, and transportation infrastructure in the West Portland Town Center. This includes integrating stormwater assessment outcomes, transportation project scoping, and updated cost estimates and considerations.	PBOT, BES, BPS, PPR
Plan	Crossroads Interim and Long-term Solutions Plan	Identify and analyze options for improving pedestrian and cycling circulation and safety through the Crossroads area. Will need to coordinate with ODOT freeway ramp study conclusions and opportunities.	PBOT, BPS ODOT
Plan	West Portland Master Street Plan	Develop a master street plan to guide development of streets and pedestrian connections within the West Portland Town Center area. These connections will be provided as a part of redevelopment or through capital projects. Build off the Connected Centers approach to developing new street connections through existing neighborhoods.	PBOT, BES, BPS
Plan	Near Term Barbur Safety and Access to Transit	Identify a list of additional improvements for safety, access to transit, and transit operations in the Barbur corridor. Focus on improvements that ODOT and PBOT identify as priorities for funding in the near term (1-5 years), with an understanding that the road will continue to be an ODOT facility during that time.	ODOT, PBOT

TYPE	WORKING TITLE	DRAFT DESCRIPTION /NOTES	AGENCIES
Plan	West Portland Right of Way Design Guidelines	Develop a Right-of-Way design guide to inform private and public street improvements in the West Portland Town Center. In combination with the Pedestrian Design Guide and Streets 2035 project, this document will set the expectations for new street design and special streets in the town center. The guidelines may include Alternative Street Standards for local streets and clarify additional requirements for Greenscape overlay streets.	PBOT, BES
Plan	WPTC Green Ring Concept Plan	Develop a Green Ring concept plan to apply within the West Portland Town Center and potentially other town centers. The plan should further evaluate the proposed route and clarify Green Ring design typologies, applying those typologies to a final West Portland Town Center Green Ring alignment. It should also consider other opportunities to leverage planned investments in the area and translate the concept plan into recommendations and cost estimates for TSP projects.	PBOT, BES, BPS, PPR
Study	SW I-5 Ramp Study	I-5 Corridor - study options to close, reconfigure, or re-locate I-5 ramps in SW Portland between Burlingame and Tigard.	ODOT

Transportation System Plan Project List Changes

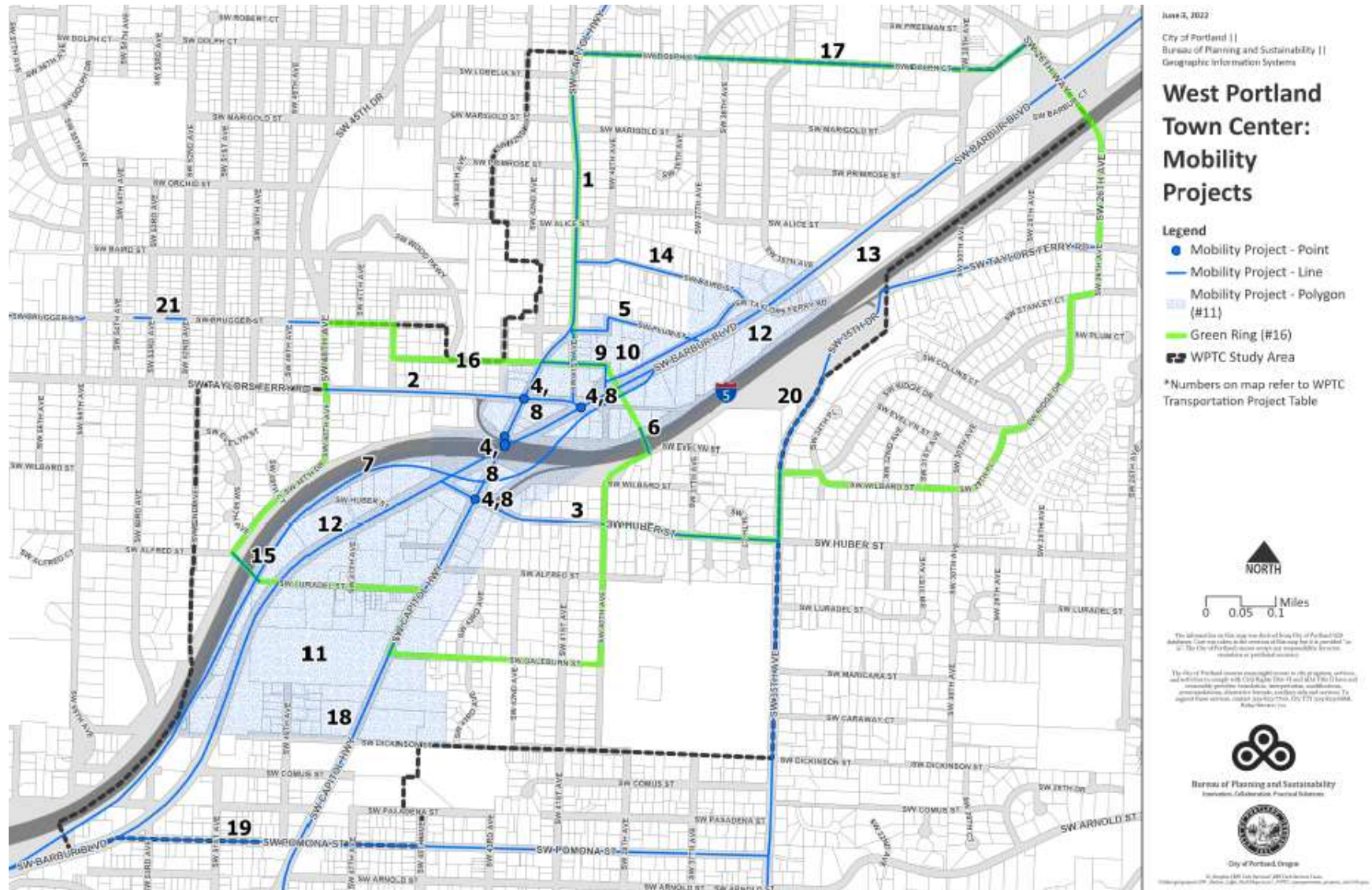
The City's Transportation System Plan has a list of Capital Projects that are to be built during the plan's 2035 year horizon. The TSP Project List generally includes needed work on the City's larger streets, including traffic collectors. It generally does not include smaller, local streets. Those streets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

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

refinement of some project descriptions has been identified, as has the need to include some new projects on the list.

The TSP is updated every two years and the WPTC Plan will recommend additions or changes to the TSP Project List in order to implement the envisioned improvements for the area over the long-term plan horizon. Because projects are ultimately subject to citywide project prioritization criteria, at this juncture there is no certainty as to when in the long-term horizon the noted projects will be constructed in the town center area. However, the Plan makes recommendations for priority projects and new projects, and refines the description of projects in the town center area in preparation for future implementation of those projects.

TSP PROJECT LIST: PROPOSED CHANGES TO EXISTING PROJECTS AND ADDITIONAL PROJECTS



CHANGE PROPOSED (CURRENT TSP #)		BUILD-OUT TIMEFRAME + PHASE (SHOWN IN COLOR)	PROJECT NAME AND DESCRIPTION
1	No change (90026)	In progress	Capitol Hwy – North
2	Description/ scope (90064.1)	Current: 1-10 yrs Proposed: 0-10 yrs	<p>Taylor's Ferry – Capitol Hwy to 48th Ave - Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit</p> <p><u>Modify description:</u> <i>Barbur to 48th Ave - Provide protected bicycle facilities and construct a sidewalk on south side for pedestrian travel and access to transit. Resolve volume-to-capacity constraints with an emphasis on safety.</i></p> <p>Related BES work: Capitol Improvement project E11240 which will improve the culvert that carries Woods Creek under Taylor's Ferry. The expanded right-of-way will require a new storm system to manage the right-of-way as well as the higher planned densities on adjacent tax lots.</p>
3	Timeline + description/ scope (90118)	Current: None Proposed: 0-10 yrs	<p>Huber Street - Capitol Hwy to 35th - Design and construct a bikeway from SW Capitol Hwy to SW 35th. Requires road widening.</p> <p><u>Modify description:</u> <ol style="list-style-type: none"> 1) indicate inclusion of "I-5 on-ramp crossing" 2) expand to include sidewalk on north side of street. 3) include bike lanes for block between Cap Hwy & Barbur, and possibly Barbur crossing improvements </p> <p>Related BES work: The expanded right-of-way will require a new storm system to manage the right-of-way as well as the higher planned densities on adjacent tax lots.</p>

4	New project in TSP	Proposed: 0-10 yrs	<p>Phase One West Portland Crossroads Intersection Improvements – Construction of interim safety improvements for all modes at the intersections of Capitol Hwy, Taylors Ferry, Huber, and Barbur. This project will be coordinated with ODOT because it is within the interchange influence area.</p> <p><i>***This interim project is pending feasibility analysis by PBOT.</i></p> <p><u>Note:</u> This new project creates a first phase for project 90069, which is proposed as a second and more permanent phase of this intersection work. This first phase also does not include ramp modification elements.</p>
5	New project in TSP	Proposed: 0-10 yrs	<p>Plum Street – Capitol Hwy to Barbur</p> <p><u>Proposed description:</u> <i>improve street including sidewalks to improve east-west connectivity for pedestrians and bicyclists</i></p> <p>Related BES work: The storm system will need to be extended into Plum from Taylors Ferry. Capacity improvements may be needed downstream in the existing ODOT Barbur Blvd system, or a new City owned system crossing under Barbur.</p>
6	New project in TSP	Proposed: 0-10 years	<p>I-5/Transit Center pedestrian bridge</p> <p><u>Proposed description:</u> <i>bridge renovation or replacement</i></p>
7	Timeline (90105)	Current: 1-10 yrs Proposed: 10-20 yrs	<p>SW Corridor HCT - Project Development through ROW acquisition/early construction for High Capacity Transit project between Portland and Tualatin via Tigard.</p>

8	Timeline + description (90069)	Current: None Proposed: 10-20 yrs for full/permanent improvements	<p>Phase Two West Portland Crossroads Intersection Improvements - Construct safety improvements for all modes at the intersections of Capitol Hwy, Taylors Ferry, Huber, and Barbur, including possible modifications to the I-5 ramps. This project will be coordinated with ODOT because it is within the interchange influence area.</p> <p><u>Modify description and title:</u> <i>Indicate two phases of improvements. Change title to Phase Two West Portland Crossroads Intersection Improvements</i></p> <p><u>Note:</u> Recognizing the significant cost of the project, TSP Update project should consider incorporating project into the 11-20 year list as part of a strategy to include it in future major funding initiatives.</p>
9	New project in TSP	Proposed: 10-20 yrs	<p>Collins Street & 40th Ave (Barbur to Capitol Hwy)</p> <p><u>Proposed description:</u> <i>Improve streets, reconfigure right of ways and update design for intersection with Barbur</i></p> <p>Related BES work: A storm system extension is needed that connects to either the ODOT owned system in Taylors Ferry, or the BES owned system just to the east. Capacity improvement in the downstream system may be necessary.</p>

10	New project in TSP	Proposed: 10-20 yrs	<p>Taylor's Ferry frontage road "Street to Promenade" (Baird to 40th)</p> <p><u>Proposed description:</u> <i>Improve street, redesign cross section and incorporate shared public space; engage community in developing design and potential programming</i></p> <p>Related BES work: Will need to connect to the adjacent ODOT and/or BES owned storm system. May need downstream capacity improvements.</p>
11	No change (90068)	Current: 11-20 yrs Proposed: 10-20 yrs	<p>West Portland Town Center Pedestrian Improvements - Improve sidewalks, lighting, crossings, bus shelters, and benches on Barbur, Capitol Hwy, and surrounding neighborhood streets, and in connections to Barbur Transit Center.</p>
12	Timeline (90017)	Current: 11-20 yrs Proposed: 10-20 yrs	<p>Outer Barbur Corridor Improvements – Terwilliger to City limits - Complete boulevard design improvements including sidewalks and street trees, safe pedestrian crossings, enhance transit access and stop locations, traffic signal at Barbur/30th, and bike lanes (Bertha - City Limits)</p> <p>Related BES work: Numerous elements, including coordination with ODOT facilities.</p>

13	Timeline (90018)	Current: 1-10 yrs Proposed: 10-20 yrs	<p>Barbur/OR-99W Safety and Access to Transit– Barbur Blvd – Hooker to 53rd - Construct improvements for safety, access to transit, and transit operations in the Barbur corridor.</p> <p><u>Proposed description:</u> Construct two phases of improvements for safety, access to transit, and transit operations in the Barbur corridor. Phase 1 to focus on improvements that ODOT and PBOT identify as priorities for funding in the near term (1-5 years), with an understanding that the road will continue to be an ODOT facility during that time period. Phase 2 to align with resources potentially available in the 11-20 year horizon, supporting future jurisdictional transfer.</p> <p>Related BES work: Numerous elements, including coordination with ODOT facilities.</p>
14	New project in TSP	Current: None Proposed: 10-20 yrs	<p>Baird Street (Capitol Hwy to Barbur)</p> <p><u>Proposed description:</u> <i>Improve street including sidewalks</i></p> <p>Related BES work: Extend the partial storm system north of Taylors Ferry. Capacity improvements will be needed in the downstream ODOT Barbur Blvd system, or a new BES owned connection across Barbur will be required.</p>

15	Timeline + description/scope (90048)	Current: 11-20 yrs Proposed: 11-20 yrs	<p>Luradel I-5 Overpass (formerly Markham School Overpass) - Construct pedestrian/bicycle path and bridge over Barbur Blvd and I-5 to connect SW Alfred and SW 52nd to the rear of Markham School</p> <p><u>Modify title and description:</u></p> <ol style="list-style-type: none"> 1) Rename: Luradel I-5 Overpass. 2) Change bridge span terminus to south of I-5 connecting at Luradel Street per WPTC circulation concepts 3) Change description: Construct pedestrian/bicycle path and bridge over I-5 to connect SW Alfred and SW 48th to SW Luradel St at SW Barbur. Include enhanced crossing of SW Barbur.
16	New project in TSP	Current: None Proposed: 20-30 yrs	<p>WPTC Green Ring</p> <p><u>Proposed description:</u></p> <ol style="list-style-type: none"> 1) various streets 2) traffic calming and ped/bike supportive /neighborhood greenway improvements 3) work with other bureaus and community groups to identify opportunities for them to implement complementary projects (e.g. park enhancements, wayfinding, public art.)
17	Description (90073)	Current: None Proposed: 20-30 yrs	<p>Dolph Court – 26th Ave to Capitol Hwy - Construct a walkway for pedestrian travel and install a neighborhood greenway.</p> <p><u>Modify description:</u></p> <p><i>Note it is part of the Green Ring, TSP project #(tbd)</i></p>
18	No change (90027)	Current: 11-20 yrs Proposed: None – Lane reconfiguration completed in 2019 - Huber to Kerr Pkwy	<p>Outer Capitol Hwy Corridor Improvements – WPTC to 49th Ave - Construct curb extensions, medians, improved crossings, and other pedestrian improvements. Make safety improvements including left turn pockets and improved signal timing.</p>

19	No change (90055)	Current: None Proposed: None	SW Pomona St Bike/Ped Improvements – 35 th Ave to Barbur – Design and implement pedestrian and bicycle facilities
20	No change (90007)	Current: 11-20 yrs Proposed: Few elements underway in 2021, remainder outside green ring segment no timeframe	Outer SW 35th Ave Ped/Bike Improvements – SW 35th Ave (Taylors Ferry to Stephenson); Taylors Ferry, SW (35th – 26 th) - Add bicycle facilities, sidewalks, crossing improvements, and median islands. <u>Modify name:</u> <i>Adding Taylors' Ferry Rd., rename to: Outer SW 35th Ave/Taylors Ferry Rd Ped Bike Improvements</i>
21	No change (90117)	Current: None Proposed: None	Brugger Street – 48 th to 65th Ave, with crossing at 48th) Design and construct a neighborhood greenway and shared street along SW Brugger St to SW 48th Ave. Includes paving of unpaved street segments.

Street Classifications Changes

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

The assigned street classification for each street influences what design elements each street is expected to have in its ideal condition and what level of improvement is required when either a capitol project is designed or when street

frontage improvements are required at the time of new development. As with the TSP Project List, the WPTC Plan work offers an opportunity to consider the classification of streets in the area and if needed propose updates to those street classifications.

In order to support the needs and vision of the town center, street classification levels have been evaluated to assure the proper level is assigned in preparation for future improvements. This proposal includes recommended classification changes to support the goals of the WPTC Plan. Following is the proposed list of streets that have been identified as meriting a modification to one or more street classification level changes, primarily in the pedestrian, bicycle and design categories.

STREET NAME	CURRENT AND PROPOSED CLASSIFICATIONS			
	Walkway	Bikeway	Design	Traffic
Collins Street (Barbur to Capitol)	From: Local To: City	From: Local To: City	Local No change	Local No change
Brugger/Plum St. (Capitol Hwy to Barbur)	From: Local To: City	From: Local To: City	Local No change	Local No change
SW 41 st Ave (Taylors Ferry to Capitol Hwy)	From: Local To: City	City No change	Local No change	Local No change
SW 30 th Ave (Barbur to Dolph)	From: Local To: City	City No change	Local No change	Local No change
Barbur Transit Center I-5 pedestrian bridge	From: Neighborhood To: City	City No change	Local No change	N/A
Luradel I-5 pedestrian bridge (Alfred to Barbur)	Neighborhood No change	From: None To: City	Local No change	N/A

Luradel Street (Capitol Hwy to Barbur)	From: Neighborhood To: City	From: Local To: City	Local No change	Local No change
Galeburn Street (Capitol Hwy to 40 th Ave)	Neighborhood No change	From: Local To: City	Local No change	Local No change
Huber Street (Barbur to Capitol Hwy)	Local No change	From: Local To: City	From: Local To: Neighborhood Corridor	From: Local To: Neighborhood Collector
Pomona - West (Capitol Hwy to 53 rd Ave)	From: Neighborhood To: City	City No change	From: Community To: Neighborhood	Neighborhood Collector No Change

HOW ARE STREET IMPROVEMENTS FUNDED AND BUILT?

Implementation through PBOT capital projects

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

BPS will continue to convene agency partners to explore additional potential funding sources and financing strategies, including use of:

- Tax Increment Financing (TIFs). Targeting any limited amount of TIF for infrastructure to support affordable housing and community development projects already in the funding and development pipeline
- Infrastructure Charges. Bond against LTIC so improvements can precede development
- SDC overlay
- Deferred Local Improvement District. Structure LIDs to reduce complications and expenses
- Reimbursement Districts

Implementation through developer frontage requirements

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

Incremental infrastructure on 'local streets' is supported by Phase 1 zoning allowances and code regulations that encourage sufficient densities for projects to carry infrastructure costs and avoid frontage improvement exemptions. This includes:

- Adding more RM2 zoning with potential for larger projects
- Increased minimum densities in multi-dwelling residential areas to avoid under building
- Development incentives to aggregate lots and achieve greater densities and efficiencies
- Evaluating if unique local street standards could lower private and public infrastructure costs

REGULATORY TOOLS – ZONING CODE AND MAP

Comprehensive Plan Map and Zoning Map

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

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

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

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundary.

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

North section

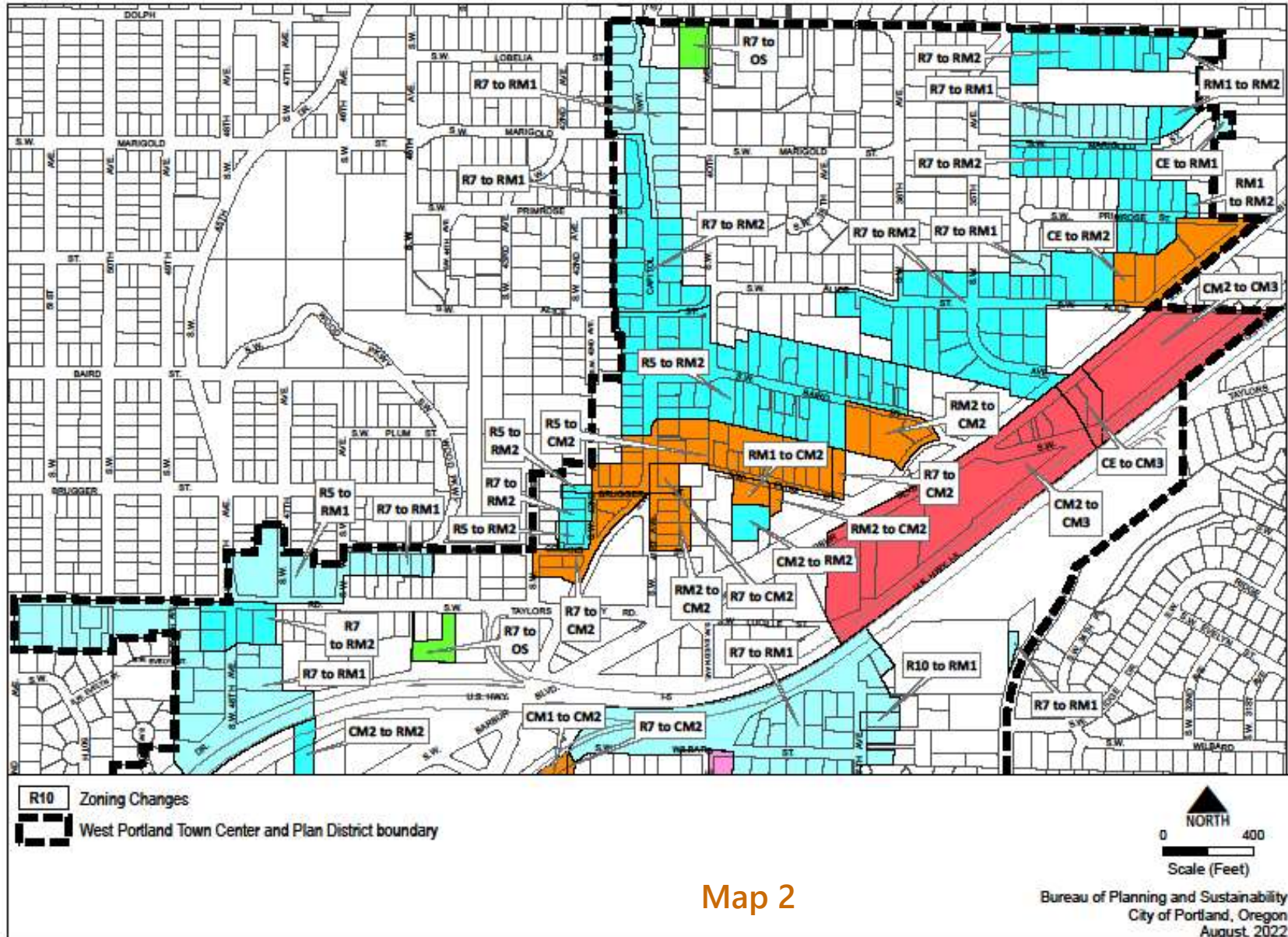
- Map 1 shows where zoning and comprehensive plan map is proposed to change
- Map 2 shows where current zoning is retained but comprehensive plan is proposed to change

South section

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

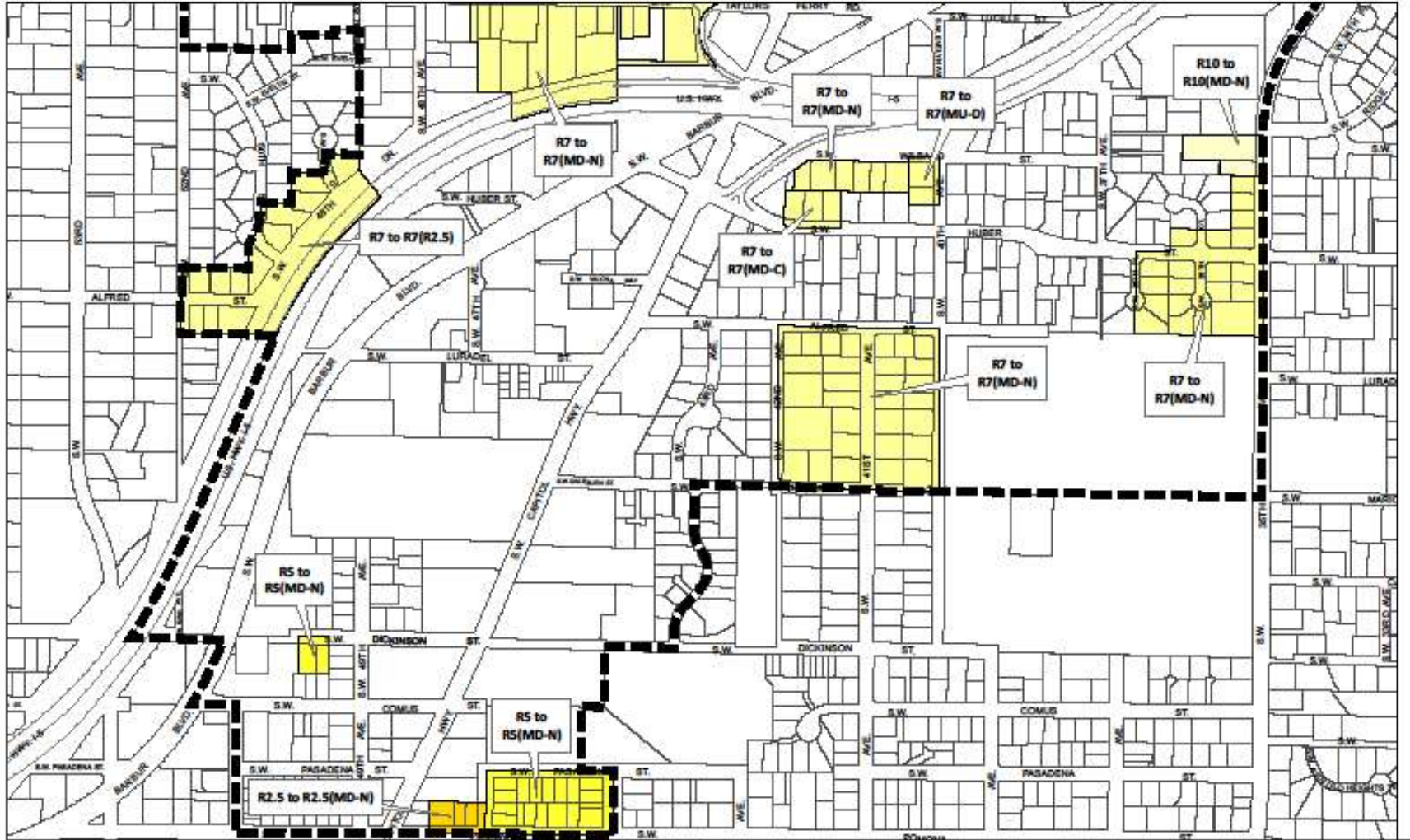
West Portland Town Center Plan

Recommended Draft - Zoning Changes

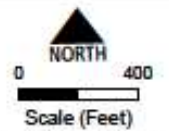


West Portland Town Center Plan

Recommended Draft - Comprehensive Plan Map Changes Without Zoning



R7 Comprehensive Plan Changes where Zoning stays the same
--- West Portland Town Center and Plan District boundary

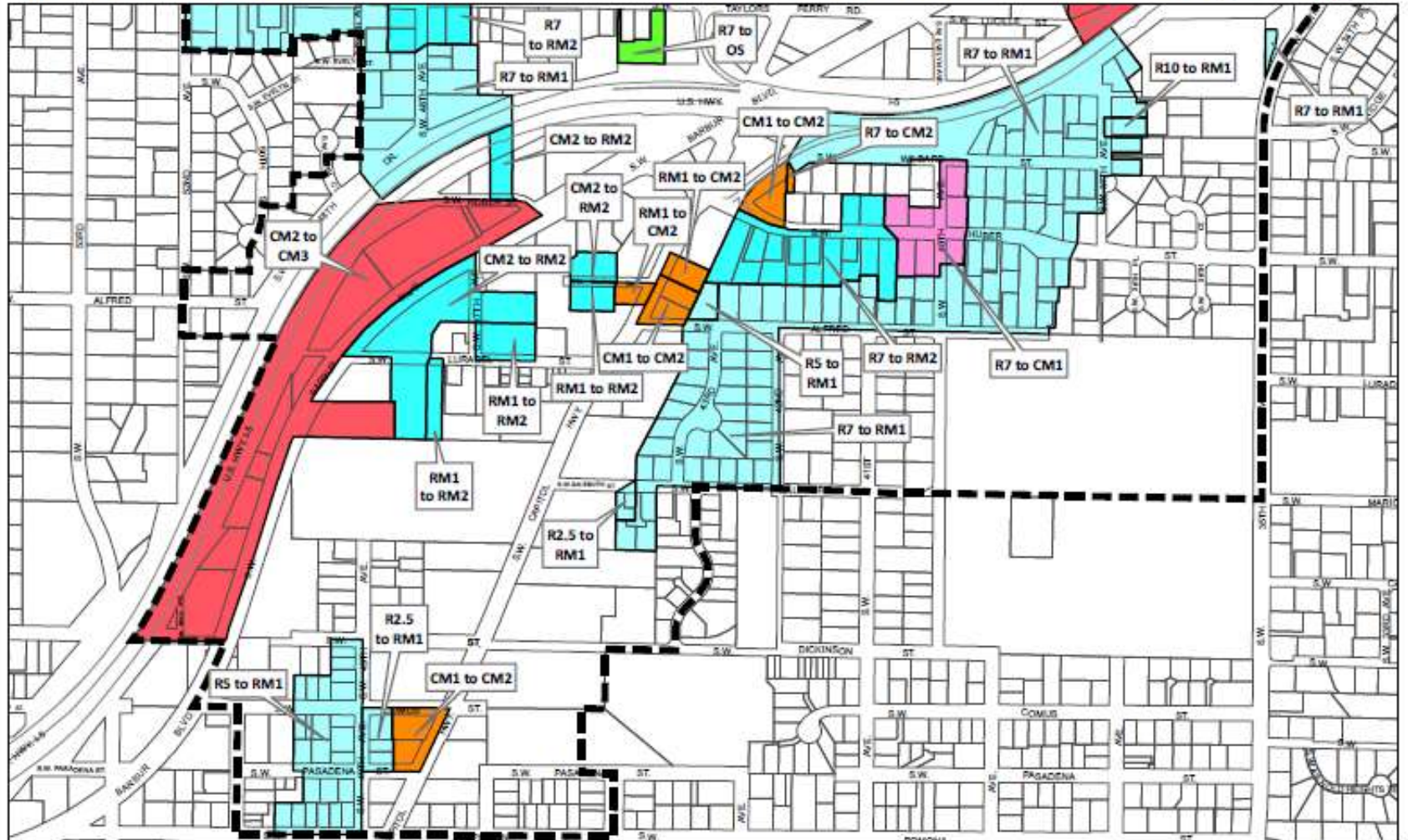


Map 3

Bureau of Planning and Sustainability
 City of Portland, Oregon
 August 2022

West Portland Town Center Plan

Recommended Draft - Zoning Changes



R10 Zoning Changes
--- West Portland Town Center and Plan District boundary



Map 4

Bureau of Planning and Sustainability
 City of Portland, Oregon
 August, 2022

Creation of a West Portland Multicultural Plan District in Zoning Code

To realize the West Portland Town Center Plan vision, additional incentives and regulations, many of which prioritize housing affordability and community benefits, have been developed to accompany the Plan actions and proposed land use changes.

These provisions and regulations will be incorporated into the Portland Zoning Code as a new chapter called the **West Portland Multicultural Plan District**. The provisions of this plan district chapter will apply to properties within the town center boundary in addition to the base zone requirements of the Zoning Code. The Zoning Map designations (per previous section) in conjunction with the Zoning Code dictate what regulations apply to which properties.

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

Following is a summary of the proposed draft Zoning Code amendments. See Volume 2 for the full text of the draft amendments and related explanatory commentary.

SUMMARY OF PROPOSED WEST PORTLAND MULTICULTURAL PLAN DISTRICT REGULATIONS:

1. **Community Engagement.** Expand neighborhood contact requirements so that the SW Corridor Equity Coalition receives notice of development plans and has an opportunity to provide input.
2. **Housing Affordability and Stabilization**
 - a. Prioritize the preservation and continued affordability of existing multi-dwelling housing for people living there now by providing incentives and limiting the scale of new development, only allowing larger-scale redevelopment when at least half of units are affordable.
 - b. Prioritize new affordable housing in mixed-use areas by requiring new development to include affordable housing before development bonuses can be used.

3. Commercial and Mixed Use Development

- a. Support a walkable town center by prohibiting new gas stations and drive-throughs.
- b. Designate and foster employment districts.
- c. Require large projects to include affordable commercial space.
- d. Along key commercial corridors, require active ground floor uses and pedestrian-friendly design to support community activity.
- e. Provide development incentives for daycares, community services and meeting spaces.

4. Multicultural Hub

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

5. Transit-Supportive Development

- a. Encourage transit-oriented development along Barbur by requiring new buildings to be more than a single story.

- b. Allow buildings to be larger in exchange for public benefits such as affordable housing, affordable commercial space, and community meeting rooms.
- c. Encourage transit-oriented development by increasing minimum densities and providing incentives in multi dwelling zones for small sites to be combined into larger sites with affordable units.

6. Green Features and Design

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

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

Design overlay zone and West Portland Town Center Character Statement

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

What is the Design Overlay Zone?

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

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

design review (discretionary track) is required, and decision-makers use design guidelines adopted by City Council to approve projects. Design guidelines give direction but also offer flexibility in how they are met. The guidelines are rooted in three design-related core values, or “tenets”:

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

Regulations in Chapter 33.420, Design Standards, and 33.825, Design Review, could apply to new development with a d-overlay zone.

What is a Character Statement?

A West Portland Town Center Character Statement has been developed to help guide future design reviews that could apply to larger development proposals in the town center.

The purpose of the statement is to provide development proposals undergoing design review a richer, more specific context description to guide how new development should address the area’s character-defining features, ecological context, resources, and social and cultural values.

See Section 6 of Volume 2 to read the proposed West Portland Town Center Character Statement and related details.