Powell-Division Transit & Development Project

LOCAL ACTION PLAN

Portland

Proposed Draft

October 22, 2015

Powell Division Transit & Development Project
Portland Local Action Plan

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This project was funded in part through a grant fron the Construction Excise Tax (CET) Program, administered by Metro. These Community Development and Planning Grants (CDPG) support planning projects that enable great communities to develop and thrive. The grants are awarded to local governments to pay for planning activities in targeted areas that will support development for future housing and jobs. The grants leverage in-kind local contributions. Funder for the grants come from a regional excise tax on construction permits.

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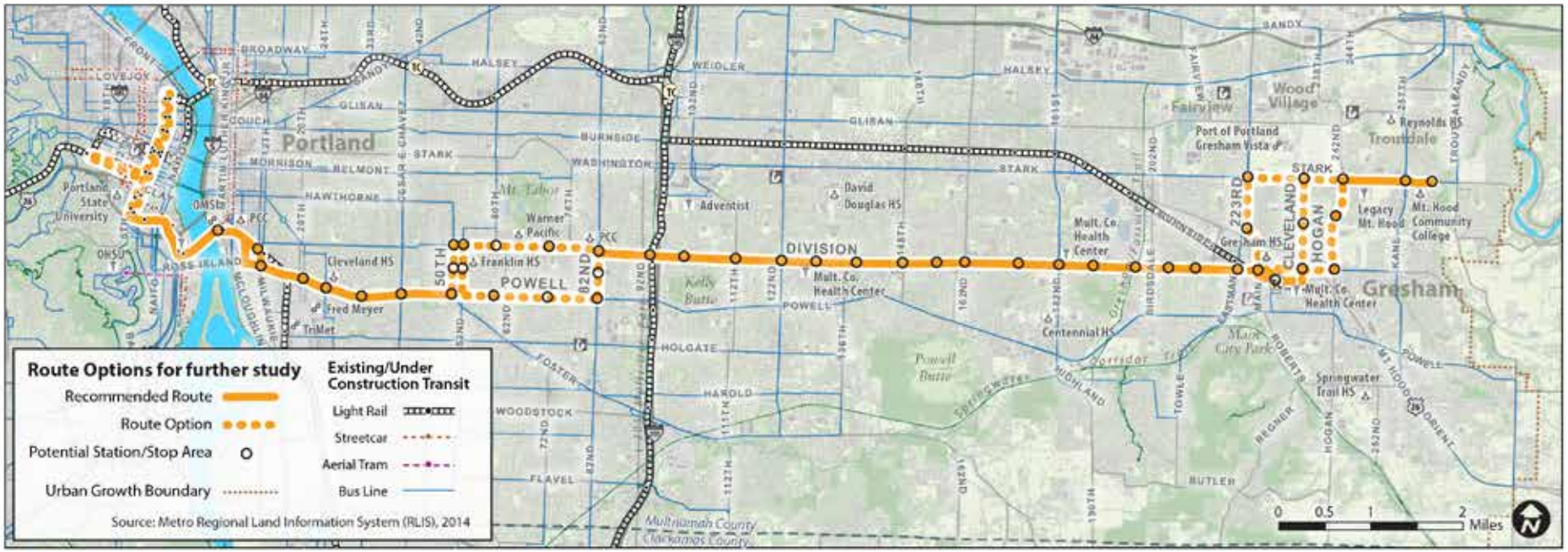
Route Options for further study
Recommended Route
Route Option
Potential Station/Stop Area
Urban Growth Boundary
Existing/Under Construction Transit
Light Rail
Streetcar
Aerial Tram
Bus Line
Source: Metro Regional Land Information System (RLIS), 2014
0 0.5 1 2 Miles
Portland
Gresham
Wood Village
Troutdale
Fairview
POWELL
DIVISION
50TH
82ND
223RD
CLEVELAND
HOGAN
STARK
Portland State University
OMSI
PCC
Cleveland HS
Fred Meyer
TriMet
Franklin HS
Warner Pacific
Adventist
David Douglas HS
Mult. Co. Health Center
Centennial HS
Gresham HS
Legacy Mt. Hood
Mt. Hood Community College
Reynolds HS
Springwater Trail HS
Port of Portland Gresham Vista
Mt. Tabor
Kelly Butte
Powell Butte
Multnomah County
Clackamas County

The Portland Local Action Plan is a companion plan that supports the broader goals and outcomes of the Powell-Division Transit and Development Project. This plan focuses on the land-use concepts and community development actions for the Powell-Division transit corridor within the City of Portland.

This plan is derived from the Powell-Division Transit and Development Project planning process that began in January 2014. It is guided by Steering Committee adopted outcomes and goals (June 2014) and extensive community engagement (January 2014 to October 2015).

PROJECT OUTCOMES

The Powell-Division Transit and Development Project will result in an actionable plan for key places (future station areas) and improved mobility to address long-standing infrastructure and investment issues along Powell-Division. The process will:

1. **Create a vision and development strategy** for key places that promotes community-driven and supported economic development and identifies tools and strategies that mitigate the impacts of market pressures that cause involuntary displacement.

2. **Identify a preferred near-term high capacity transit solution** for the corridor that safely and efficiently serves high ridership demand, improves access to transit, is coordinated with related transportation investments, and recognizes limited capital and operational funding. The solution will include mode, alignment and station locations with supporting transportation improvements.

PROJECT GOALS

Transportation: People have safe and convenient transportation options—including efficient and frequent high capacity transit service that enhances current local transit service—that get them where they want to go and improves the existing system.

Well-being: Future development and transit improvements create safe, healthy neighborhoods and improve access to social, educational, environmental and economic opportunities.

Equity: Future development and transit improvements reduce existing disparities, benefit current residents and businesses and enhance our diverse neighborhoods. There is a commitment to prevent market-driven involuntary displacement of residents and businesses and to equitably distribute the benefits and burdens of change.

Efficiency: A high-capacity transit project is efficiently implemented and operated.

DECISIONS TO DATE

In June 2015, the steering committee recommended a general transit route that follows Powell Boulevard in Southeast Portland and outer Division Street from 82nd Ave to Gresham. The route crosses the Willamette River via the Tilikum Crossing. (See map on opposite page.)

Parts of the route are still to-be-determined. Specific to Portland, the steering committee's and community's favored route crosses over from Powell Blvd to Division St at 82nd Ave. They also recommended an alternative option, at 50th-52nd Aves, for further study as part of the design phase. Also still to-be-determined is where the transit line ends in downtown Portland.

These route options are currently being studied collaboratively by consultants and project staff from City of Portland, City of Gresham, TriMet, Metro, Oregon Department of Transportations, and Multnomah County. Concurrently, Metro in partnership with project partners, continue to engage the community about which of these options could best serve the community. By Spring 2016, project partners and community members will have collectively honed-in on a locally preferred alternative to carry forward in the process.

Specific to Portland, this "Local Action Plan" complements the broader transit project. This plan provides land use concepts for opportunity areas and community development actions that address equity issues in the corridor. The actions are derived from and reflect the community's participation and continuous dialogue throughout the planning process: Continued community involvement in the design process; strategies for affordable housing preservation and development; workforce and economic development; improving tenant protections and multi-dwelling conditions; anti-displacement strategies; on-going research and monitoring; placemaking and urban design that reflects the community's values; and ensuring that current and future residents affected by this project indeed get high-quality transit service.

THE POWELL-DIVISION TRANSIT AND DEVELOPMENT PROJECT WILL:

- **Improve transit** by providing faster, more frequent and efficient service that where it is needed most—along existing high-demand lines with growth potential—for people who rely on it: the Powell-Division corridor is home to many transit dependent households.

  The new line will have stations with shelters from the weather, and amenities that make being at the station more pleasant throughout the year. It will also feature bigger buses that are easier for all riders to get in and out of quickly; and traffic signal improvements and some dedicated transit lanes to help buses move through traffic.

- **Improve access** by providing connections to the places people need to go: Portland Community College and Mount Hood Community College, commercial and employment centers, and community facilities.

  It will also offer better connections to north-south transit lines operating today, like the 71, 72 and 75; and to new lines as they are developed—making it easier to Portlanders to reach more jobs, and providing greater access to education and services.

- **Support equitable community development** by identifying and implementing equity-focused housing, workforce development and community development investments in the corridor to help create healthy, connected communities throughout Portland.

stone
62°
DIVISION
CENTER
GLITTERS

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Timeline

	2014	2015	2016	2017	2018	2019	2020
PLANNING							
Winter 2014 Establish a common understanding of the needs and opportunities for transit and development in the corridor							
Spring and summer 2014 Look at the kinds of transit that that are feasible and desirable in the corridor, hear ideas about where it should go and identify places that would make safe and active station areas							
Fall 2014 Take the elements that are most supported and feasible, and craft a recommendation on the type of transit, route and strategies for development at station areas							
Winter 2015 Refine the recommendation and present it to local and regional elected councils for consideration and endorsement							
DESIGN							
2015 to 2017 Create detailed design of the new transit line and station areas, and complete environmental review and permitting							
CONSTRUCTION							
2018 to 2020 Build the transit line and station areas and start new service							

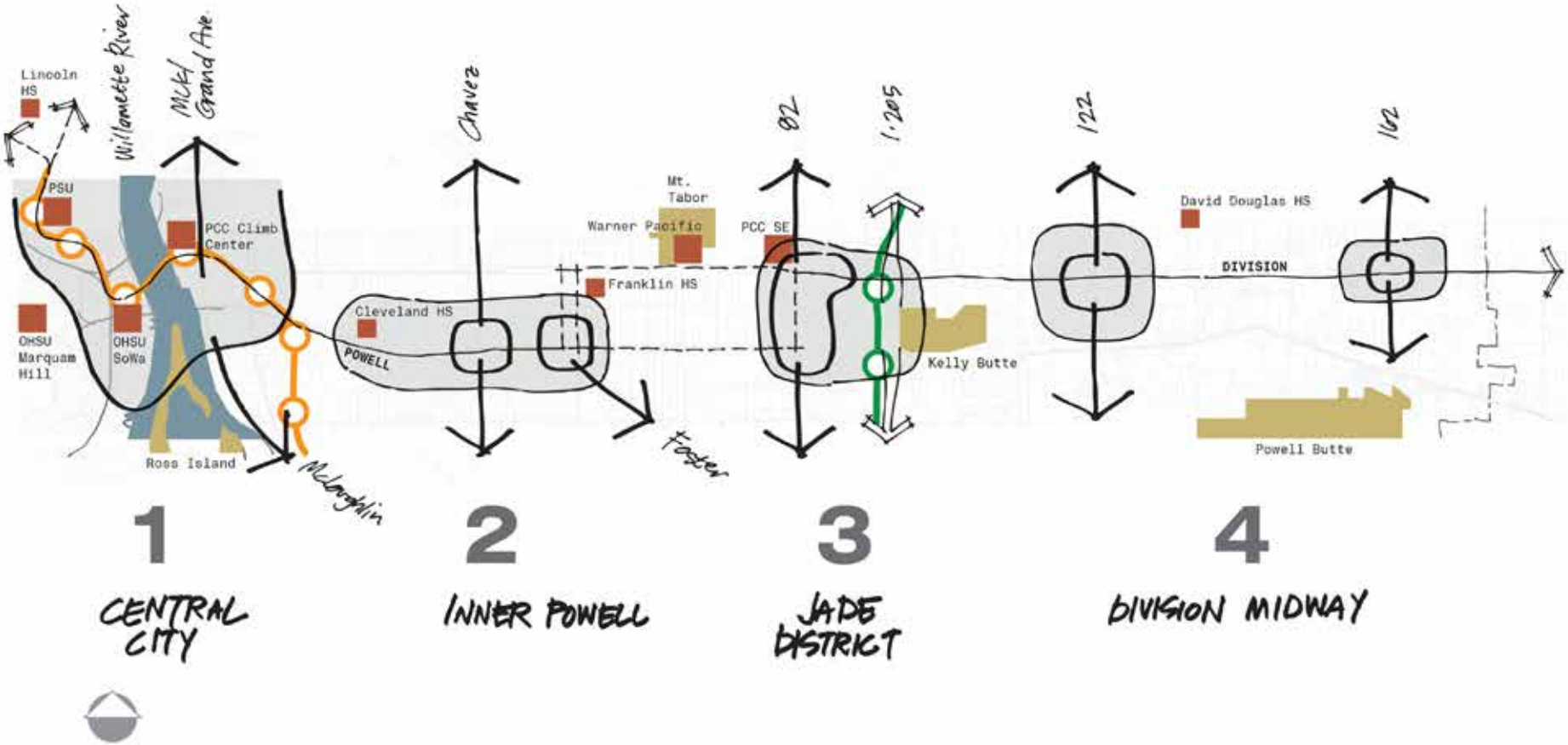
Introduction

The Powell-Division Transit and Development Project is a collaborative regional effort to enhance the quality, convenience, safety and efficiency of transit service in the Powell-Division corridor, while simultaneously working to improve equity and promoting desired development at key station areas.

As Portland prepares for increased transit service in the Powell-Division corridor, a corridor with many transit-dependent households, in addition to promoting good and attractive physical design, it is essential to support equitable transit oriented development.

Equitable transit oriented development aims to ensure that all people along a transit corridor, especially residents with lower income, have the opportunity to reap the benefits of easy access to employment, health clinics, fresh food markets, human services, schools, and childcare centers. It is about promoting local business development; increasing employment opportunities; making sure that people who live in the corridor today can stay in the corridor, and helping to empower communities to build on their strengths and grow in ways that reflect local identity.

Planning for the Powell-Division transit project is led by Metro and relies on active partnerships with TriMet, City of Portland, City of Gresham, ODOT and Multnomah County to succeed. As the project moves into engineering and design and construction, TriMet will lead the regional team through to on-going operation. The project is guided by a steering committee that includes agency and community representatives. The commitee provides recommendations on the route, mode and station location decisions through the adoption of the Locally Preferred Alternative.


Lincoln HS
Willamette River
MLK/ Grand Ave
PSU
PCC Climb Center
OHSU Marquam Hill
OHSU SoWa
Ross Island
McLoughlin
Chavez
Cleveland HS
POWELL
Mt. Tabor
Warner Pacific
Franklin HS
Foster
82
PCC SE
I-205
Kelly Butte
122
DIVISION
David Douglas HS
162
Powell Butte
1
CENTRAL CITY
2
INNER POWELL
3
JADE DISTRICT
4
DIVISION MIDWAY

PROMOTING EQUITY AND STABILITY THROUGH COMMUNITY DEVELOPMENT AND STRATEGIC INVESTMENTS

The purpose of transit is to help people get to places they need to go—to work and to school, to see friends and family, or to other everyday places, like the grocery store or childcare; or to a parlk or community center; or to the doctor office or medical clinic.

The Powell-Division project aims to make current and future trips in this corridor easier and more convenient. From a land use planning perspective that generally means facilitating transit oriented development. Transit oriented development (TOD)—with housing, shops and services within walking distance of a transit stop—helps create a livable healthy city, with access to services, jobs and opportunity.

The project intends to improve connections for people to these major or emerging TOD areas along the corridor. In Portland, these include the Central City, Inner Powell, the Jade District, and Division Midway. This plan will focus on the latter three areas with regard to land use, urban design, and related equity and community development actions.

Often, discussions about transit-oriented development start with concrete things: buildings with windows on the street and pedestrian spaces; housing density, commercial services and access to transit stops. These are critical components of transit oriented development. However, perhaps the most critical component of a successful TOD is people, and more specifically, transit riders.

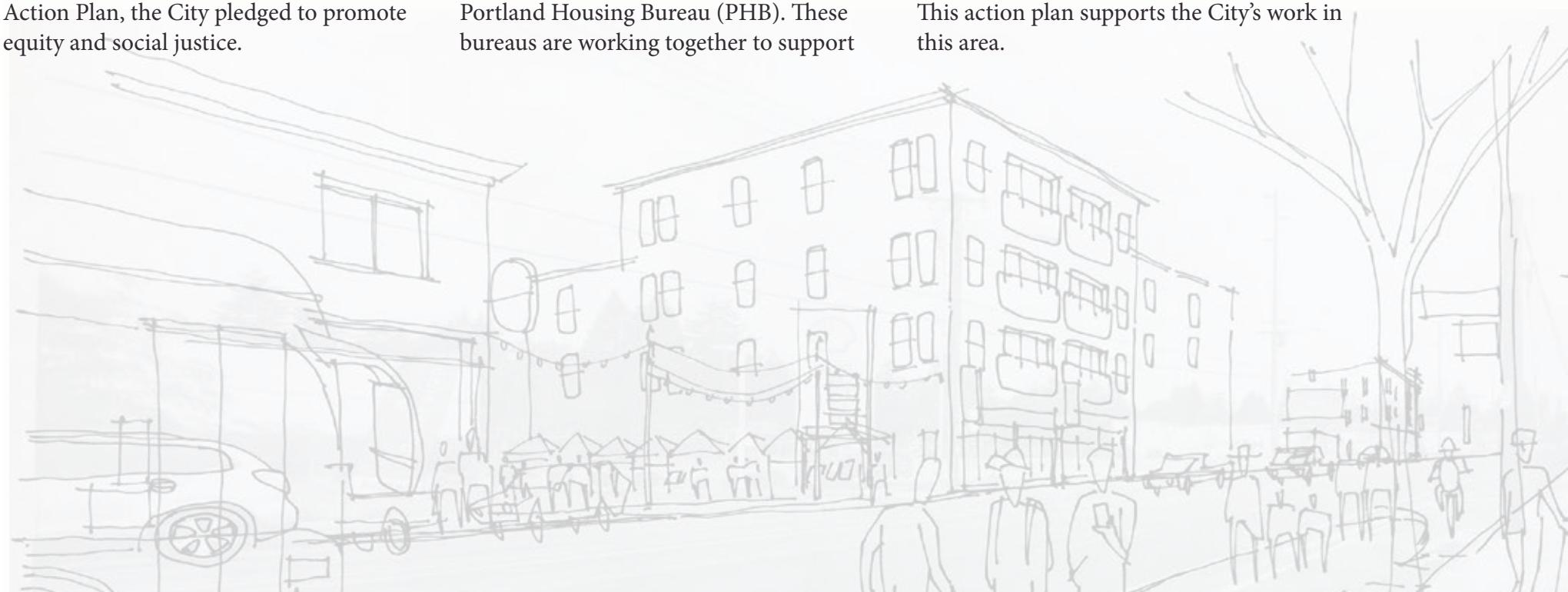
Many of the people who ride TriMet everyday ride because they need to. While Portland has many residents that choose to ride transit because it makes their life simpler, they want to contribute to improving environmental health, or they do not want to pay for parking downtown, many ride because they must—they are transit-dependent. Transit-dependent populations are more often from lower-income households, more often renters, and are also more often people of color.

The City Portland is committed to promoting equity and social justice.

In the recently adopted Citywide Racial Equity Goals and Strategies, and in plans like the Portland Plan and the Climate Action Plan, the City pledged to promote equity and social justice.

In the Powell-Division project this requires the coordinated work of many City agencies, including: Bureau of Planning and Sustainabilty (BPS), Portland Bureau of Transportation (PBOT), Portland Development Commission (PDC), and Portland Housing Bureau (PHB). These bureaus are working together to support the development of a transit project and other investments that will improve the lives of people who live and work along the corridor today, and help them benefit from and grow with the transit project.

This action plan supports the City's work in this area.



Why does Portland need a local action plan?

Transit projects are large public investments, often including tens of millions of local dollars to match a substantial federal grant.

The Powell-Division project will be funded in large part by a federal grant. Federal transit grant money, and the local transportation money that needs to be spent as the match to the grant, can only be spent on a defined set of items that are part of the transit project, like stations, transit vehicles, traffic signals, sidewalks or pedestrian crossings. These funds cannot be spent on much of the development that communities need to help make the transit work, like affordable housing at station areas.

Portland needs a path to guide investment in development to ensure that people who live and work in the corridor today can benefit from the transit project, that development activity, public or private, reflects the values and vision of the community. This plan provides that guide for the City of Portland.

Local Action Plan

Portland's local action plan guides the City's work to promote equitable development and station design as part of the larger Powell-Division Transit and Development Project. It sets out a five-year work plan for the following:

- Equity-focused community, workforce, and economic development actions to complement transit investment, promote affordable housing and support existing economic development activities, particularly in the Jade District and Division Midway Neighborhood Prosperity Initiative (NPI) areas.
- Placemaking and advocacy for transit service and station design that reflects community goals and outcomes for station and transit design.
- Coordination with funded and/or planned local transportation projects, and the identification of new projects that will increase access to transit, and improve connectivity.

By implementing this plan, the City can make progress towards broader **Portland Plan goals by 2035**:

- No more than 30-percent of households are cost burdened, which is defined as spending 50-percent or more of household income on housing.
- At a minimum, 15-percent of the total housing stock is affordable to low-income households.
- Ninety-five percent of job seekers who need it receive training for job readiness, skill enhancement and/or job search assistance.
- Seventy percent of commuters walk, bike, take transit or telecommute to work.

Achieving these objectives will help Portland improve equity and inclusion, while working to meet goals to support healthy connected neighborhoods and significantly reducing carbon emissions.

The plan includes land use **visions**—concept maps, sketches and visualizations—and **actions** that set a course for the City of Portland to promote equitable transit-oriented development in coordination with the transit project.

COMMUNITY OPEN SPACE, PLAZA
MIXED USE RESIDENT
APPROACHING BUS TO GRESHAM
TRANSIT SHE
WAITING ARE

Visions

The visions, which include concecpt maps, sketches, and visualizations, show the desired land use and transportation outcomes expressed by community members during the public engagement process. They also reflect other related plans that address concerns of people who live and work in the corridor. These land use visions are organized into three opportunity areas:

Inner Powell

Jade District

Division Midway

In each section, a concept map—a composite of workshop maps that capture workshop participants' ideas for land use and transportation improvements—aims to reflect the community's aspirations. The concept illustrates potential redevelopment areas, street and safety enhancements and improved pedestrian and bike connections. Sketches illustrate community-inspired future development. Similarly, visualizations also illustrate potential future development. But differently, they reveal probable buildout in relatively near future based recent market conditions and different investment scenarios.

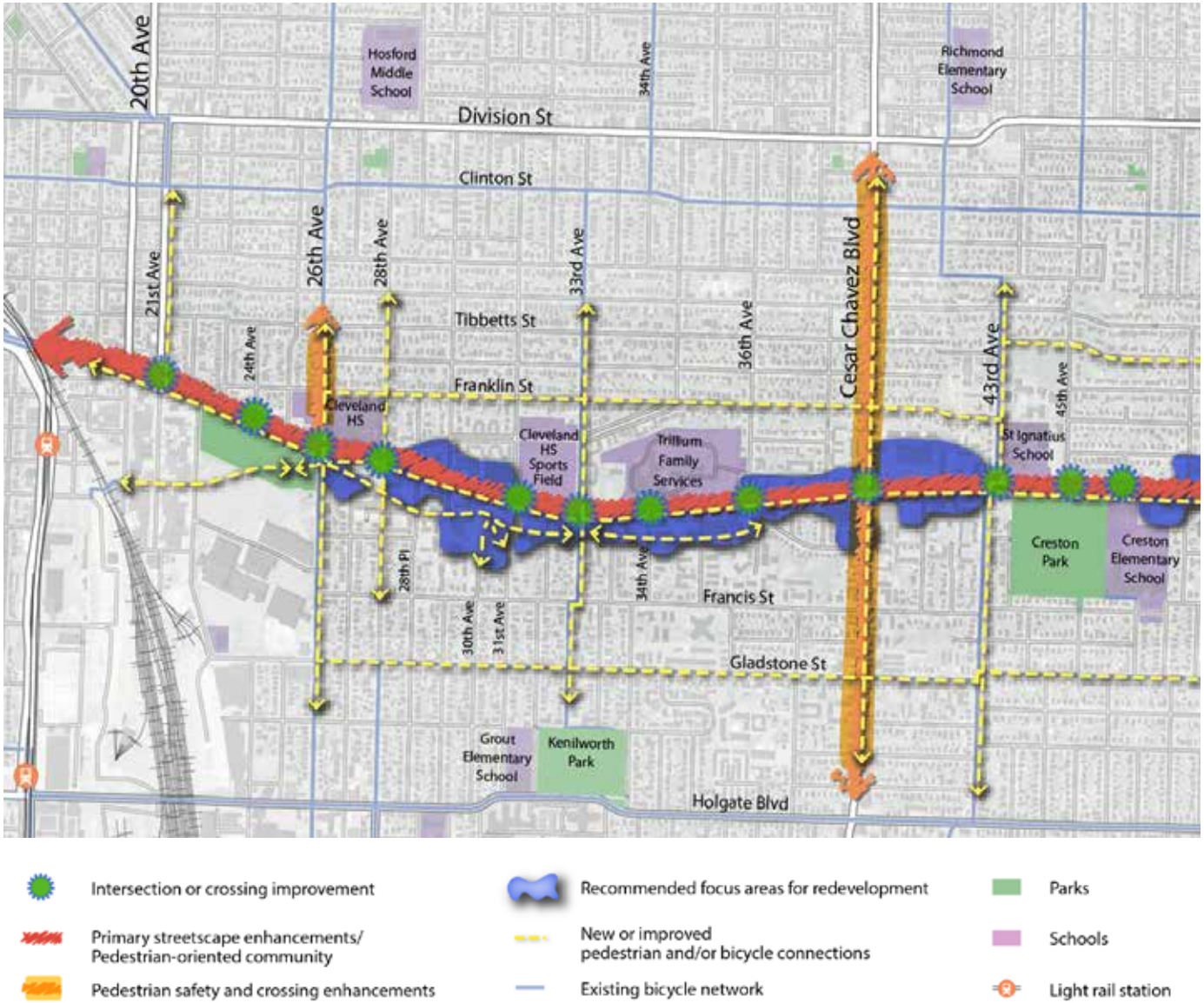
Inner Powell

Inner Powell consists of two sub-areas:

- Powell Blvd in the 20s and 30s Aves interesecting with Cesar Chavez Blvd
- Foster-Powell and 50th-52nd Aves

Together, they make up a vibrant two-mile Civic Corridor segment. Main street hubs providing local services near Cleveland High School and Catholic Charities, and up at the intersection with Cesar Chavez Blvd. A vibrant Neighborhood Center at the crossroads intersection of Powell Blvd, Foster Rd and 50th and 52nd Aves, anchors many nearby neighborhoods with services and amenities, and marks the gateway to the Foster corridor. The street is a model of ecological design—with ample street trees and stormwater facilities. A quality streetscape welcomes riders of the Powell-Division transit line, and other bus lines that offer north-south service. Affordable housing is available in a range of buildings and building types along and near the corridor.

POWELL – 20S-30S AVES – CHAVEZ OPPORTUNITY AREA CONCEPT



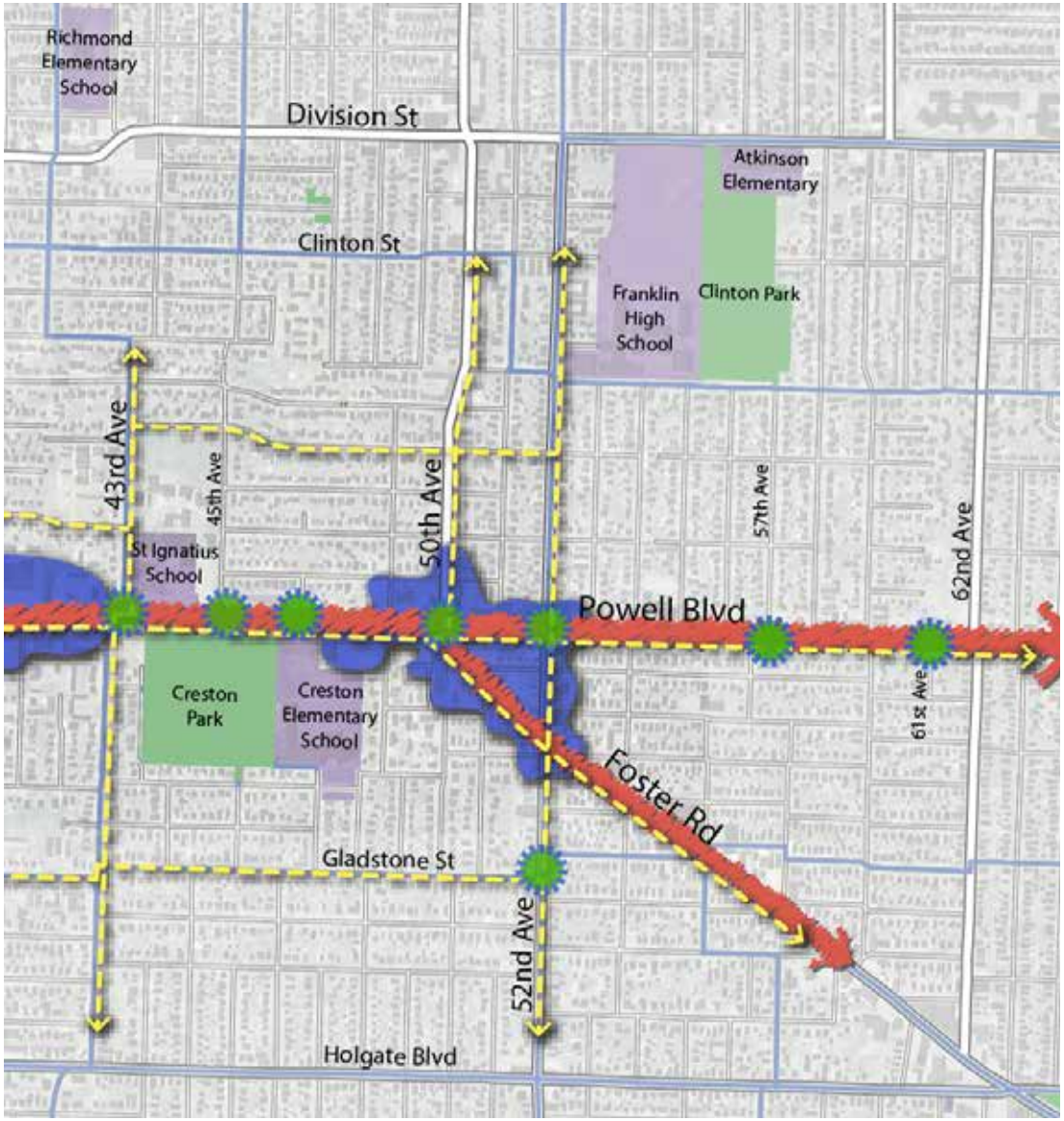
POWELL BLVD AND 30TH AVE VISUALIZATION

Sidewalk improvements, bike racks, street trees, storefront improvements

Four-story mixed-use development (ground floor retail with residential above), sidewalk improvements, bike racks and street trees

FOSTER-POWELL AND 50TH-52ND OPPORTUNITY AREA CONCEPT

- Intersection or crossing improvement
- Primary streetscape enhancements/ Pedestrian-oriented community street
- Pedestrian safety and crossing enhancements
- Recommended focus areas for redevelopment
- New or improved pedestrian and/or bicycle connections
- Existing bicycle network
- Parks
- Schools



POWELL BLVD AT FOSTER RD AND 50th AVE INTERSECTION

FOSTER-POWELL AND 50TH AVE VISUALIZATION

Street trees, outdoor seating, sidewalk improvements

Four-story mixed-use development (ground floor retail with residential above), plaza in former turn lane, street trees, outdoor seating, sidewalk improvements, bike racks

Jade District

The Jade District is a bustling Neighborhood Center that is a hub for diverse residents and businesses. A welcoming pedestrian environment on 82nd Ave and throughout the neighborhoods to the east provides excellent access to homes and businesses, supporting a vibrant main street between Division St and Powell Blvd—the commercial heart of the Jade District. Places for community gatherings provide opportunities for people to relax and recreate inside and out. Continued growth and investment at Portland Community College provide options for learning and business development. The Jade District maintains its unique community character and racial and ethnic diversity; and provides affordable living options in a service-rich environment for people of all ages, backgrounds and

82ND AVE / JADE DISTRICT OPPORTUNITY AREA CONCEPT

- Intersection or crossing improvement
- Primary streetscape enhancements/ Pedestrian-oriented community street
- Pedestrian safety and crossing enhancements
- Recommended focus areas for redevelopment
- Area of community concern/ lack of sidewalk connectivity, safety, and lighting
- New or improved pedestrian and/or bicycle connections
- Existing bicycle network
- Parks
- Schools
- Light rail station

82ND AVE & WOODWARD STREET VISUALIZATION

Top Right: Two-story mixed-use development (ground floor retail with office above), street trees, sidewalk improvements

Bottom Right: Four-story mixed-use development (ground floor retail with office above), street trees, sidewalk improvements, crosswalk improvements, bike racks, street trees

82ND AVE & DIVISION STREET VISUALIZATION

Top Right: Street trees, outdoor seating, bike racks, sidewalk and crosswalk improvements

Bottom Right: Two-story mixed-use development (ground floor retail with office above), street trees, outdoor seating, bike racks, sidewalk and crosswalk improvements

Division Midway

Division Midway is an active Town Center, with safe walking environments and bike connections to and from residential neighborhoods. There are ample employment opportunities in and around the station areas and within an easy transit ride from Division Midway. Specialty food markets offering goods from around the world draw people from around the region and highlight the diversity and vibrancy of East Portland. Storefront improvements and landscaping create a pleasant walking, shopping and working environment, and temportary events like market and fairs enliven the area. Buildings and sites are developed in a way that recognizes that pedestrians need safe buffers from busy streets. Street crossings are well marked and signalized, allowing people to safely and confidently cross Division, 122nd, 148th and 162nd to get to their homes, work, school and services. In the neighborhoods, there are good connections to and from current and future parks and schools. Stations reflect the local community and add to the sense of place in East Portland.

DIVISION MIDWAY OPPORTUNITY AREAS CONCEPT

Intersection or crossing improvement

Primary streetscape enhancements/ Pedestrian-oriented community street

Pedestrian safety and crossing enhancements

Recommended focus areas for redevelopment

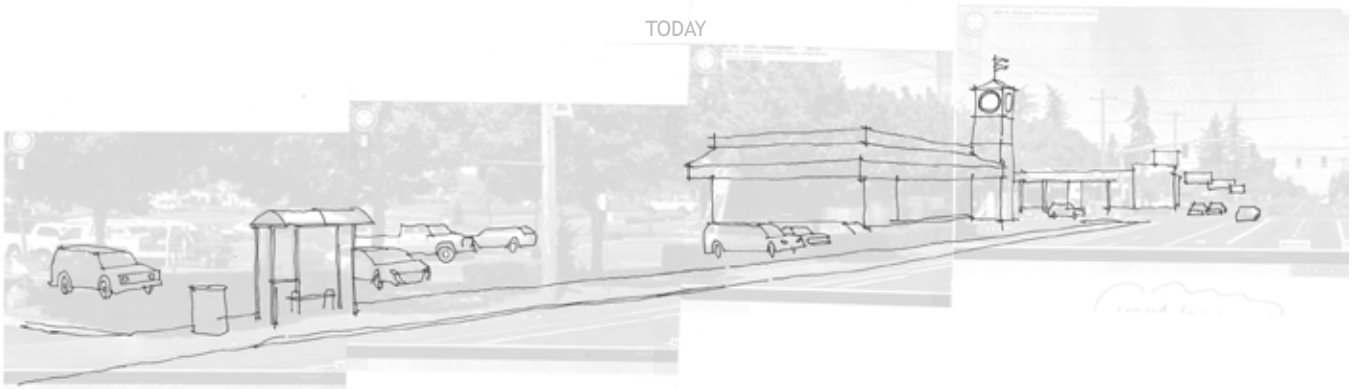
New or improved pedestrian and/or bicycle connections

Existing bicycle network

Parks

Schools

122ND AVE JUST SOUTH OF DIVISION ST



DIVISION ST JUST EAST OF 122ND AVE

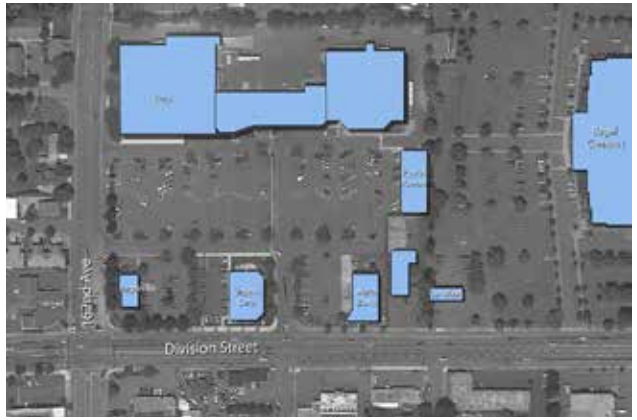
TODAY

FUTURE

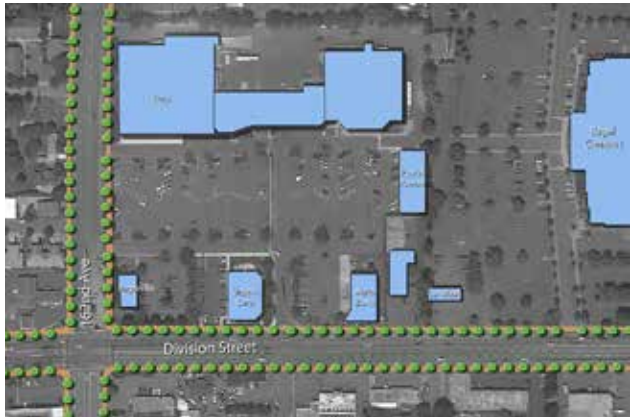
DIVISION ST AT 162ND

Today

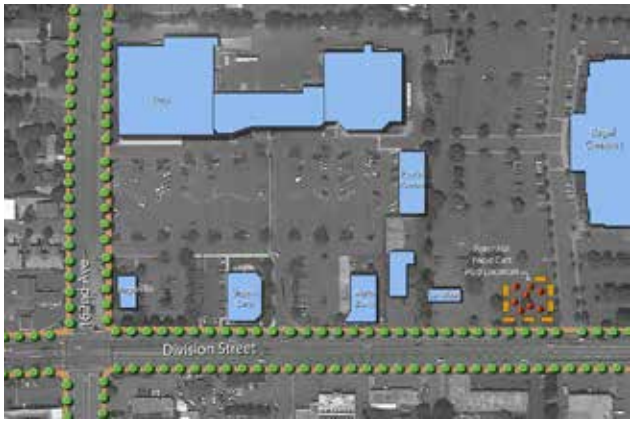
Existing Building



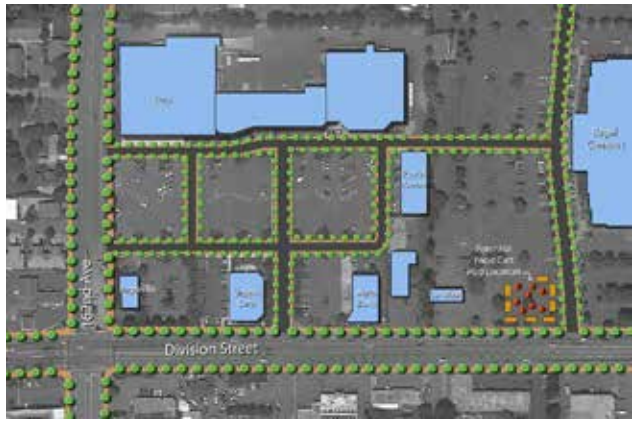
Landscaping Only



Potential Food Cart Pod



New Street Network

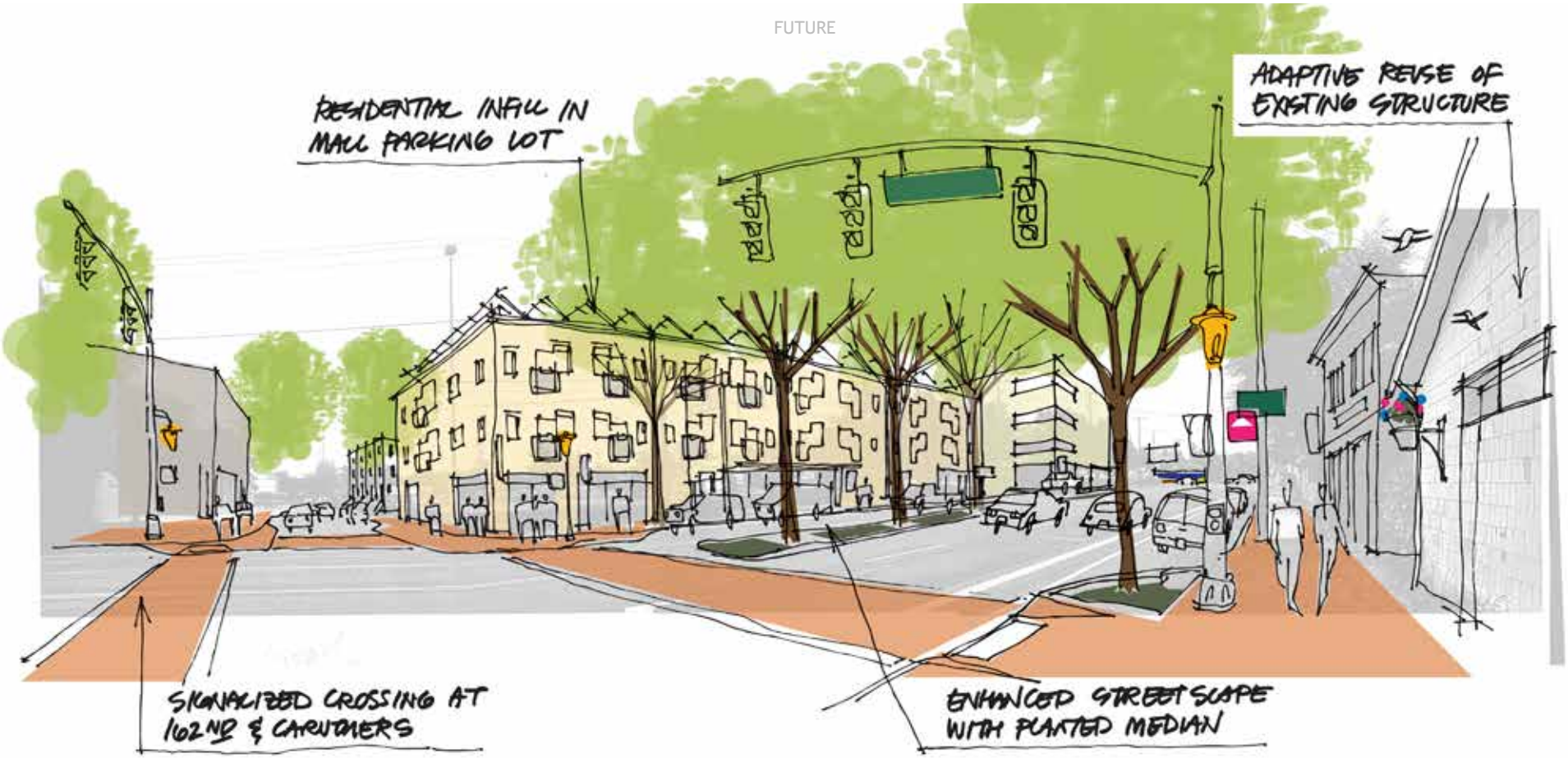


New Development

162ND AVE JUST NORTH OF DIVISION ST

TODAY

FUTURE



<<image of jade district "sense of place" or 122nd ave vacant lot opportunity>>

Businesses in the Jade District

Actions

The following tables describe the actions proposed to implement each of the following elements of the Action Plan:

A. Community Development Actions

1. Coordinated Community Development
2. Affordable Housing Preservation and Development
3. Workforce and Economic Development
4. Improving Conditions for Tenants
5. Improvement through Research and Monitoring

B. Transit Project Design and Development Actions

1. Placemaking and Urban Design
2. Transit Service, Design, Construction, and Policy

The actions listed on the following pages include the following:

- a description of the proposed task,
- information about funding,
- the recommended timing for implementation, and
- the bureau or group of bureaus and agencies likely to lead implementation.

The [draft] action plan includes new actions that are not yet funded. Under the funding column, it will say, "TBD" or "None." The Plan anticipates that ongoing efforts to budget and fund actions will be required to meet goals for affordable housing, economic development and equity in the corridor.
Most of the Powell-Division Transit Project corridor is outside of urban renewal areas. The exceptions are the Foster & Powell and 82nd & Powell intersections. The City has used urban renewal in the past to fund community development activities related to new transit projects. Without creation of a new district, that resource is not available here.

A. Community Development Actions

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
1. Coordinated Actions					
a	Transit Project Development Phase Advisory Group	Continue community involvement in the Project Development phase of the transit project, which includes preparation of an application for a federal Small Starts grant. Define the scope, structure, roles and responsibilities for the community involvement process and committee.	Likely Metro and/or TriMet	Now/Project Development	Metro; this is identified as an action the Portland supports and would like to be a part of.
b	Community Development Actions Coordination (CDAC) Group	Regularly convene City of Portland bureaus and agencies (BPS, PBOT, PDC, and PHB) to coordinate activities related to the Powell-Division Transit and Development Project. Members of this group will work with their individual bureaus and City Council to coordinate phased implementation of the Action Plan. The group will coordinate with Metro, TriMet and community partners.	Likely Metro and/or TriMet	Now/Project Development	BPS
c	Maintain and Enhance Neighborhood Prosperity Initiative (NPI) Community-led Work	Continue to support the PDC Neighborhood Prosperity Initiative (NPI) Program. Provide additional funding Jade and Division Midway NPI areas in support of their contribution to the BRT project. See actions 3a, 3d, and 3g.	$850,0000 City General Fund	Now/Project Development	PDC

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
2. Affordable Housing Preservation and Development					
a	Develop Affordable Housing Strategy – Sites for Acquisition and Preservation	Identify and seek to secure sites for future affordable housing development and opportunities for preservation of the affordability of existing housing in the corridor.	None	Now/Project Development	CDAC Group
b	HCT Housing Trust Fund and Land Bank	Develop and capitalize an HCT (High-Capacity Transit) Housing Trust Fund. The Fund is to support site acquisition (land banking) or other investments that support development and preservation of affordable housing along new high-capacity transit corridors. The purpose is to increase the likelihood that current households and transit dependent low income households are not displaced. The HCT Housing Trust Fund should be designed also to work with future HCT projects in the region. The Fund is anticipated to combine local, Metro, TriMet and other resources.	None	TBD	CDAC Group
c	Portland Property Acquisition Fund	Seek funding to expand PHB's pilot Portland Property Acquisition Fund to the Powell-Division corridor. Use Fund to preserve existing multi-family market-rate affordable housing	None	Now/Project Development	CDAC Group
d	Multi-Unit Limited Tax Exemptions (MULTE) Program	Increase access and use of Multi-Unit Limited Tax Exemptions (MULTE) in the Powell-Division corridor. Consider the need for adjustments to program boundaries, rules or requirements to increase use and effectiveness for Powell-Division.	None	TBD	CDAC Group
e	Inclusionary Housing Policy	Work to repeal State preemption of local use of inclusionary zoning for multi-family development especially in HCT corridors.	None	TBD	CDAC Group
f	Manufactured Home Communities	Work with residents to assess issues and develop a strategy to improve conditions in mobile home communities along the alignment.	None	TBD	CDAC Group

Why is affordable housing and economic development part of the transit project?

Transportation investments, such as stations; faster and more frequent service; new sidewalks and bike lanes bring great benefits to communities. They make it easier for people to get to work and school, see friends, and complete life's necessary errands.

These improvements can improve people's daily lives, particularly for people who are largely dependent on transit to get around. However, these conveniences also often increase the desirability of an area, which is one of many factors that can increase the value of private property. Increased property values can also lead to residential, commercial and community displacement.

The Powell-Division corridor, like much of the city, is already experiencing serious housing pressures. Rents are rising throughout the corridor. South of Powell Blvd in Inner Portland where there is good access to services, a one bedroom unit may cost upwards of $1300 per month. This is too small a unit and too much money for a household of four that earns $58,800 per year, which is 80 percent of the median family income.

Housing price pressures are not limited to Inner Portland. Rents in East Portland are rising, too, making it difficult for households to feel secure and stable. This plan hopes to improve community stability by increasing affordable housing options along the new Powell-Division high capacity transit line.

Affordable housing near transit increases access to opportunity.

Housing that is affordable for many working households is not often provided by the private market. Agencies need to make strategic investments to preserve existing and develop new affordable housing to make sure that people who depend on good transit to get to work, school, and to complete daily errands, can live near frequency and high-capacity transit service. While Portland has many people of all incomes who choose to use transit, many transit riders are part of low or lower income households. New development at transit stations is often more expensive than they can reasonably afford or afford at all.

Mixed use zoning and new private market development is important, too.

Another critical component of relieving housing pressure is increasing the overall supply of housing in Portland. Increased housing supply can, over time, help lessen housing price increases by providing more options and less competition for housing.

The good news is that the zoning along the corridor currently allows for mixed use development at every major station area, stations with transfer opportunities, and allows for transit-supportive residential densities along the entire route. When it is financially feasible, the private development market will produce new mixed use and residential buildings in the corridor.

How does the City of Portland currently support and provide affordable housing?

The Portland Housing Bureau (PHB) works to ensure that all Portlanders have safe and stable homes. PHB's work focuses on three core goals: ending homelessness, increasing the availability of rental housing, and promoting stable homeownership. The housing bureau is also committed to eliminating racial and cultural barriers to housing. Currently the city regulates over 13,000 housing units in over 350 projects. These projects were developed using a variety of funding sources and through a variety of different housing programs.

***Low-interest Loans** – The City directly supports the creation of affordable housing by providing loans that facilitate the development and preservation of new affordable housing. The City offers a variety of loan products that can be structured to suit the needs of individual housing projects.*

***Development Charge Exemptions and Tax Exemptions** – The City also indirectly funds affordable housing by waiving System Development Charges and providing limited tax exemptions for projects that provide affordable housing, which meets set program requirements.*

The City also develops affordable housing in partnership with other organizations. Examples include Gray's Landing in South Waterfront, which is a partnership with REACH Community Development; and Bud Clark Commons, which is a partnership with Home Forward, Multnomah County and Transitions Project, Inc. In addition to the program types described above, the City is also able to buy and sell land to support affordable housing; however, the City has not used this ability often in the past. It could become a future tool to support affordable housing.

Affordable housing needs to be protected for the long-term.

By City code, all affordable rental housing supported by City of Portland funds must be affordable for 60 years and priced to be affordable to households that make less than 80-percent of the median family income, which for 2015 is $58,800 for a family of four. In recent years, however, the City has focused its assistance for rental housing almost exclusively on households earning 60-percent or less of median family income, which is currently $44,100 for a family of four.

Where does affordable housing funding come from?

Funding for the City's housing work comes from mostly from local and federal sources.

Local Funding

***Urban Renewal** – Locally, the City raises money for housing by directing a portion (currently an average of 30 percent) of urban renewal funds toward affordable housing. This funding is referred to as Tax Increment Financing (TIF), and it can only be used in Urban Renewal Areas (URA). This funding makes up the majority of Portland's affordable housing funding.*

For example, a recently completed (2015) mixed-use affordable housing development—Glisan Commons—leveraged TIF funds in the Gateway URA in East Portland.

Only a small portion of the Powell-Division transit line, however, is located in Urban Renewal Areas. The City's ability to invest in housing in the corridor is limited today. New funding sources for housing will increase the City's ability to fund housing in the Powell-Division corridor and in other areas outside the city.

***Tax Exemptions and System Development Charge (SDC) Exemptions** – By reducing fees, and by providing tax exemptions, the City indirectly supports the development of affordable housing. These programs work by reducing costs and by providing tax exemptions for projects that provide affordable housing, and that meet defined housing program requirements. This indirect funding is not limited to Urban Renewal Areas. SDC waivers are available citywide. Tax exemptions are limited to areas of the city that have good access to transit, and that meet other criteria.*

***General Fund and Other Sources** – At times and under specific and limited circumstances, General Fund dollars and other sources support the development of affordable housing in Portland.*

Federal Funding

The two main federal sources are HOME and the Community Development Block Grants (CDBG), although smaller amounts of funding come from other federal programs as well. Generally these sources can be used citywide and could potentially assist projects in the Powell-Division corridor.

Glisan Commons

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
3. Workforce and Economic Development					
a	Business Retention - Technical Assistance	Provide technical assistance to help retain existing businesses along the Powell-Division HCT corridor. Retention efforts should address business disruptions during construction and potential economic and market changes the business could face after the line is operating. Activities would supplement existing technical assistance supported by PDC. Anticipated specific activities include workshops on best practices, legal and lease issues and operations, and local contracting opportunities.	$67,200 Year one funding requested in pending grant.	Program Development (5-year Program)	PDC
b	Business Competitiveness Program	Provide assistance to increase the competitiveness of existing business and property owners in the Jade and Division-Midway NPIs. Program activities include storefront improvements, merchandising and property improvement assistance. The Program will be coordinated with business technical assistance program.	$1,000,000 Tax Increment Financing (TIF)	TBD	PDC
c	Pre-Development Assistance	Expand PDC's Development Opportunity Services grant program to the Jade District and Division Midway Alliance NPI areas for a limited time.	$96,000 1-year funding pending grant.	TBD	PDC
d	Development Concierge Service	Provide a development review concierge service for qualifying applicants in the Jade District and Division Midway Alliance NPI areas to help small developers and property owners through the development review process.	None	Position should be funded for five years.	BDS

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
e	Workforce Navigation & Development Services in the East Portland Corridor	Hire a workforce navigator for the East Portland corridor (82nd Ave and Division St to eastern city limit). The navigator will direct people to services such as career fairs, resume and cover letter workshops, application assistance and workforce development workshops and provide workforce navigation services. As part of this effort investigate the Donna Beegle "Opportunity Community" model focused on a specific area or population.	Approximately $100,000 (position) and $30,000 (to implement community training) City General Fund	Position should be funded for five years.	PDC
f	Anchor Institution Strategy for Workforce and Business Development	Develop and implement and anchor institution strategy in East Portland, including identifying anchor institutions and major employers, connecting unemployed and underemployed residents, focusing on low-income residents and communities of color, with training and job opportunities; and identify opportunities for local businesses to provide goods and services to anchor institutions.	TBD	Now/Project Development	PDC
g	Disadvantaged Business Contracting	Maximize the opportunities for minority and women contractors to participate in the project's construction.	None	Now/on-going	TriMet, Metro, CDAC Group
h	Business Competitiveness Program	Maximize employment opportunities for minorities and women on the construction project and ensure that programs preparing people for the trades have a pipeline connection to East Portland residents.	None	Now/on-going	TriMet, Metro, CDAC Group

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
4. Improving Conditions for Residents					
a	Rental Housing Inspection Program	Provide enhanced rental inspection program (4.5 additional FTE). Through collaboration with PHB, use the program to support meeting requirements of the Fair Housing Act. Program could potentially be funded with revenue from fines.	None (estimated at $500,000 per year)	TBD	TBD
b	Improved Tenant Protections	Continue development and advocacy for just-cause eviction protections for tenants. Build on options developed through C40 organization's study of the corridor.	None	TBD	TBD
c	Multi-Dwelling Development Standards	Develop new standards for multi-dwelling buildings in East Portland to create more walkable neighborhoods. Revised development standards could improve the City's ability to require pedestrian and street connections, in addition to improved building design.	$310,500 2015-2017 Metro grant	2016 - 2017	BPS
d	Anti-displacement initiatives	Include Powell-Division neighborhoods as part of exploration of new citywide policies and actions to address displacement pressures on current residents. Specific actions to explore that may be relevant to the Powell-Division corridor include: • Tax deferral program -A local tax deferral for qualifying long-time personal property owners who would like to remain in the corridor, but cannot manage increased taxes. • Anti-Speculation Tax - A real estate transfer tax on houses sold more than once in a 24-month period.	None	TBD	PHB

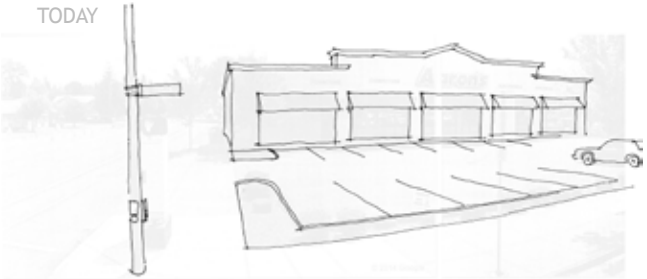
	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
5. Research and Monitoring					
a	Real Estate Change	Track and analyze housing and economic change in the corridor over a multi-year period. Develop a replicable approach to this analysis that could be used in other neighborhoods facing change.	PSU	Start Fall 2015	BPS and PSU
b	Probability of Change	Survey property owners and manager to understand if and to what extent the transit project is influencing their property management decisions. Apply the results of the housing field study, along with other real estate data, to develop a deeper understanding of the scale of properties that may be likely to be redeveloped.	PSU	Start Fall 2015	BPS and PSU
c	Model Change	Create, capitalize and operate a High-Capacity Transit Housing Trust Fund with Metro and TriMet to support affordable housing development, site acquisition and affordable housing preservation near frequent high-capacity transit service.	PSU	Start Fall 2015	BPS and PSU
e	Single-Dwelling Residential Vulnerability	Inventory single-family housing in the corridor with focus on low-income owners who might be at risk of displacement. Include demographic and financial information as determinants of vulnerability.	$66,500 2015-2017 CPDG/CET and Bullitt Foundation grants	Fall 2015 through Summer 2017	BPS and PSU

B. Transit Project Design and Development Actions

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
1. Placemaking and Urban Design					
a	Public Benefit-Focused Transit Oriented Development (TOD) Projects	Identify public benefit TOD projects that can be pursued through public-private partnerships. Focus on projects that include: affordable housing, affordable commercial space, community-serving resources, and economic opportunities and jobs for area residents.	Community Development Fund	TBD	TBD
b	Neighborhood Prosperity Initiative Branding and Identification	Incorporate district branding that reflect the local culture of the districts into wayfinding signage, lighting, gateway signage and pedestrian bridges.	TBD	TBD	City staff will advocate for TriMet to implement this action.
c	Flagship Stations in East Portland	Advocate for community visions, tailored improvements to strengthen identity of specific commercial districts, reinforce NPI brand identify, and follow local community visions. See also 7b) Neighborhood Prosperity Initiative Branding and Identification and 8b) Station Environment.	TBD	TBD	City staff will advocate for TriMet to implement this action.
d	Park Connection to Potential Station Near 148th Ave	Advocate for a station at 148th Ave and Division St to provide a future connection to the Portland Parks and Recreation-owned property south of Division St.	TBD	TBD	City staff will advocate for TriMet to implement this action.
e	Jade District Connectivity	Scope and design an urban design and multimodal transportation analysis of the multi-dwelling residential area between Division St, Powell Blvd, 82nd Ave and I-205, with the goal of increasing connectivity and safety.	Funded as part of the 82nd Avenue CPDG/CET grant award.	Fall 2015 through Summer 2017	PBOT with significant BPS participation

ACTION TITLE		ACTION	FUNDING	TIMING	POTENTIAL LEAD
f	Alternative Uses for Parking Lots and Frontage Roads on Powell Blvd Between SE 53rd and SE 79th Aves	In coordination with the transit project design and in close coordination with ODOT, identify alternative uses for portions of the frontage roads and parking lots on the south side of Powell, while continuing to provide needed parking and residential area access. Improvements to the area will likely require an update to the agreement between ODOT and the City of Portland.	Complete as part of Project Development phase.	Now/Project Development	PBOT, with assistance from BPS, and in coordination with the regional transit project team
g	Foster Road Public Realm Improvements	Evaluate changes to the slip land at the intersection of 50th Ave, Foster Rd, and Powell Blvd and identify options to improve pedestrian connectivity and to create a public plaza or civic space to activate the historic main street and anchor forthcoming Foster Rd streetscape improvements.	None	Now/Project Development	PBOT, with assistance from BPS, and in coordination with the regional transit project team
h	Cleveland High School and Green Loop Connection	Coordinate the design of a stop or station near Cleveland High School with Portland Public Schools and connect to the new Powell Blvd crossing at 28th Ave. Explore opportunities to connect to the Green Loop and to create a pedestrian and bike network south of Powell between 21st Ave and Cesar Chavez Blvd.	TBD	Now/Project Development through Construction	BPS and PBOT joint project
i	Downtown Design Coordination	Design transit service to complement ongoing planning and development efforts in the Central City identified in the Central City Plan and appropriate quadrant plans, and coordinate with PDC efforts in the Broadway and Union Station area.	Funding via Central City planning work at BPS and 2015-2017 CPDG/CET funding for continued Powell-Division related work.	Now/Project Development	BPS in coordination with PBOT

TODAY



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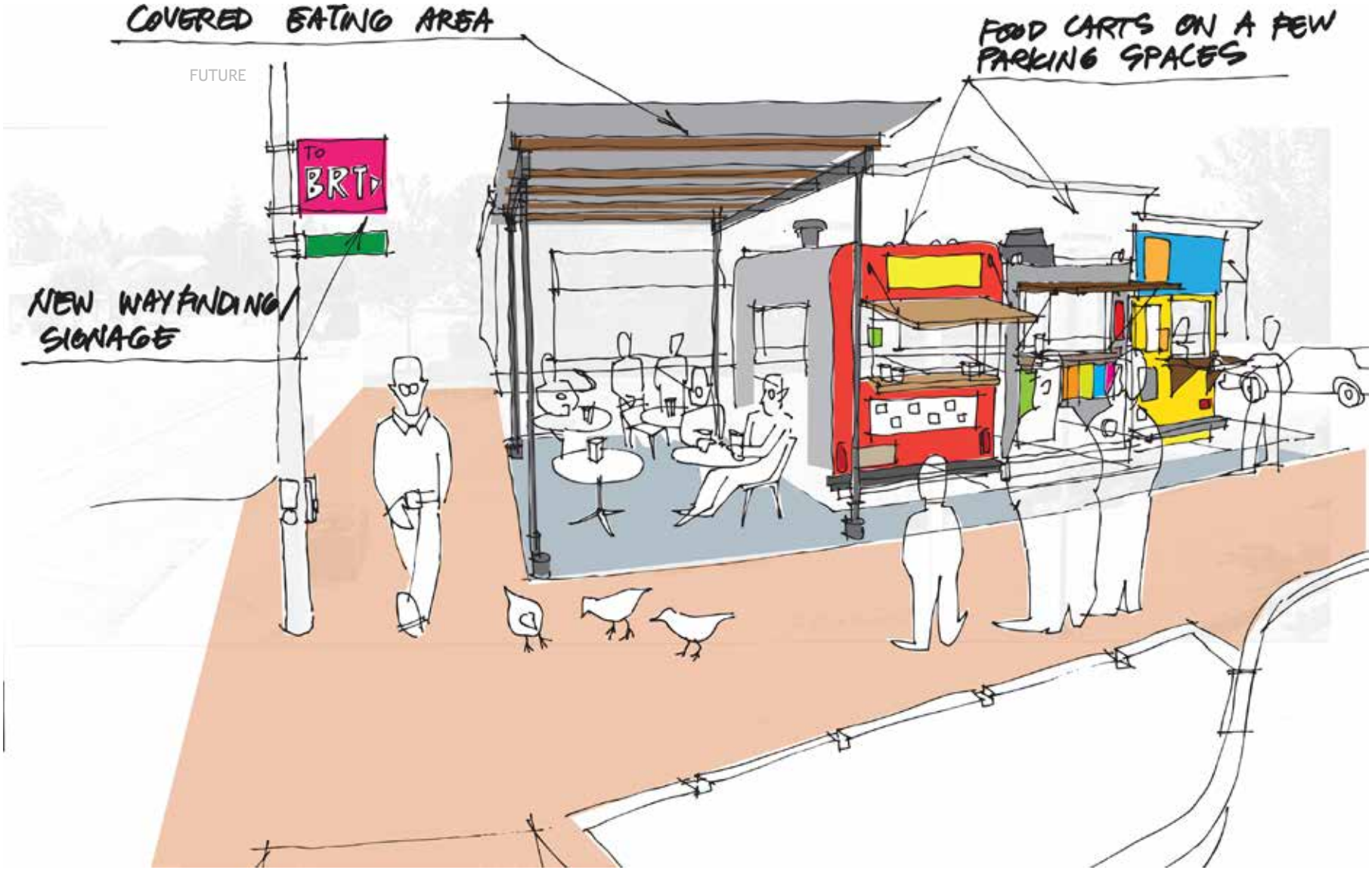

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
1. Placemaking and Urban Design (continued)					
j	Civic Spaces Planning	Work with PSU Methods I and Methods II class at the Toulan School of Urban Studies and Planning to survey the corridor and identify opportunities for the development of civic spaces in addition to and outside of station areas, and to provide input into station design.	PSU and BPS staff time	Fall 2015 and Winter 2016	BPS working with PSU faculty
k	Temporary Use Pilot Project	Work with PSU faculty and students and the Toulan School for Urban Studies and Planning and explore opportunities for a cooperative grant with the Institute for Sustainable Solutions to work with an interested property owner to experiment with temporary uses and events to enliven an area in East Portland on the transit line.	PSU and BPS staff time	Fall 2016 through Spring 2017	BPS working with PSU faculty and students
l	District Trash Management	Develop a handbook for property owners or business associations that clearly explains and helps interested persons establish district or area trash management programs.	BPS Solid Waste and Recycling	FY 2016/17	BPS

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
2. Transit Project Service, Design, Construction, and Policy					
a	Transit Service Quality	Work with the regional team to provide equal or better transit service for the people who live and work in the Powell-Division corridor and implement more north/south transit service on key connecting corridors to provide access to job opportunities in the Columbia Corridor and other employment centers. Pursue more frequent service on north-south bus lines, and the development of new north-south bus lines shown in the TriMet Eastside Service Enhancement Plan (SEP).	2015 CPDG	TBD	PBOT
b	Station Environment	Incorporate district branding that reflect the local culture of the districts into wayfinding signage, lighting, gateway signage and pedestrian bridges. See 7b) Neighborhood Prosperity Initiative Branding and 7c) Identification and Flagship Stations in East Portland.	TBD	Project Development	PBOT
c	Station Access	Work with the regional team to provide, safe protected pedestrian and bicycle crossings to reach stations. Design the crossings to minimize impact on bus or traffic function, while improving safety. Community identified crossings are on the concept maps included in this document. Refer to projects identified in existing plans, and previously identified by PBOT as priority crossings.	2015 CPDG	Project Development	PBOT
d	Transfers and Connections	Work with the regional team to develop station designs, transfer points and transit service schedules that facilitate quick and easy transfers between Powell-Division and north-south bus lines.	2015 CPDG	Project Development	PBOT

	ACTION TITLE	ACTION	FUNDING	TIMING	POTENTIAL LEAD
e	Transportation System Plan (TSP) Policy	Amend the Transportation System Plan (TSP) Policy for Powell Blvd between 54th and 82nd Avenue from a Transit Access Street to a Major Transit Priority Street, if transit alignment includes Powell Blvd in this area.	2015 CPDG	Project Development	PBOT
f	TSP System Improvements Project List	Identify amendments to the TSP System Improvements Project List to ensure the relevant project description and cost reflects the transit project definition.	2015 CPDG	Project Development	PBOT
g	State Highway Design and Operational Flexibility	Explore strategies for design and operational flexibility in areas along State highways where proposed design elements support project goals and outcomes or vision concepts but do not meet State standards and criteria.	2015 CPDG	Project Development	PBOT
h	Vision Zero	Incorporate "Vision Zero" principles and strategies into the BRT project design to help make transportation system the safest possible for people traveling by all modes and to move towards zero traffic-related fatalities and serious injuries.	Funded	Project Development	PBOT
i	Active Transportation Network Connectivity and Access	Advance the corridor investment strategy for active transportation based on bicycle and pedestrian concepts for the corridor from the project bike element, pedestrian access analysis, local action plan vision concepts, and other adopted plans in the corridor, such as the Division Midway Neighborhood Street Plan. Coordinate the design of the BRT project with other already funded capital projects. Help seek funding for additional improvements.	Funded	Project Development	PBOT

Building This Plan

This action plan reflects, and is the result of, extensive community outreach and technical research that was completed between 2013 and 2015 by the City, regional partners and consultants. Concentrated effort was directed at understanding and addressing the needs and concerns of communities who live and work near to and east of 82nd Avenue and into Gresham, along Portland's eastern boundary.

Community Engagement

Learning what communities care about, and how this transit project could potentially improve living and working in the corridor—particularly in East Portland—and integrating community ideas in the project drove outreach for the Powell-Division Transit and Development Project.

Metro, which took the community outreach lead for the project, emphasized the need to make it easy and comfortable for people to share their ideas. This approach was consistent with Portland's adopted community involvement policies, and was supported by engagement approaches taken during visionPDX, the Portland Plan and the Comprehensive Plan.

To make it easier for people to share their ideas, staff attended fairs and events, conducted quick surveys at heavily used bus stops, had an ongoing survey stand at a public library and put up multiple online surveys. The City of Portland used grant funds provided by Metro to sponsor workshops with the with the Division Midway Alliance and the Jade District. The latter workshop included live translation into Cantonese and Vietnamese. The City of Portland also used grant funds to support community-hosted focus groups with multiple community organizations and community leaders, many with live translation; and to fund in-person surveys of businesses by youth organizers to learn more about what business owners' value about transit and hope to see in their areas in the future.

A more detailed document of community engagement activities completed in support of this plan and the larger Powell-Division Transit and Development Project can be found in Metro's Public Engagement Reports, which are available in the Powell-Division Transit and Development Project's project library on the Metro website:

www.oregonmetro.gov/powelldivision.

Technical Research

Throughout the community outreach and planning process, staff completed and worked with consultants to complete technical research to develop a deep understanding of conditions in the Powell-Division corridor. Technical research included the development of an existing conditions and opportunities and constraints reports. These reports documented and illustrated what the corridor is like today, and highlighted issues to explore in more detail as the project progressed.

Next, staff worked with Fregonese Associates to complete detailed assessments of significant intersections along all of Powell and all of Division from Milwaukie Blvd to the City's eastern boundary. These intersections were identified in the opportunities and constraints analysis completed by staff. Fregonese's data analysis included, but was not limited to, an assessment of demographic conditions, transit orientation, transit ridership and development readiness in and around each intersection. To organize their analysis and to tie the analysis directly to the larger project, Fregonese Associates identified analysis measures that correspond to each of the project's adopted goals: transportation, efficiency, equity and well-being. In addition to data analysis, staff completed site visits, reviewed existing development patterns and conditions and analyzed existing and proposed land use policies and plans.

This combined research was used to identify focus areas to study in further detail. Based on this research, staff separated the corridor into three main corridor segments: Inner Powell, Jade District and Division Midway and studied five smaller areas within those segments. The five study areas include: Powell Blvd and Cesar Chavez Blvd, Foster-Powell, 82nd Ave from Powell Blvd to Division St, Division St and 122nd Ave, and Division St and 162nd Ave. Outreach in early 2015 focused on understanding concerns, issues and needs in these areas, and community outreach recommendations are shown in the urban design maps and illustrations in this plan. Fregonese Associates also completed real estate development analyses of the three corridor segments to provide the City with a fact based understanding of the types of development the private market is likely to build along different parts of the corridor.

In addition to real estate and demographic analysis, staff worked with MZ Strategies, a firm with national experience with equitable transit oriented development, to better understand the strengths and limitations of the local housing programs, and to identify recommendations for new tools and approaches to providing affordable housing in Portland.

This plan was developed by the Bureau of Planning and Sustainability (BPS) with Fregonese Associates. BPS staff worked closely with the Portland Bureau of Transportation (PBOT), Portland Development Commission (PDC), and the Portland Housing Bureau (PHB) in coordination with members of the regional project team, and the project steering committee Transit and Development Project. This plan was supported in part through a Metro Community Planning and Development Grant. This plan is based on technical research and extensive input provided by community organizations and individuals who participated in the outreach process.

ACKNOWLEDGEMENTS

Leadership

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Steering Committee

Project partners are working together to improve transit along the Powell-Division corridor. To make that a reality, a group of community members and elected leaders have been engaging the public in the challenges the corridor faces and the best way to address them.

The project steering committee, to date, has weighed public input and technical information to recommend a type of transit service—bus rapid transit—and a generally recommended route.

Project partners and steering committee members are committed to a realistic transit project proposal with strong community support.

Committee Members

Councilor Shirley Craddick, Metro - co-chair

Councilor Bob Stacey, Metro - co-chair

Trell Anderson, Catholic Charities

John Bildsoe, Gresham Coalition of Neighborhood Associations

Lori Boisen, Division-Midway Alliance

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Commissioner Diane McKeel, Multnomah County

Melinda Merrill, Fred Meyer

Commissioner Steve Novick, City of Portland

Raahi Reddy, Asian Pacific American Network of Oregon and University of Oregon Labor Education and Research Center

Vivian Satterfield, OPAL Environmental Justice Oregon

Councilor Lori Stegmann, City of Gresham

Dwight Unti, Tokola Properties Inc.

Rian Windsheimer, Oregon Department of Transportation

REGIONAL PARTNERSHIP

Regional partners are working together to meet shared goals. This is a large and complex project with many project partners. In a regional project, each agency has a different set of roles and responsibilities, some of which change over time. The following describes each partner's role in the project.

Metro

As Portland's regional government, Metro convenes and leads the planning for regional transit project. They convene partners to work with communities and each other to develop a Locally Preferred Alternative, which includes the route and station locations for the new transit line.

TriMet

TriMet is the region's transit service provider, and will design, construct and operate the Powell-Division project. TriMet also manages relationships and agreements with federal transit authorities. This new line will be TriMet's first bus-rapid transit (BRT) project.

City of Portland

In this project, the City of Portland is responsible for ensuring that the route and stop locations serve current and future populations, particularly transit-dependent populations and high-demand destinations.

Portland's role is also to lead and support equitable transit-oriented development and investments. Portland has made commitments in the Portland Plan and the Comprehensive Plan to promote equity and social justice. This requires the coordinated work of many City agencies including: Bureau of Planning and Sustainabilty (BPS), Portland Bureau of Transportation (PBOT), Portland Development Commission (PDC), and Portland Housing Bureau (PHB). These bureaus not only work together, but they also work with agency partners, nonprofit organizations, communities and businesses to support equitable development of and in support of the transit project.

City of Gresham

The City of Gresham is responsible for ensuring that the route and stop locations serve current and projected future residents and businesses in their city. Like the City of Portland, they are responsible for preparing a land use and action plan in conjunction with the transit plan.

Oregon Department of Transportation (ODOT)

As the road authority for Powell Blvd (US Highway 26) and 82nd Ave (State Highway 213), ODOT is a key partner in the Powell-Division Transit and Development Project. High-capacity transit is an important tool to help reduce congestion on these regional highways and helps ODOT achieve its mission: to create a safe efficient transportation system that supports economic opportunity and livable communities for Oregonians.

Multnomah County

Multnomah County continues to have jurisdiction over the arterials and collectors in the East County cities of Troutdale, Fairview and Wood Village. This includes road jurisdiction over portions of roads as the alignment travels to Mount Hood Community College, like Stark Street, and roads in which service for connections may come to or from the corridor, such as north-south connections. This project is part of the East Metro Connections Plan, a key planning effort looking at the transportation system in East County and prioritization of key investments.

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Portland ACTION PLAN

Powell-Division Transit & Development Project

Proposed Draft
October 22, 2015