

Visioning Plan
JULY, 2014









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Many thanks to the volunteers of workshop two!

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Executive Summary

The Jade District is located in southeast Portland centered on the intersection of SE 82nd Ave. and SE Division St. The district, created as part of the Portland Development Commission's Neighborhood Economic Development strategy is a Neighborhood Prosperity Initiative area, funded with tax-increment financed (TIF) revenues and designed to address historic under-investment through community-driven action.

The Jade District is in some ways vibrant, with 432 businesses registered inside its .91 square miles, including the Fubonn shopping center, an indoor shopping mall of Asian-Pacific Islander businesses. Historic under-investment is quickly apparent however, within ¼ mile of this retail center when sidewalks suddenly disappear and cars race by in four lanes of traffic with few cross-walks. The district is highly diverse with nearly half of the district's residents being people of color.

This project engaged the diversity of the district directly in planning community-desired improvements through ethnic/racial specific outreach. We did not ask the community to come to us, we sent community organizers into the community to recruit participants. Childcare, food, translation and direct access to professional designers were provided to the fifty community members who participated. Six workshops took place between April and June 2014 resulting in a community-defined vision for the most critical improvements for the Jade District staff and volunteers to leverage the public monies available to them in the coming years.



From the first series of workshops, project staff analyzed community articulated assets and liabilities, developed common themes between groups and identified key geographic focus areas. The community then met in a second workshop to define and prioritize specific on-the-ground projects. Design professionals worked in this multi-cultural setting where five different languages were being spoken to visually represent the community's priority projects. Project staff further analyzed the community priorities and identified three priority projects for Jade District staff and volunteers to leverage TIF revenues in the coming years.

Strongest themes across ethnic/racial groups

- Improvements to intersection of 82nd & Division as critical to address safety and as a catalyst for neighborhood improvement (also has the benefit of building on PCC improvements).
- Safety, need for safe places to cross to access retail, services and transit.
- · Need for community gathering spaces.
- Need for greenspace.

Project 1: Transportation and Road Improvements (Short-Term)

NE Corner of SE 82nd Ave. and SE Division St.

- Add wide sidewalks that connect to existing sidewalk network.
- · Stormwater planting strips to manage water pooling.
- Install multi-lingual signage.
- Install street trees on SE Division Street.

Add East-West Pedestrian Crossings across SE 82nd Ave.

- SE Harrison St.
- PCC to East side of SE 82nd Ave.
- SE Clinton St.
- SE Tibbets St.

Improve safety in SE Residential Quadrant

• Connect pedestrians and bicyclists to SE 87th Ave., north-south from SE Powell St. to SE Division St.

Project 2: Build or retrofit an existing building into a Community Center (Mid-Long Term)

Suggested location: SE corner of 82nd Ave. & SE Division St. (location of existing furniture building). Multiple locations were suggested by community members. Other locations should be considered, but it is critical that it is centrally located and has access to bus, bikes and automobile transportation.

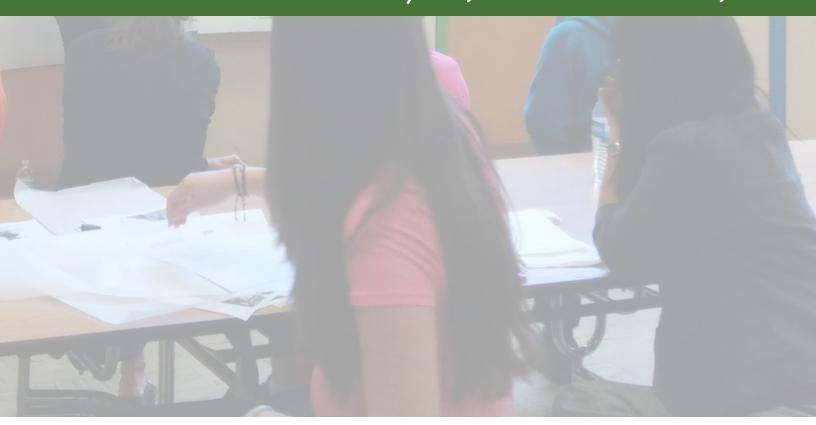
Project 3: Build a park or parklet with the community center (Mid-Long Term)

Suggested location: SE corner of 82nd Ave. & SE Division St. co-located with Community Center. Other community members mentioned the SE Residential Quadrant, near retail stores and residents.

These projects are detailed with next steps for funding and necessary partnerships on page 17.



Community Design Boards by Each Ethnic and Racially Specific Group



White (Non-Russian Speaking) Community Design





ACTIVE AND SAFE DIVISION ST.: Before and after aerials looking east along SE Division St. Retrofit includes new buildings, marketplace, community plaza, intersection painting, bike lanes, and crosswalk improvements.



DIVISION STREET AND BUILDING IMPROVEMENTS: Potential cross-section of improvements for SE Division St. includes future high capacity transit, bike and pedestrian infrastructure. Storefront improvements and business investment along corridor should be appropriately scaled to the surrounding neighborhood.





PEDESTRIAN EXPERIENCE: Eye level diagram demonstrates high quality pedestrian space that is safe, comfortable and visually interesting. Amenities include wayfinding, celebratory banners, outdoor seating, street trees, and pedestrian scaled lighting.

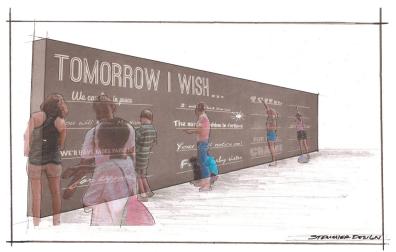
Designer: Neil Heller

Latino Community Design





NEIGHBORHOOD GATEWAY: The existing pedestrian bridge at SE Division and SE 85th is in need of safety improvements. These improvements provide a unique opportunity to display community pride and strengthen neighborhood identity. Together with thoughtful, coordinated ROW improvements, the "gateway" bridge can also serve as a catalyst to improve pedestrian and bicycle safety/walkability and spur economic development opportunities along SE Division Street.





COMMUNITY INSPIRED & BASED ART: Community-based public art projects are envisioned for the Jade District.

Community-based public art could be in a number of forms and mediums but in the end should celebrate the unique culture an history of the local community. Done well, public art in the district can help establish the "specialness" of place by telling the Jade community story and along the way reinforcing local pride and identity.





COMMUNITY MARKETPLACE: A marketplace is envisioned to provide much more than a local alternative to WinCo and FredMeyer. It is a place where everyone – teenagers, families and elder generations alike – can congregate, celebrate, play and socialize.

Vietnamese Community Design







JADE NIGHT MARKET: Multi-cultural marketplace for vendors of all types. Food, crafts, and artisan products from local entrepreneurs. Night life and festive events would take place at the market.







COMMUNITY PARK: The citizens stressed the importance of outdoor active space to bring children, adults and elders together. Park amenities should include bike paths, lighted pathways, and beautiful vegetation throughout the park.







COMMUNITY/FAMILY CENTER: A gathering and learning space for the community. The center could provide programed events, library, and craft workshops. Outdoor courtyard would be ideal for chickens and raised garden beds.

Chinese Community Design





SAFE ACTIVE STREETS: Street drainage, safety, and accessibility improvements throughout the district, particularly on SE 82nd Ave. and SE Powell Blvd. and other transit station areas. Amenities should include trash receptacles, multi-lingual signage, and clearly defined pedestrian areas for walking.



COMMUNITY CENTER: Centrally-located community center on SE 82nd Ave. and SE Division St. (potentially old furniture store location) for gatherings and activities. Space would host cultural activities for families and elders, exercise classes, and large events.



COMMUNITY PARK: Community park (preferably including a water feature) within walking distance of stores and neighborhoods that allows for activities like chess, Tai Chi, and other recreation.

White (Russian Speaking) Community Design







COMMUNITY/FAMILY CENTER: Centrally located in the Jade district, the center could provide day care services as well as family oriented entertainment in the evenings.







STOREFRONTS AND SAFE STREETS: Community envisions a safe, vibrant streetscape with outdoor courtyard cafes, repaired sidewalk and crosswalk conditions. Active street would include benches, street lights, and large canopy trees to help mitigate the auto congestions from SE 82nd and SE Division St. Provide more locations to shop and eat a variety of ethnic foods.







COMMUNITY PARK: Community is concerned with the current lack of parks and open spaces in the district and sees the underutlized Fubonn parking lot as an ideal location for a new public park. The park is shielded from busy street corridors, will provide play areas for children and adults to experience the outdoors while nearby a grocery store to run errands and pick-up groceries.

Jade District Background

In May 2011, the Portland City Council adopted the Neighborhood Economic Development Strategy to foster economic opportunity and neighborhood vitality throughout Portland neighborhoods, with a focus on low-income and communities of color. A key component of the strategy is the Neighborhood Prosperity Initiative and Main Street Network focused on community economic development at the neighborhood scale. Six NPI's were selected, including the Jade District. District activities are funded through tax-increment financing, similar to urban renewal areas, but at a much lower rate, about \$1 million total over 10 years.

The Jade District was originally set up in 2012 and called "82nd and Div: Where East Meets West." A survey of residents was completed (see Appendix A). Survey participants identified the new name, the Jade District. In 2013, the Asian-Pacific American Network of Oregon (APANO) became the fiscal sponsor for the Jade District. The Jade District is formally a program of APANO.

The Jade District has a steering committee made up of community business owners and residents and a district manager. The Jade District has an office located at 2338 SE 82nd Ave. During 2013, the district manager conducted extensive outreach to business owners in the district, building relationships.

The Jade District is located in southeast Portland. The district runs along SE 82nd Ave. between SE Harrison St. to the north and SE Franklin St. to the south and along SE Division St. between SE 83rd Ave. to the west and SE 93rd Ave. to the east (see map). The district is 0.97 square miles in size.

People. There are 7,712 residents in 2,957 households. Occupancy is 43% owner and 52% renter with median home value of \$210,476. The median age is 35 with 23% under 18 years of age. The district is 57% white, 22% Asian-Pacific Islander, 12% Latino, 7% black and 2% Native American. Twenty percent of residents between 18-64 speak an Asian-Pacific Islander language. Median household income is \$38,517 and twenty-four percent of households are below the poverty line.

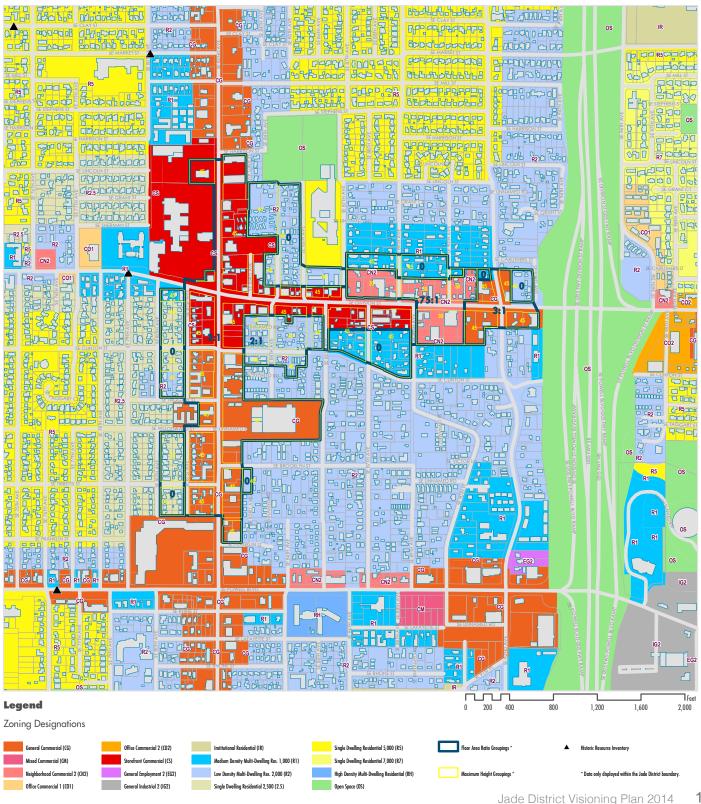
Schools. Portland Community College is located in the heart of the district at SE 82nd Ave. and SE Division St. and is in the midst of major capital improvements. There are public schools in or adjacent to the district, Harrison Park School (K-8) and Bridger School (K-8).

Businesses. There are 422 businesses in the district. Forty-two percent are services (178), 30% are retail (125) and 8% are construction-related (36). There are 1,887 people employed in the district. The single largest category of businesses is "Other Services" (122) followed by Eating and Drinking Places (50).

Transportation. SE 82nd Ave. is an Oregon State Highway (213) and major north-south access in Portland. In the project area, it is four lanes with a middle turning lane. 82nd Avenue is served by Trimet Bus Line 72. SE Division St. is four lanes in the district, served by Trimet Bus Line 4.

Existing Conditions of Jade District

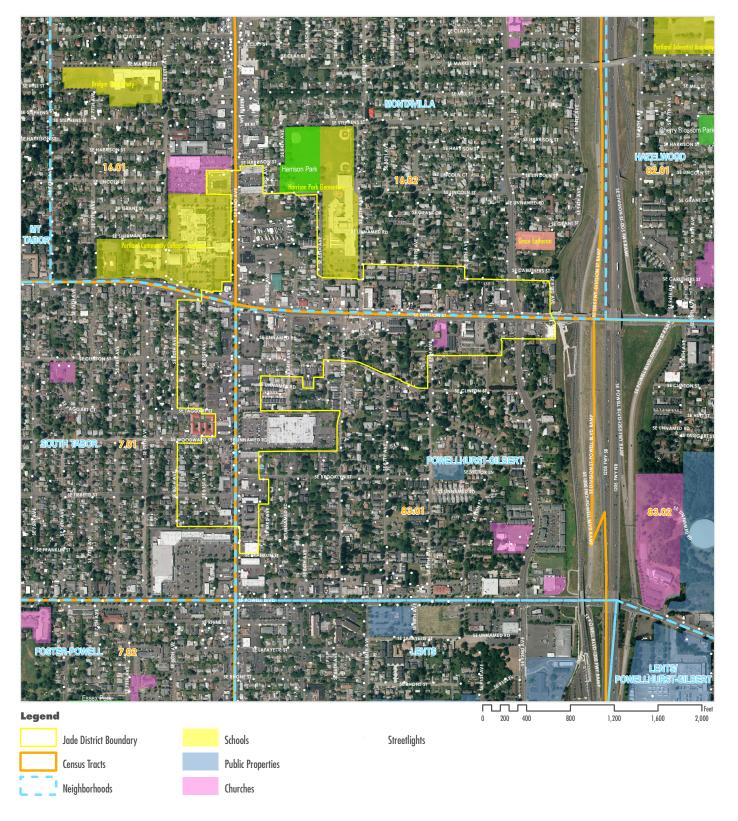
Zoning Designations: The district is largely a commercial corridor, primarily because of its proximity to major arterial roads SE 82nd Ave. and SE Division St. Medium, low, and single family residential touch the boundaries of the District.



Transportation and Pedestrian Circulation: The district is auto oriented and well served by mass transit system, Bus 72 (North/South) and 4 (East/West) service the area. The most eastern edge of the district touches the Green Max Line Corridor. Two bike boulevard access the district on SE Mill St. to the North and SE Brooklyn St. to the south. A major bike line runs parallel on SE Division St. Limited pedestrian access in the neighborhoods North and South of Division and East of 82nd Ave. Areas lack sidewalks and lighting.



Neighborhoods and Community Assets: The district is as located near several schools and churches. Portland Community College is located at the intersection of SE 82nd Ave. and SE Division St. Montavilla, South Tabor and Powelhurst-Gilbert all border the Jade District boundary.

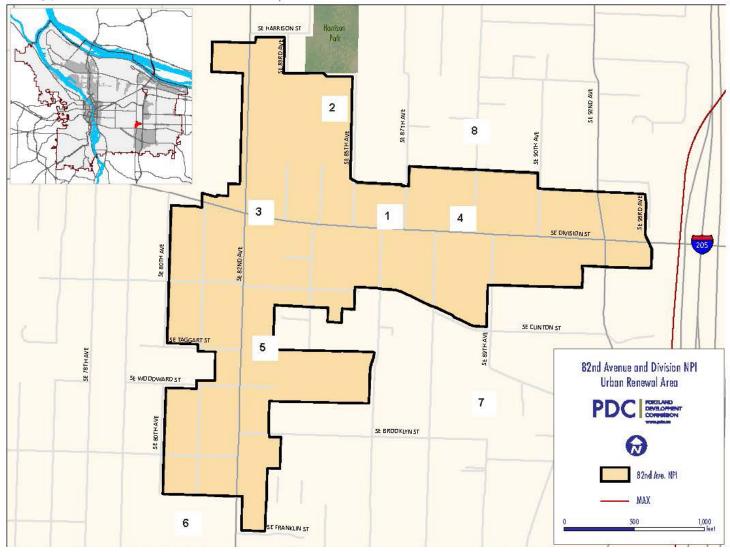


Initiatives In Process or Future Plans

- Future Street Improvements: SE 82nd Ave and SE Division St.
 ODOT and 82nd Ave. Improvement Coalition
- City of Portland Comprehensive Plan Update Bureau of Planning and Sustainability
- Powell-Division High Capacity Transit Project Metro and TriMet



Project Location



Existing Condition Photos















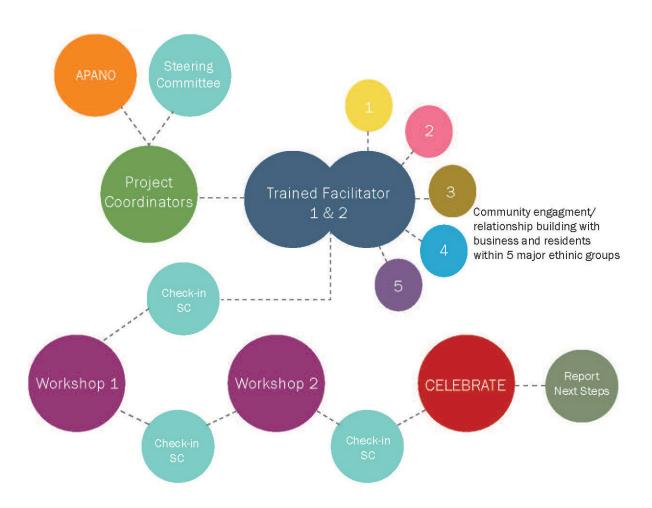


Project Background

The Jade District hired Emily Bower and Tony DeFalco to engage the community in determining what capital improvement projects would improve the business district, livability and safety. Both consultants are part of the Multicultural Collaborative (MCC), a consulting group with expertise in architecture, community engagement, design, facilitation, land use, planning, transportation, and urban design. A project team was formed, made up of Emily Hull, Landscape/Urban Design and Project Management; Tony DeFalco, Community Engagement, Kayse Jama, Community Engagement, and Carmen Madrid, Community Engagement. The project team reported to the Jade District Steering Committee and APANO staff.

Project Plan

Project staff would create five ethnic/racial specific work groups of 8-10 people who live, work or play in the Jade District to work with design professionals to identify capital improvement projects to improve business district, livability and safety. The groups would then meet together to prioritize the projects for the Jade District staff and volunteers to implement. Project staff coordinated visual representations (drawings) of these prioritized projects.





Community Engagement

Based on demographics and consultation with the steering committee, community engagement focused on White (non-Russian speaking), Chinese, Vietnamese, White (Russian-speaking), and Latino communities. We attempted to hire community facilitators from within the Jade District to engage these communities through word-of-mouth, flyers posted in the neighborhood and businesses, Facebook, e-mail and internet communications. This tactic proved un-successful as no candidates came forward. We created a community engagement team of community organizers with culturally specific knowledge of these communities. The team included: Anny Hsiao, Chinese Community Engagement; Quynh Nguyen, Vietnamese Community Engagement; Suzanne Bader, White (non-Russian speaking) community engagement; Anna Volkova, Russian-speaking community engagement and Vilma Chan, Latino community.

The organizers did extensive outreach to identify 8-10 people per work group. The groups met in mid-April in separate two-hour workshops held inside the project area. Food, childcare and language translation were provided at each meeting. Participants received an overview of the Jade District and existing conditions in the district both verbally and visually using maps prepared by project staff and PDC. Participants completed a written survey.

Participants were asked to identify assets and liabilities in the project area and visually identified these on the maps and described them. Landscape designers worked with the participants to draw and describe these assets and liabilities on trace paper over the maps. (The designers received stipends for their assistance.) Project staff took notes. Following the workshop, project staff identified key themes.

All five groups met together in June to review their work and prioritize projects based on the themes identified. Project staff prepared updated maps highlighting key focus areas determined by each group and worked with participants to describe physical capital improvement projects that would build upon assets and address liabilities.

Key Themes from Workshop One

White (non-Russian speaking) Workshop: Alternative transportation and storefronts

- 1. Emphasis on bike improvements and bike connectivity in neighborhoods and along Division Street from 82nd to 205.
- 2. Improvements at Division and 82nd are critical, focus on NE corner. Sidewalks added, opportunities for redevelopment of existing uses.
- 3. Storefront improvements and boulevard treatment on Division, to include High Capacity Transit options. Safer street for pedestrians, curb extensions, and painted/paved crosswalks. Stimulate economic development opportunities.

Latino Workshop: Youth and safety

- 1. Alternative activities and places for youth to gather, reducing opportunities for negative activities. Particular focus in the SE quadrant of the Jade District.
- 2. Lighting and sidewalk connections in the neighborhoods. Lighting and positive uses could help reduce crime and safety issues. NE and SE quadrant of Jade District.
- 3. More multi-culturally appropriate retail for diverse community members.

Vietnamese Workshop: Parking and business

- 1. Increase access to parking, creative ways to integrate parking into commercial and retail uses. Focus area along 82nd Ave.
- 2. Event and gathering place. Night market would be great near PCC or underutilized lot on NE corner of 82nd and Division.
- 3. Celebrate and identify unique district. Decorations, banners, murals, etc. to celebrate unique place.

What We Learned

Summary of survey data

In addition to the interactive workshops, we collected 42 surveys from participants. While these surveys do not represent all of the Jade District Community, it is a cultural cross-section of the participants in this community process.

Overall key findings (42 surveys):

- 57% live in the district
- 42% don't live in the district, but access retail or services in the district
- 17% work in the district
- 48% knew about the Jade District
- 69% want to stay in the neighborhood
- 5% do not want to stay in the neighborhood
- 45% reported feeling safe in the neighborhood
- 40% reported not feeling safe in the neighborhood
- 74% get to the district by car
- 55% own their own home

Chinese Workshop: Multi-generational and Active outdoor space

- 1. Improve streets, add benches, restrooms, sidewalks, crosswalks and better drainage on streets that connect to transit stations. Focus area in the SE quadrant of Jade District.
- 2. Create more outdoor spaces for recreation, a community facility or park with a track or exercise stations.
- 3. Multi-lingual signage and public media sign (think Time Square) with information on international news.

White (Russian-speaking) Workshop: Commercial/retail options and parks/ open space for families

- 1. Populate empty spaces with retail and restaurants with outdoor courtyards patio space. Add nice signage and beautify space with hanging baskets.
- 2. Include spaces for children and families to gather near retail shops. Provide space and activities for family and children to rest and play while other family members shop.
- 3. More businesses and shops that offer Russian services and foods.

Common Themes:

- 1. More crossings on 82nd Ave and Division. Emphasis on West to East connections near Harrison Park school and PCC.
- 2. Beautification and cleanup of trash.
- 3. Limiting or redeveloping noxious uses (car lots and adult stores).
- 4. Lighting and sidewalks connecting neighborhoods are important to reduce crime and make the community feel safe after dark.
- 5. More outdoor spaces, active, beautiful places to gather.
- 6. Celebrate the unique multi-cultural community.
- 7. Many people come here to eat and shop, continue to have more of these uses.

Key findings by ethnic/racial group:

Chinese (13 surveys):

- Average age: 67 (highest of
 Average age: 28 (lowest) all groups)
- 100% live in the district
- 31% feel safe

Vietnamese (7 surveys)

- Average age: 46
- 14% live in the district
- 100% feel safe

Latino (8 surveys)

- 88% live in the district
- 38% feel safe

White (non-Russian speaking/ 6 surveys)

- Average age: 41
- 33% live in district
- 17% feel safe

White (Russian-speaking)

- Average age: 32
- 0% live in the district
- 14% feel safe

Bringing Community Together

Workshop 2: Prioritizing Community Design

This workshop brought the five community groups together to refine priority projects and share with the other groups their concepts and ideas. Consolidating the information from all five groups from workshop one, it was clear that five focus areas needed attention (Figure 1). Each participant was asked to bring a picture or choose one from the provided photos to talk about what they like about the picture or place. This discussion gave individuals the opportunity to share within the group what makes a place feel safe, beautiful, or memorable. They also explored places they didn't like, these ideas helped shape the project improvements they felt were important to create a safe and special place within the district.



Facilitators and designers worked with individual groups to design their ideas. Many wonderful ideas came out of the discussion, but the community was asked to prioritize as a group the most meaningful and important projects. Once these ideas were illustrated, the drawings were shared with the other groups. Each participant had the opportunity to vote for their favorite projects out of the five group community designs (Figure 2).



Figure 1: Five Focus Areas

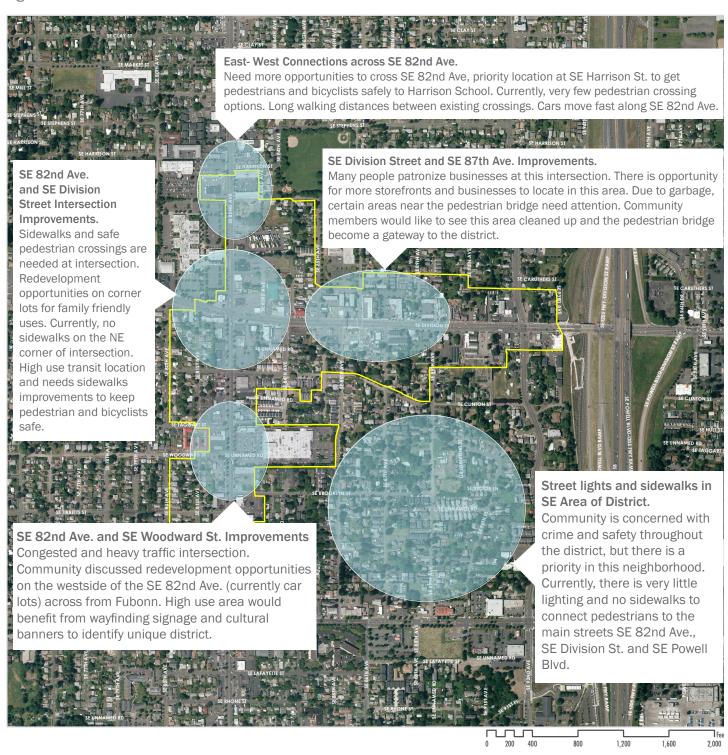
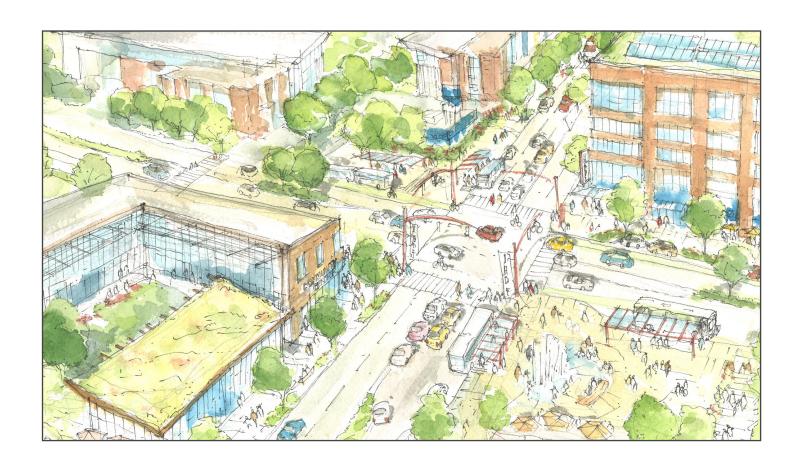


Figure 2: Individual Group Designs and Community Preference



Integrated Community Vision

This illustration is an summary of the overall Jade District Vision. All the hard work and dynamic group discussions from the five diverse community groups are synthesized into three priority projects. This is intended to conceptually bring together the major themes heard throughout this community process, prioritize the improvements, suggest funding mechanisms and think about short, mid and long term opportunities.



LEGEND: Key partners and funding considerations

| | PUBLIC SECTOR AGENCIES |
|---|-------------------------------------|
| Α | Portland Parks and Recreation |
| В | Portland Bureau of Transportation |
| С | Portland Bureau of Planning and |
| | Sustainability |
| D | TriMet |
| Е | Metro |
| F | Oregon Department of Transportation |
| G | Portland Development Commission |

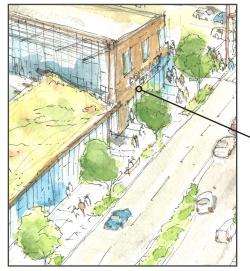
| | NON-PROFIT / FOUNDATIONS |
|---|--|
| 1 | Trust for Public Land |
| 2 | Oregon Community Foundation |
| 3 | Meyer Memorial Trust |
| 4 | Mercy Corp. |
| 5 | United Way |
| 6 | Oregon Business Development Department |
| 7 | Friends of Trees |
| 8 | DePave |





Main areas of concern:

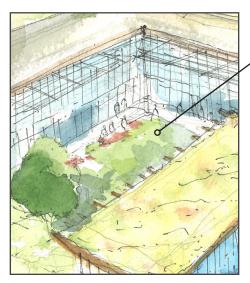
- NE Corner of SE 82nd Ave and Division: Add wide sidewalks that connect to existing sidewalk network, stormwater planting strips, multi-lingual signage, and street trees on SE Division St.
- East-West Pedestrian Connection across SE 82nd Ave:
 Intersections of high pedestrian activity, connecting to retail, schools or major destinations have been identified by the community as critical mid-crossing locations. Multiple locations were discussed within the District, but the key locations are SE Harrison St., PCC to Eastern retail on SE 82nd Ave, SE Clinton St. and SE Tibbets St.
- SE Residential Quadrant of Jade District: (Not shown in this diagram) Many participants discussed the lack of sidewalks and lighting in this area. Connecting pedestrians and bicyclist to SE 87th Ave. north-south from SE Powell to SE Division would be a beneficial first step to connecting pedestrians safely through this neighborhood.



Partners and Foundations to consider: B, D, F, 6,

Project 2: Community Center (Mid-Long Term)

Opportunities for community members to gather for cultural events, programmed activities, and active living recreation (Tai Chi, exercise classes, etc). Multiple locations were discussed throughout the workshop process. It is critical that it is centrally located and has access to bus, bikes and automobile transportation. Partners and Foundations to consider: A, E, G, 1, 2,3,5



Project 3: Park/Open Space (Mid-Long Term)
The desire for open space was discussed and prioritized throughout

The desire for open space was discussed and prioritized throughout the groups. The community center and park would compliment each other by being co-located. Shared outdoor space, staffing, and programs could be integrated. Partners and Foundations to consider: A, C, E, G, 1,2,7,8

What's Next for the Jade District?

Project #1

- Meet with Oregon Department of Transportation Region 1 to share the results of the visioning and find out what improvements ODOT is planning within the project area and if they are able to make the sidewalk improvements, pedestrian crossing improvements and bike/ped connections. Identify pathways for state funding if funding is an issue. Identify potential to utilize or leverage TIF funds.
- Meet with Portland Bureau of Transportation to share the results of the visioning and find out what
 improvements PBOT may have planned within the project area and if they are able to make the
 sidewalk improvements, pedestrian crossing improvements and bike/ped connections. Identify
 pathways for local, state and federal funding if funding is an issue. Identify potential to utilize or
 leverage TIF funds.
- Meet with Trimet to share the results of the visioning and ask them to install a transit station with shelter and trash receptacles. Identify potential to utilize or leverage TIF funds.
- Meet with Metro Regional Travel Options Program staff to share results of the visioning and identify pathways for regional sources of funding to make improvements.
- Meet with Bureau of Environmental Services to find out if they can do the tree planting on SE Division Street.
- Meet with Friends of Trees to find out if they can do the tree planting on SE Division Street.
- Based on results of the above conversations, pursue specific strategies in tandem with agencies or develop an advocacy plan to target specific decision-makers to make the necessary investments.

Projects #2 and 3

- Find out as much as possible about the furniture store (availability, market value, owner) and share results of visioning with owner if the owner appears to be willing to engage in discussion.
- Meet with Portland Parks & Recreation to share the results of the visioning and brainstorm around locations, potential reuse of buildings and suitability of sites to meet PPR and community goals.
- Identify a commercial real estate broker who can provide pro bono title searches on possible sites for retrofit. Consult with PSU Center for Real Estate and identify possibility of a student project to assist.
- Consult with community-serving organizations like LetUsBuildCullyPark! and Gateway Green to learn about the process of building community capacity for the community to build a park.
- Based on results of the above conversations, pursue specific strategies in tandem with agencies to develop the community center and park.

Overlapping Next Steps

- Share results with Jade District steering committee.
- Share results with Jade District mailing list.
- Present results to East Portland Action Plan group and identify additional opportunities for all projects, including funding opportunities.
- Share results with Senator Mike Dembrow and Representative Alyssa Keny-Guyer and ask for their formal support for the projects and specific support with state funding.
- Share results with Montavilla Neighborhood Association and ask for their formal support for the projects.

- Share results with the 82nd Avenue Improvement Coalition and identify opportunities to work together for improvements.
- Meet with Bureau of Planning and Sustainability district liaison to share the results and identify any
 opportunities to create pathways to development of Projects #2 and #3 in the Comprehensive Plan
 update.
- Share results with current funders.
- Share results with additional local and state funders.
- Continue relationship building with the different ethnic/racial groups represented in this process and in the Jade District. Include these participants in future events.
- Discuss opportunities with Portland State University and Sustainable Cities Initiative through University
 of Oregon around building community capacity, workforce development, mix-income housing, job
 creation, and anti-displacement strategies for the district as new infrastructure and land use changes
 with improvements to the district.
- Meet with PDC and request PDC staff assistance to perform a role in coordinating multiple city bureaus where project work requires multiple city bureau involvement.
- Participate in comprehensive plan update with the City of Portland. Review existing land uses and determine priority redevelopment locations from this document that could be updated to a more complimentary use within neighborhood district.
- Project team was unsuccessful in engaging a focus group of black residents. Work with Harrison Park School staff to identify black families to engage as volunteers in the Jade District and incorporate their concerns into Jade District focus and project work.

Preparing for Gentrification and Preventing Displacement In 2013, the City of Portland's Bureau of Planning and Sustainability commissioned a report from Portland State University professor Lisa Bates. The report identifies the area east of 82nd Avenue in the district to be susceptible to displacement, meaning low-income residents and people of color are vulnerable to being involuntarily moved out of the neighborhood as property values rise. The study can be found at: https://www.portlandoregon.gov/bps/article/454027.

The report identifies key steps to preventing displacement. For the Jade District, the most critical are:

- Assess the status of the district's changing conditions: Request that PDC provide regular reporting on market and demographic changes to the Jade District steering committee to monitor for neighborhood change for displacement.
- Examine the report's tools available for assessing and addressing affordability in housing as market conditions change and identify the most appropriate for the Jade District to advocate for or pursue. The report identifies changes in housing costs as one of the most critical factors for displacement.
- Seek assistance from PDC in creating and deploying a racial/ethnic equity lens for public and private investments in the district.
- Request assistance from PDC to build capacity of the Jade District to effectively anticipate and address displacement in the District.