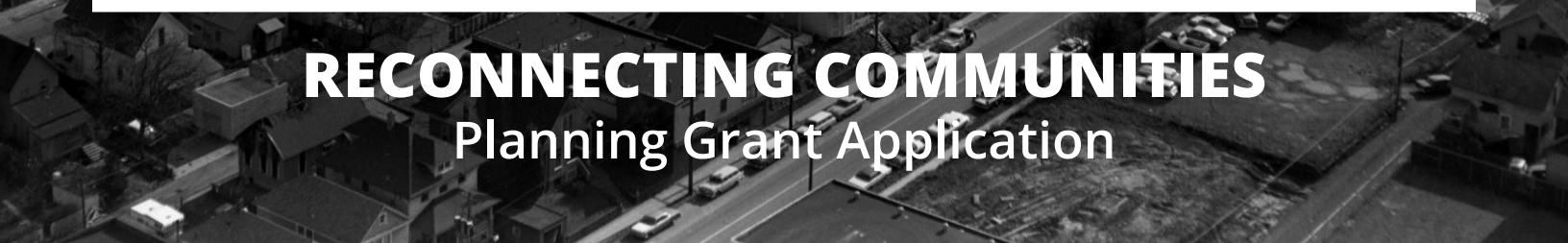




# RECONNECT BOISE ELIOT



**RECONNECTING COMMUNITIES**  
Planning Grant Application



**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION



Archives, A2001-007.781

# RECONNECT BOISE / ELIOT

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# I. Overview

## Introduction

In the last decade, the City of Portland has been engaged in restorative justice efforts in the Greater Albina area – most notably in partnership with the Albina Vision Trust surrounding the I-5 Rose Quarter Improvement Project. These efforts were initiated to counter the intentional displacement of Black Portlanders from Albina neighborhoods perpetrated in the 1960's, 70's, and 80's through urban renewal projects and into the 21st century through gentrification.

This planning project seeks to address the legacy the I-405 ramps - the first segment of the never-built *Rose City Freeway* - which divide the neighborhoods of Boise and Eliot in North and Northeast Portland and convene community to co-create a vision for restorative and equitable neighborhood development.

## Project History

### *History and Character of the Community*

Prior to the urban renewal projects that physically altered North Portland, the Albina district was the center of Black economic and cultural life. This wasn't by accident - through racially restrictive covenants, financial lending practices known as redlining, and failure to protect Vanport - the only other significant Black neighborhood in the State of Oregon - during the catastrophic flooding of the Columbia River in 1948, Black Portlanders found the only part of Portland they were able and welcome to live in was a small corner of town bounded by the Willamette river, a railyard, and a state highway. Despite this, by the mid-century, Black Portlanders had made the best of a tough situation, creating their own thriving neighborhoods, main streets, and businesses owned and operated for and by Black Portlanders.

Today, Albina looks and feels very different, especially for those who remember what the neighborhood was like. Instead of the fine-grained grid of quiet local streets peopled by playing children, watched over by neighbors and friends, and served by small businesses, the district is crisscrossed by two highways, broken up by superblock stadium and healthcare districts, and home to city and state maintenance yards. In the 1960's, 70's, and 80's, local, regional, and national government embarked a campaign of urban renewal that intentionally targeted Black neighborhoods like Albina for removal and "revival". This involved the demolition of hundreds of homes in the area, to be replaced by swooping ramps and large buildings that physically and metaphorically turn their backs on the neighborhood.



*Project study area, including the I-405 ramps, PBOT Albina Maintenance Yards, Legacy Emanuel Campus and the surrounding neighborhoods of Boise and Eliot in North/Northeast Portland*

## *History of the transportation facilities relevant to understanding needs and improvements*

Specific to the project area, the construction of the I-405 ramps and the City of Portland's maintenance facilities were the biggest devastating factors.

The I-405 ramps - built as a part of the Fremont bridge in 1970's - is a half-mile limited-access highway, the initial elements of the unbuilt "Rose City Freeway" that was to slice through the rest of the Albina area to the northeast. Though the rest of the highway was never realized, the I-405 ramp's impact on the Boise-Eliot neighborhood was significant. Part of this planning effort will be to look for ways to scale back the impact of the ramps given they are overbuilt and that the originally-proposed freeway project was canceled nearly a half century ago.

When the State of Oregon built Interstate 5 and the I-405 ramps, it acquired significant swaths of the surrounding property as a part of construction staging and the effort to renew and revitalize the neighborhood by replacing its uses. Much of this land was eventually turned over to the City of Portland, expanding the previous Stanton Yard into a larger facility for operating and maintaining the fleet of city vehicles. Many of these facilities have since outlived their usefulness and are in need of reconsideration.

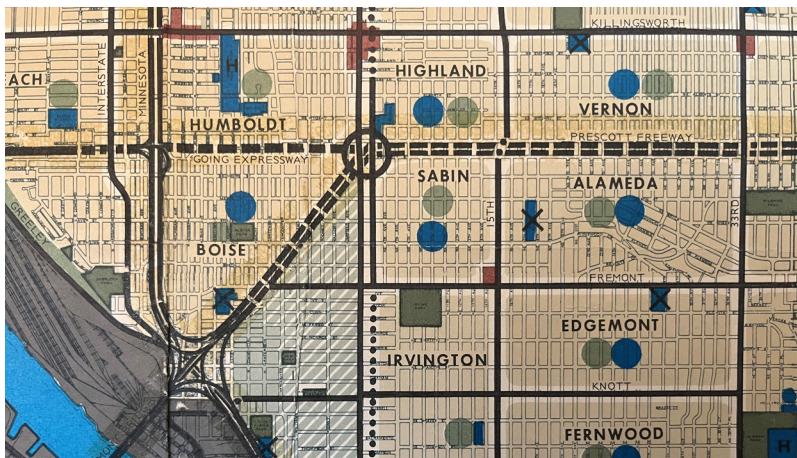
The entire city is rethinking the efficacy and location of these maintenance yards; this planning effort will inform the feasibility discussion around moving or consolidating essential functions, to improve the City of Portland's ability to respond and adapt to future climate and seismic challenges.



*Albina Neighborhood as it existed before urban renewal and freeway building*



*Project area showing an intact neighborhood street grid before the I-405 ramps were constructed*



*City of Portland 1966 Comprehensive Development Plan showing the I-405 to Rose City Freeway connection through Boise and Eliot Neighborhoods.*

## Transportation needs

### *Needs/barriers/harms to be investigated*

The I-405 ramps as presently configured are the most significant barriers to re-establishing the Boise-Eliot neighborhood as a whole and healthy part of Black Portland. Furthermore, the adjacent PBOT Albina Maintenance Yards provide a sizable opportunity for development of publicly held lands. To understand if and how much land can be reclaimed for that purpose, this planning effort will need to dive deeply into the feasibility of highway ramp reconfiguration or removal, maintenance facility consolidation or relocation, as well as institutional barriers to realizing a neighborhood equitable development vision that has restorative justice at its center.

### *Proposed Planning Activities*

Reconnecting Boise-Eliot has three main tasks that will address the previously described needs:

#### **● Task 1: I-405 Ramp Reconfiguration Study**

The I-405 ramps are a legacy structure of the never built Rose City Freeway which was designed to carve through the Albina neighborhood to create a new limited-access highway from the Central City across Northeast Portland to the Columbia Corridor. Thankfully, this project was never realized. However, these ramps serve as both access into the larger area and an enduring legacy reminder of some of the worst mistakes of the mid-century. There is a growing community movement in Boise and Eliot to redesign or remove these ramps. However, there is much needed technical and modeling analysis to understand potential impacts to the highway and local street system and evaluate a range of capital projects that would alter these ramps to reclaim land for better integration into the surrounding neighborhoods.

#### **● Task 2: PBOT Maintenance & Operations Facility Strategy**

As the primary property owner adjacent to the freeway, PBOT will identify its long term needs, opportunities and challenges, and develop a facility strategy to relocate or reimagine both the upper and lower maintenance yards. There are long-standing questions regarding whether to upgrade and/or relocate core function for the PBOT maintenance fleet and central operations. This study would identify either a consolidation strategy, partial relocation, or full relocation of MO facilities. A second question to address is what can be done with the remaining land given its constraints (e.g. a large segment of it lying under the Fremont Bridge and ramps leading to and from it.)

#### **● Task 3: Neighborhood Equitable Vision & Opportunities**

Concurrently with the feasibilities studies outlined in Tasks 1 and 2, a core City of Portland team would work closely with community based organizations and nearby stakeholders to document opportunities that a reconfigured ramp could offer in terms of a redesigned streetscape, the surrounding existing and new development opportunities. This product would speak to the goals, outcomes, and development vision for the areas claimed by ramp reconfiguration and relocation/reconfiguration of the PBOT Albina Maintenance Yards. This document will serve as foundational guidance for future City of Portland and ODOT led tasks, similar to the role of Albina Vision Trust's Community Investment Plan.

The outputs of the three tasks - the Reconnect Boise-Eliot Plan – will feed into future work that would focus on implementing the outcomes of Task 3 (within the constraints identified in Tasks 1 and 2). This future work would very much resemble the work the City of Portland is currently engaged in with related to ODOT's Rose Quarter Improvement Project and the Albina Vision Trust the related to the Reconnecting Albina Planning Project. The lessons learned from that effort would streamline the future phase of work to realize the new vision for the Boise-Eliot neighborhood.

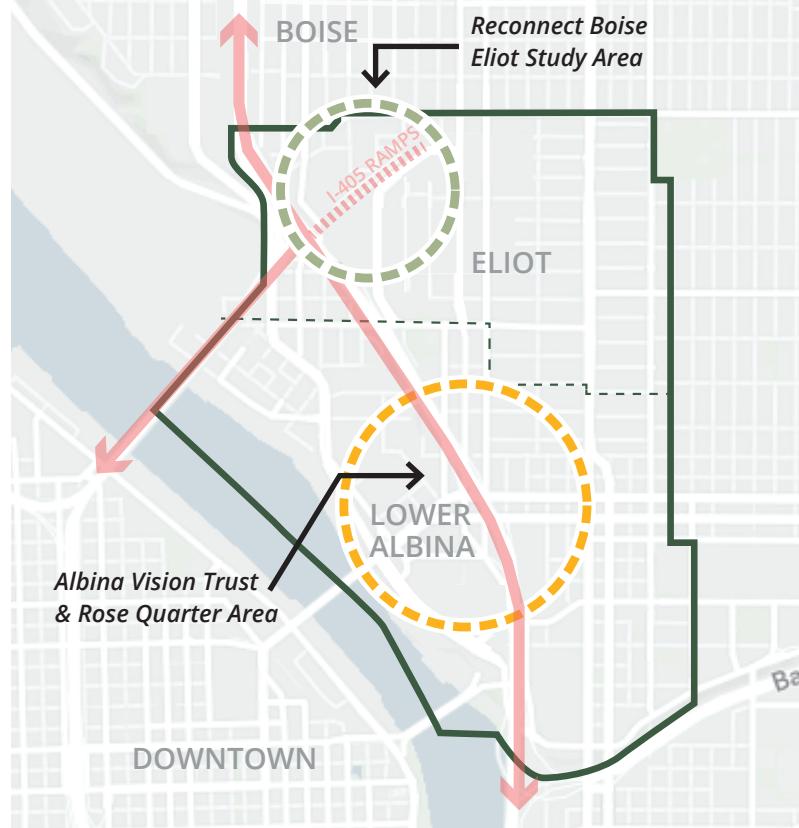
## II. Location

The project is located in Inner North and Northeast Portland, Oregon, in a corner of the Boise-Eliot neighborhood bounded by Interstate 5, N Fremont St, N Vancouver Ave, and N Russell St and bisected by the I-405 ramps. The project area represents a gap in the urban fabric that once connected the Mississippi, Williams, and Russell Main Street areas - all historic areas of Black-owned businesses, public life, and wealth generation.

The project includes the I-405 ramps, the stub of the partially constructed but never-built Rose City Freeway that today unnecessarily cuts through the Boise-Eliot neighborhood, disrupting multimodal connectivity and opportunities for development. The ramps link I-405 and the Fremont Bridge to N Kerby Avenue.

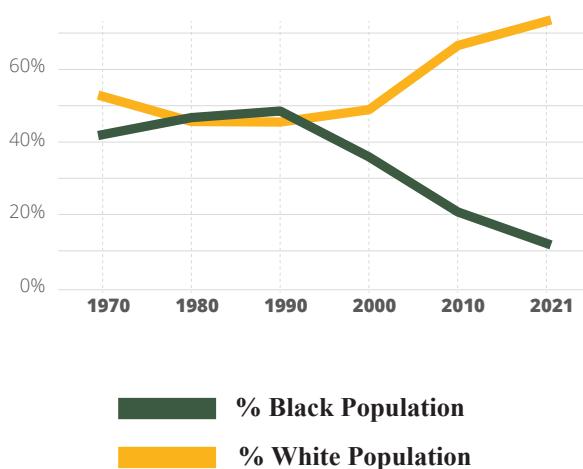
In addition, the project area includes: the fragmented local street grid that was disrupted by construction of the I-405 ramps; N Kerby Avenue, a widened boulevard on the perimeter of the hospital campus; and the city's facilities for operating and maintaining vehicles for public works, which also rests on the site of the former neighborhood.

Between the 1950's and 1990's, the Boise and Eliot neighborhoods were subjected to a campaign of Urban Renewal projects and municipal neglect that made personal, familial, financial, and community stability nearly impossible. As a result of projects like the I-405 ramps that physically displaced businesses and homes, many Black Portlanders were forced to leave the neighborhood. By the 1990's, most of the Black Portlanders remaining in the neighborhood were those who couldn't afford to leave. The increased interest in urban living and the city's delayed reinvestment in Albina without stabilizing the community still in place led to displacement of most of the remaining Black community members. Boise, Eliot, and the surrounding neighborhoods remain important for Black Portland and are still home to many historic and existing Black institutions including churches, community centers, schools, and businesses.



*Contextual map showing the location of the project (green circle) relative to the rest of the Albina district in North Portland, including the Reconnecting Albina Planning Project area (yellow circle)*

**Demographic Change in Greater Albina (1970-2021)**



# III. Response to Merit Criteria

## 1: Equity and Justice40 Initiative

### *History of Harm*

A history of exclusion and discrimination in land use and housing actions during the first two-thirds of the twentieth century concentrated a majority of Portland's Black community in Albina. Intentional disinvestment in the neighborhood spanned decades, setting the stage for major public infrastructure projects and urban renewal that forcibly demolished hundreds of housing units, displaced residents, and destroyed community institutions in the area, all while limiting wealth-building opportunities.

In the 1950's and 1960's, the construction of State Highway 99W and Interstate 5 through Albina destroyed more than 300 homes and displaced hundreds of residents and businesses. In the Boise-Eliot area of Albina specifically, a major urban renewal project to expand Emanuel Hospital demolished an additional 300 homes between 1962 and 1973. While plans for an additional limited access freeway through the neighborhood's heart fell through in the 1970's, the I-405 ramps were constructed to connect the hospital to the city's inner freeway loop, splitting the Boise-Eliot area in two.

### *Analysis of Impacts*

The planning area is made up of two census tracts (22.03 and 23.03), which make up what is known as Lower Albina. Census Tract 22.03 is the location of the I-405 ramps themselves, while tract 23.03 is the location of a 2023 USDOT RCN Capital Investment Grant-awarded project to support the connection of Lower Albina across Interstate 5 and N/NE Broadway. The proposed planning activities in this application will supplement the restoration and reconnection of Albina facilitated through that funding, by focusing efforts northward (see map on page 4) in the historic Black neighborhood.

### **Timeline of Harms Impacting Lower Albina**

- **1850s:** Oregon law excludes people of color, and specifically Black people, from landownership.
- **1919:** Portland Realty Board declares it unethical for an agent to sell property to Black or Chinese people in white neighborhoods.
- **1924:** Portland's first zoning code preserves low-density, predominantly white neighborhoods.
- **1930s:** Home Owners' Loan Corporation Redlining in Portland reinforces racial segregation; Albina is given hazardous score. Despite being banned, evidence of redlining-based racial steering exists well into the 1990's.
- **1948:** A wartime public housing project called Vanport floods, displacing hundreds of Black residents, many of whom relocate to the Albina areas of N/NE Portland.
- **1952:** Expansion of Interstate Avenue into State Highway 99W destroys 80 dwellings in the project area.
- **1956-1960:** The voter-approved Veterans Memorial Coliseum destroys 235 residential units.
- **1962:** Construction of I-5 through Albina destroys 275 dwellings.
- **1962-1973:** Emanuel Hospital Urban Renewal Project demolishes more than 300 dwellings and is only partially constructed.
- **1973:** Fremont Bridge (I-405) opens across the Willamette River.
- **1973-1979:** Partially completed I-405 ramps remain closed to local streets due to widespread neighborhood activism.
- **1979:** I-405 ramps are modified to connect to local street grid.

According to USDOT's Equitable Transportation Community (ETC) Explorer, census tract 23.03 qualifies as a Disadvantaged Community, qualifying for the categories of Climate and Disaster Risk Burden (91st percentile), Environmental Burden (90th percentile), and Social Vulnerability (74th percentile). While tract 22.03 is not designated as disadvantaged, it does qualify for the two categories of Climate and Disaster Risk Burden (97th percentile) and Environmental Burden (85th percentile). Census Tract 23.03 is also an Area of Persistent Poverty.

According to the Environmental Protection Agency's EJSscreen, both tracts qualify as Disadvantaged Communities as defined by the EPA IRA. Both tracts are considered Areas of Historic Underinvestment by the Climate and Economic Justice Screening Tool (CEJST), notably ranking above the 90th percentile nationally for:

Census Tract 22.03	Census Tract 23.03
<ul style="list-style-type: none"><li>• Lack of green space (90th)</li><li>• Proximity to hazardous waste facilities (95th)</li><li>• Diesel particulate matter exposure (97th)</li></ul>	<ul style="list-style-type: none"><li>• Lack of green space (94th)</li><li>• Proximity to hazardous waste facilities (97th)</li><li>• Diesel particulate matter exposure (97th)</li><li>• Traffic proximity and volume (98th)</li></ul>

PBOT considers the planning area an equity priority. PBOT's Equity Matrix, a ranking index using the demographic variables of race, ethnicity, and income, ranks both tract 22.03 and 23.03 highly, at 7 and 8 out of 10, respectively, due to their higher percentage of people of color and lower median household income compared to citywide.

The above data makes clear the importance of further planning work to address inequities in the Albina community, which has experienced decades of cyclical disinvestment, destruction, and lasting harm. The proposed efforts in this application will specifically focus on improving outcomes for these community members.

#### ***Equitable Distribution of Benefits and Mitigation of Impacts in Support of Environmental Justice***

The primary objectives of the proposed planning process are the mitigation of existing negative impacts of the I-405 ramps and the equitable distribution of any potential benefits of the public land unlocked for potential development. This grant would support partnerships with community-based organizations (CBOs) to further their goals and improve housing options in an area well-served by transit and other multimodal options, with access to jobs, educational opportunities, and other services.

By exploring the rerouting of the freeway ramp, this project will seek to mitigate impacts of freeway traffic and physical barriers for students and teachers at Boise-Eliot Elementary School, as well as for the broader Lower Albina community. Through community-focused planning of the future of predominantly public land, unique opportunities for further or new partnerships with CBOs or Community Development Corporations (CDCs) will also be explored (see Merit Criterion 5).

## Merit Criteria 2: Access

### *Improve mobility and access to restore community connectivity*

At the center of this planning study is the extended highway ramp that divides the Boise and Eliot neighborhoods of North and Northeast Portland. Initially conceived as part of a never-built grade-separated highway connection known as the Rose City Freeway, this legacy facility remains as a repurposed ramp to Interstate I-405. Built out of scale with its function and use, this facility continues to divide the neighborhoods on either end, limit pedestrian connectivity and consuming valuable land adjacent to a thriving mixed-use community with a diverse collection of housing and commercial areas within close walking distance.

By reconfiguring the highway ramp to a more appropriate scale and size given its role in the highway system and relocating and/or consolidating the PBOT Albina Maintenance Yards, there is potential to reclaim and restore a network of city blocks and streets to improve community connectivity in this area. The Boise and Eliot neighborhoods are well-located just north of the Central City and within proximity to the growing Lower Albina area near the Broadway Bridgehead in North Portland.

In the area that could be reclaimed through this study, there are high-quality transit services including multiple existing and planning frequent service bus lines, the MAX Yellow Line Light Rail within a half-mile, and well-used bicycling routes connecting to the Central City. This area is directly adjacent to multiple educational and youth-service organizations including Boise-Eliot-Humboldt Elementary, Self Enhancement Inc, and Albina Head Start. It is also only a short walk to Harriet Tubman Middle School, Jefferson High School, and Portland Community College Cascades Campus.



*View from PBOT Albina Yard across the I-405 ramps to the Boise Neighborhood.*

### *Safe accommodation for all users and seamless integration with the surrounding land use, character, and context*

The project will integrate seamlessly into the surrounding community. It will support existing development potential and unlock high-density mixed-uses in the project area. Reallocated space from the highway ramp and PBOT Albina Yards will enhance multimodal access and encourage community members to work, live, and play without a personal vehicle while supporting dense, equitable development and reducing carbon emissions.

The nearby neighborhoods of Boise and Eliot have long been home to a diverse mix of housing types including a healthy mix of ‘middle housing’, single-family homes, and larger-scale apartment buildings. This tradition of building continues today with infill development complementing an established pattern of moderate density housing in close proximity to commercial areas, parks, and employment areas.

The primary disruptors of the neighborhood built environment are the I-405 ramp bisecting the neighborhood and the PBOT Albina Maintenance Yards, which disrupt the tight street grid and development pattern – in both form and function. By reclaiming this land, there is an opportunity to build within scale and context and add new affordable and market housing options to the neighborhood.

Infill development on the reclaimed parcels would be near transit (both bus and light rail) as well as high-quality bike lanes and neighborhood bikeways. Both Boise and Eliot are already home to a large supply of regulated affordable housing and the reclaimed land under public ownership provides a unique opportunity to work with local CDC's to develop more affordable housing in the area.

***Provide transportation options to increase safe mobility and connectivity for all, including for people with disabilities, to daily destinations.***

This project will seek to identify a new network of local streets and city blocks in the area reclaimed by the PBOT Albina Maintenance Yards and a reconfigured ramp. These streets will provide increased street network connectivity in the neighborhood and provide current and future residents access to a wide range of daily destinations. Future improvements would include accessibility upgrades in accordance with American with Disabilities Act (ADA) requirements and could include new sidewalks and pedestrian connections, new neighborhood bikeway routes and improved access to existing transit services.

*Improved transportation options will increase access to destinations including:*

- **Affordable housing:** There are numerous large-scale affordable housing developments including the Beatrice Morrow (79 units), and the planned Williams/Russell Project which will include over 100 units of affordable rental and home-ownership opportunities.
- **Jobs and employment areas:** Boise and Eliot neighborhoods are only a 20-minute transit or bike trip away from Portland's Central City, which is the largest and most accessible employment area in the Portland Region.
- **Grocery stores:** This area is well-served with access to groceries including larger locally owned and smaller independently owned retail establishments.
- **Healthcare:** Access will be improved to the nearby Legacy Emanuel Medical Center, which is one of only two Level I trauma centers in the state, as well as the Randall's Children's Hospital and various smaller-scale healthcare facilities.
- **Community Spaces and Parks:** This project is directly adjacent to the Matt Dishman Community Center and the Multnomah County's Albina Library and Children's Library. Nearby neighborhood-scale parks include Unthank Park in Boise and Dawson Park in Eliot.
- **Shopping and Recreation:** This study area is nestled between vibrant Williams Business District and the Historic Mississippi Ave Business District, and is only a short walk to the NE MLK Jr Blvd corridor which is home to a diverse and growing small business community.



## Merit Criterion 3: Facility Suitability

### *Current facility presents barriers to access, mobility, and economic development in Boise-Eliot while dividing the community*

Until the 1960's, the Boise and Eliot neighborhoods were part of the Black enclave known then and now as Greater Albina, a district of tightly knit urban fabric, with dwellings, schools, institutional anchors, and neighborhood-serving businesses all in close proximity. Through development of infrastructure prioritizing automobile and freight movement including roadway widening, grade separation for state highway construction, the construction of I-5 through the neighborhood, and the initial construction phase of the never-built Rose City Freeway the community now faces significant barriers to access, multimodal mobility options, and equitable economic development opportunities. What was once part of a contiguously connected part of the city with excellent multimodal access to goods and services has been fragmented and walled off by highways, arterials, single-use superblocks, and industrial land uses incompatible with community and economic development. As such, it is poorly suited to the community and does not meet community needs.

The location of the Boise and Eliot neighborhoods on the edge of Portland's Central City – the highest concentration of well-paying jobs and education opportunities in the state of Oregon – made the loss of this neighborhood for Black Portlanders particularly devastating.

Today, limited development opportunities combined with significant barriers to accessing the Central City prevents a revitalization of the neighborhood that could support a flourishing and resilient Black community reestablishing itself in Boise-Eliot.

Reconfiguring or removing the I-405 ramps and city maintenance facilities addresses both deficiencies by freeing the area of physical barriers to multimodal mobility while freeing up land that can be developed to support a new vision for the neighborhood. A better connected Boise and Eliot will also support walking, biking, and transit use through a safer and more convenient walking and biking network with dense housing located closer to jobs and educational opportunities.

## Merit Criterion 4: Community Engagement and Community-Based Stewardship, Management, and Partnerships

*Community participation that facilitates meaningful engagement in planning, design, construction, operations, and related land use decisions.*

Once the feasibility studies for the I-405 ramp redesign (Task 1) and PBOT Albina Maintenance Yards (Task 2) are completed, the City of Portland will embark on community visioning and opportunities analysis to arrive at a community-preferred intention for the reclaimed lands. This engagement process will center the lived experiences of Portlanders with culturally-responsive methods that center the perspectives of those most impacted by the construction of these burdensome facilities.

*Community-centered approach to envision a solution that reconnects and/or mitigates burdens to meaningfully redress inequities and benefit economically disadvantaged communities*

PBOT – and by extension the City of Portland – intends to partner with CBOs with deep roots in the Albina area to design and deliver our public engagement strategy. Within a short walk of the study area, there are numerous CBOs headquartered or with active projects including Williams Russell CDC, Albina Vision Trust, the Urban League, and Soul District Business Association, among others.

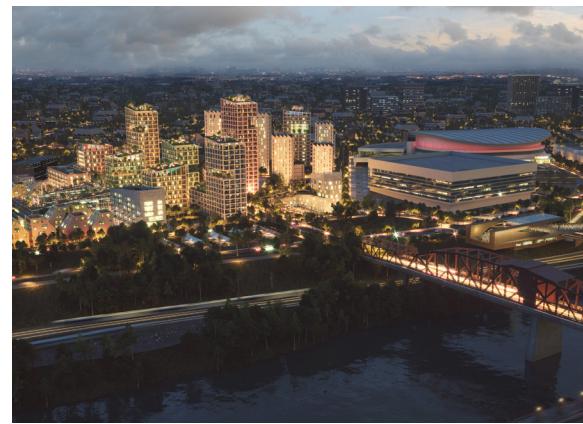
In recent years especially, PBOT has a successful track record of partnering with these organizations on neighborhood-based solutions, specifically with Albina Vision Trust on the Reconnecting Albina Planning Project, Broadway Main Street and Supporting Connections, and I-5 Rose Quarter Improvement Project's Community Covers over the highway – all of which are funded in part by the Reconnecting Communities Pilot Program and Neighborhood Access and Equity Program.

*Formal partnerships and a representative place-based advisory group*

To guide our work in this effort, the City of Portland intends to establish a advisory committee or sounding board comprised of interested parties and community stakeholders to serve in determining the goals and intended outcomes of the subsequent development that could occur on the reclaimed lands. PBOT has secured formal letters of support from numerous nearby equity-focused organizations in the neighborhood including Williams Russell CDC and the Soul District Businesses Association - both of whom will play substantial roles in helping share the final outcome of this planning project.



*Proposed Williams Russell development on land formerly held by Emanuel Hospital. This project includes 85 affordable rental homes, 20 affordable home for purchase, and a Black Business Hub to support equitable economic development.*



*PBOT is a close partner with the Albina Vision Trust in nearby Lower Albina in developing a district-wide plan for restorative development.*

## Merit Criterion 5: Equitable Development

### Community Stabilization & Supporting an Equitable Development Plan

This plan will work to support restoration, stabilization, and anti-displacement of the historic Black Albina community, by helping unlock public land for equitable development and focusing on community partnerships. Such land would be subject to the City of Portland's Inclusionary Housing requirements, ensuring the provision of affordable housing options. The area would also unlock more land for the City's proven N/NE Housing Preference Policy, supporting the return of families previously displaced by direct or indirect government actions. Since 2015, 116 homes have been successfully purchased through the City's N/NE housing preference policy.

### Planning & Implementing Community-Supported Approaches Beyond Infrastructure

A key task of this planning effort will focus on community-based organizations outlining a detailed land-use vision and opportunities analysis for how reclaimed public land could be redeveloped to support community-identified goals. As part of this task, community members would identify any community assets to be included in any future visioning. Some key goals and approaches have already been identified in local planning efforts.

## 6.1: Climate Change Mitigation and/or Adaptation and Resilience

### Supporting a Climate Action Plan

The City of Portland was the first U.S. city to create a local action plan for cutting carbon, in 1993 and this commitment was reaffirmed in the 2015 with an update to plan. In 2020, Portland City Council declared a climate emergency and directed all City bureaus to restore a safe climate for all Portlanders, as well as to make carbon emissions reduction goals even more severe. A Climate Emergency Workplan was developed, and includes priority actions to help make all Portlanders resilient to climate change, with full acknowledgment that communities of color are at highest risk and are being hit hardest by climate change. Through design that addresses efficient road space, accessible low carbon travel options, and coordinated land uses in the area that support broader climate goals, this project directly supports the City's Climate Action Plan.

### Reducing Transportation Greenhouse Gas Emissions

This project would plan for a new mixed-use neighborhood located along TriMet's Frequent Transit Network where transit vehicles arrive every 15 minutes or more often all day. Building along the Frequent Transit Network has been an essential ingredient to Portland's land use-transportation success to date and represents a key action in Portland's Climate Action Plan. This strategy intends to reduce reliance on automobiles by helping Portlanders meet their needs close to home without an automobile or using convenient transit for many of the trips they must take. Dense, mixed-use development is also inherently more climate-friendly than lower density development, both due to reduced travel demand and reduced energy demand.

### Addressing climate resilience and adaptation

This project would help enhance the city's ability to withstand, respond to, and recover from significant disruptions, such as earthquakes and other hazards. Today, many city assets and vehicles for responding to emergencies are stored in locations that could be destroyed or rendered inaccessible by certain natural disasters, significantly hampering the city's ability to respond to the disruption. This project would help address this vulnerability by planning for a new and resilient location for the city to store and maintain its fleet vehicles, including equipment necessary to respond to natural disasters.

Urban heat island effect is an increasingly important consideration as the local climate brings much warmer weather in the summer. During one recent heat event, temperatures across Portland

varied by more than 40 degrees, dependent largely on the amount of tree canopy and paved area in a given area. By removing significant amounts of paved area this project would increase adaptability of the Boise-Eliot neighborhood during future and increasingly severe heat events. Reducing paved impermeable areas also supports stormwater management and reducing risks of flooding and sewer overflows into the Willamette River. Community engagement in this planning effort would be a key part of identifying additional needs and opportunities to build in resiliency and adaptability to the neighborhood.

## 6.2: Workforce Development and Economic Opportunity

### **Local inclusive economic development and workforce development**

The City of Portland employs programs to increase the participation of underrepresented groups in public expenditures and contracting. These include: a Community Opportunities and Enhancements Program to provide workforce development and technical help to businesses through grants, in order to increase minority and female participation in construction trades; a Prime Contractor Development Program to increase prime contracting opportunities for underrepresented groups; a Subcontractor Equity Plan which requires 20% of hard construction cost be directed to firms owned by under-served community members; and a Workforce Training and Hiring Program to increase women and minority participation in construction trades through apprenticeship opportunities on City projects.<sup>40</sup> Contractors are required to participate in a Workforce Training and Hiring Program to ensure that a minimum number of hours per trade are worked by state-registered apprentices and must strive in good faith to meet minority and women goals for both journey and apprentice level workers.

### **Advancing good-paying jobs**

The State of Oregon has Prevailing Wage Rate (PWR) and pay equity requirements, which guarantee that all public fund expenditures incorporate strong labor standards and equitable pay. The City of Portland's OEHR facilitates citywide equity and inclusion initiatives, and PBOT's Equity and Inclusion Program is devoted to increasing workplace inclusion and reducing disparities, as well as reducing barriers to recruitment and retention for underrepresented employees. Finally, more than 70 percent of City of Portland employees are represented by unions.

## 6.3: Planning Integration

The City of Portland's Comprehensive Plan calls out the Fremont-Williams neighborhood center - which spans the eastern edge of the project area - as an area needing infrastructure investment that fills gaps in the existing transportation system, accommodates anticipated growth, and does so in ways that specifically advantage and stabilize the most vulnerable residents, including renters, members of communities of color, and households with low-medium incomes and/or low education levels. This is part of a city-wide strategy to enhance the neighborhoods in the city that have or could have the best access to jobs and education to provide broad opportunity for all Portlanders and specifically those of communities that have been left out of past prosperity.

As the jurisdiction who both owns much of the land in the project area and is in charge of planning in Portland, this project is aligned with the City's commitments to restorative justice and equity, values the city is also pursuing through other Reconnecting Community planning and construction activities surrounding the I-5 Rose Quarter Improvement Project. Both other major land owners in the project area - the Oregon Department of Transportation and Legacy Emanuel Hospital - have endorsed the application with letters of support.

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