

CITY OF PORTLAND

ECONOMIC OPPORTUNITIES ANALYSIS:

Section 1. Trends, Opportunities & Market Factors



Prepared for:

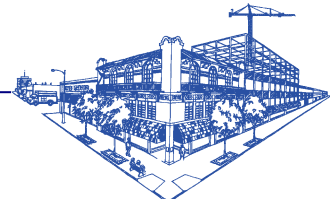
City of Portland Bureau of Planning & Sustainability

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E. D. Hovee & Company, LLC

Economic & Development Services



EXECUTIVE SUMMARY

The EOA is an analysis of the 20-year supply and demand for employment development and land in the city. It is prepared according to State Administrative Rule OAR 660-09-0015 and consists of four sections:

1. Trends, Opportunities & Market Factors
2. Long Range Employment Forecast (Demand)
3. Buildable Land Inventory (Supply)
4. Community Choices (Comprehensive Plan proposals to meet employment land needs)

This report is Section 1 and provides a review of national, regional, and local employment trends, opportunities and market factors. The report documents existing conditions and current trends in employment that will serve as a basis for the future employment forecast.

KEY FINDINGS

- National employment trends indicate leading job growth in health, education and professional and business services.
- The 2000-2008 business cycle was a period of unusually slow job growth, not only for Portland but for the 7-county metro region and the nation. However, the pace of job growth in the 2008-2013 period, averaging 1.3% per year in Portland and 1.4% in the region, has already exceeded the previous business cycle. Despite the depth of job losses during the great recession (2008-2010), the city and region have since led the state's economic recovery.
- A pivotal question is whether the city will continue to generate a stable share of the region's job growth, outperforming national job-sprawl trends. Multnomah County's long-term 25% capture rate of regional job growth over the 1980-2008 period has fluctuated widely since 2000. Portland had a nearly flat 5% capture rate of regional growth during the sluggish 2000-2008 business cycle and then rebounded to 23% capture rate in the 2008-2013 period.
- It is apparent that the "hot spot" locations where job growth is occurring within the City have shifted in recent years. Business districts with the most robust job growth rates since 2000 have been the hospital and college campuses, Central City's subdistricts outside of Downtown, some town centers with substantial health care and education employment, and the Columbia Corridor east of 82nd Avenue.
- Industrial employment declined in the 2000s at the same time that the city experienced increases in industrial land development, freight volumes, and added value of manufacturing products. Industrial employment is also a primary source of middle-wage jobs that have been shrinking nationally and regionally since 1980.

- The EOA identifies ten categories of employment areas (locations, sites and types of space) referred to in the report as “employment geographies”. Among these, the institutional geography is experiencing the strongest job growth, followed by urban centers (primarily due to institutional growth) and then the Central City, neighborhood commercial and industrial geographies.

NATIONAL TRENDS & FORECAST REVIEW

Following a period of relatively rapid growth in the 1980s, the rate of job growth slowed in the 1990s and further slowed in the early part of this decade. Job growth picked up after 2010 during a period of economic recovery, but is then projected to further slow to about 0.9% annual growth between 2025 and 2035.

Manufacturing is projected to decline from about 16% of all non-farm jobs in 1990 to between 6% and 7% by 2035. Service sector jobs have increased from about 67% of the nation’s non-farm job base in 1990 to 73% as of 2005. While all service sectors are expected to add jobs, only professional services, education and health are projected to increase their share of the employment base over the next 25 years.

REGIONAL EMPLOYMENT TRENDS

The pattern of the 7-county Portland metro area (PMSA) employment has followed that of the nation, slowing considerably post-2000 to a rate of approximately 0.8% per year (to 2008). Metro has prepared an updated forecast of job growth to 2040 (with 2035 established as the pertinent growth target for the City of Portland). Metro’s regional forecast indicates a more robust job growth rate averaging 1.8% per year from 2010 to 2035, consistent with long-term trends. PMSA employment grew at an average annual rate of 2.1% from 1980 to 2008, spanning the last three business-cycle periods. Job growth rates are expected to range from 0.6% for manufacturing to 2.3% for professional services and 2.6% to 2.7% in education and health services in the 2010-2035 period.

PORTLAND EMPLOYMENT TRENDS

In 2013, there were 393,742 covered jobs in Portland, equivalent to 38% of the 1.02 million employment base of the 7-county PMSA. To understand long term growth trends, the EOA focused on the 1980-2008 and 2000-2008 periods, since they reflect the peak-to-peak periods of the recent business cycles – timeframes that reduce the short-term business cycle distortions of the growth trend. From 1980 to 2008, Multnomah County added approximately 114,800 new jobs, resulting in a 1.1% average annual growth rate and a 25% capture rate of PMSA job growth. The city’s share of Multnomah County employment increased slightly in this period. After 2000, both region and city job growth slowed substantially.

From 2000-2008, Portland employment increased by approximately 3,120 jobs. This reflects a 5% capture rate of PMSA job growth in that period and an overall job growth rate averaging only about 0.1% per year. In comparison, statewide and PMSA job growth rates averaged 0.8% per year. However, local job growth has rebounded since 2008, recovering the 23,000 jobs lost in Portland and 63,000 jobs lost in the region from 2008 to 2010. In the 2008-2013 period,

Portland had 1.3% average annual job growth, compared to 1.4% in the region, and the city's capture rate was 23%.

The 2000-2008 period also provides an insight into shifts between different employment sectors within the region. Manufacturing jobs declined by about 3.3% per year, with all industrial employment dropping at an annual rate of 2.6%. At the same time, the city experienced increases in industrial land development, freight volumes and added value of manufacturing products. Retail jobs also declined. Employment in education and health care sectors increased at a rate averaging 2.3% per year. The loss of the share of employment in the industrial sectors may be exaggerated due to 2001 changes in the way employment data is classified.

When looking at *geographic subareas*, Portland's Central City commercial areas accounted for 27% of the city's employment base as of 2008; regional and town centers (or urban centers) accounted for 5%; neighborhood commercial areas comprised another 18%; industrial districts represented 30%; and with institutional and residential areas each contributing 9-10%. As noted, institutional areas experienced the city's strongest job growth, adding 8,800 jobs at an average annual rate of 3.6%.

However, employment varies greatly within these broad geographic groupings. For example, in the Central City, employment declined somewhat in the downtown and South Waterfront subareas, while increasing for the River and Lloyd Districts. Within industrial areas, employment has declined within Harbor and Airport Districts and Harbor Access Lands while increasing for Columbia East of 82nd, the Dispersed Employment areas, and for the Central City Industrial (or incubator) districts of Central Eastside and Lower Albina.

For urban centers, strong gains have been experienced for Hollywood, Gateway and Lents, focused in health care and education, while St. Johns, Hillsdale and West Portland have experienced stable or declining employment. Of the neighborhood commercial areas, employment within dispersed commercial areas has increased while the job count has declined for commercial corridors and nodes.

DEMAND ANALYSIS ISSUES – FOCUS GROUP INPUT

In 2009, the City organized six focus groups involving 58 participants to provide input on the demand for different types of employment - central city office, close-in incubator, manufacturing and distribution, neighborhood commercial, transit oriented development/mixed use corridors, and campus institutional. The findings included the following:

- *Recent trends*- Despite relatively slow employment growth over the last several years, the mid-decade was relatively good for Portland's major employment generators – at least up to the point of the economic downturn starting in 2007-08.
- *Emerging trends* - the overarching theme is “change”. There is a promising long-term outlook provided that the pending economic recovery proves sustainable with the view that the City and region respond to shape this change in ways that keep Portland competitive for added investment and employment. Specific types of change include:

- ✓ The Central City office market becoming more diverse with strong growth in lower cost incubator space.
- ✓ Industry concerns that skilled workforce development and the freight transportation system will not be able to keep pace with their changing needs.
- ✓ Neighborhood commercial corridors seeing more mixed-use development and high densities along major transit streets.
- ✓ Health care providers expect “tremendous” growth.
- *Business space and location needs* – Expected space needs are relatively diverse, and there seem to be growing opportunities for more mixed-use and denser commercial space versus more traditional manufacturing and distribution activity.
- *Density and redevelopment* – Opinions on the potential for greater density uses and redevelopment of existing uses ranged from extreme caution expressed by manufacturing and distribution focus group participants to bullish support from /mixed-use corridor participants. All the focus groups discussed the practical implications and means by which employment uses could grow up rather than out.
- *Economic prosperity and creative vitality* – There are different strategies for creating and maintaining prosperity. A key challenge is to harness these diverse interests into a coherent whole. For example:
 - ✓ Emphasizing the Central City as a critical component to a healthy regional economy.
 - ✓ Balancing goals of sustainability and job growth.
 - ✓ Small neighborhood businesses as a primary economic engine.
- *Public role in economic development* – Participants argued that public strategies should emphasize a more business-friendly environment in general with more flexible regulations, more reliance on public-private partnerships, new business incentives, and less “picking winners” with targeted efforts.

DEMAND ANALYSIS ISSUES – DATA ASSESSMENT

Key findings:

- *High rise office development* – There is solid potential for additional mid to high-rise development primarily in the Central City but also elsewhere. Mid-/high-rise development outside the Central City has been limited to adaptive reuse in close-in areas and medical/health care facilities at campus institutions and urban centers such as Gateway and Hollywood. Proximity to retail and housing is increasingly important for future office development. The Central City reports a relatively slow overall job growth rate (0.3%) from 2000-08 – with strongest growth in the River and Lloyd Districts and some employment loss in the CBD.
- *Incubator and manufacturing districts* – These two types of space can contribute to future export-oriented job growth in Portland. Harbor and Airport Districts and Harbor Access Lands remain strongly oriented to manufacturing, transportation and distribution but service employment has been the dominant source of job growth in recent years. The Central City incubator districts of Central Eastside and Lower Albina have a more

diverse job base and have been experiencing job growth above the citywide rate – albeit concentrated in service sector activities together with information/design and construction. Overall, employment within industrial areas declined slightly.

- *Neighborhood commercial districts* – These dispersed concentrations of employment space have been a significant contributor to the city’s job base, but with somewhat surprising job loss indicated over the 2000-08 time period, primarily within residential zones and along commercial corridors. Commercial corridors (including those with TOD/mixed use potential) still account for 27% of jobs outside of the city’s urban centers and industrial areas, despite a net loss of nearly 5,200 jobs from 2000-08. Neighborhood-serving services and retail generally appear well distributed throughout the city; with just a few gaps.
- *Institutional development* – These sites include 7 colleges and 10 hospitals (each on 10+ acre sites) but excluding Portland State University and Adventist Medical Center which are included with in the Central City and Gateway employment geographies respectively. These 17 institutions together accounted for about 35,200 in-city jobs as of 2008 and represent the city’s fastest growing employment geography.

LOCAL SECTOR SPECIALIZATION

Two related analyses were conducted that are relevant to this EOA. Metro evaluated the region’s comparative advantage in *employment* relative to the nation, finding that this region has a comparative advantage in manufacturing despite net job losses. Overall, non-manufacturing sectors show little to any substantial comparative advantage relative to the rest of the nation. However, Metro is projecting increased regional capture of national employment for finance activities, education and health care, and some management and personal services.

ECONorthwest also evaluated the City of Portland comparative advantage based on industry *value added* rather than employment. This analysis corroborates the results of the regional employment-base analysis. Both analyses indicate that Portland’s comparative advantages are higher in the manufacturing sectors. Although, these sectors make up smaller shares of total economic activity, they generate larger overall economic impacts in value added and export value added, particularly professional services, wholesale trade, and management of companies. Consequently the ECONorthwest analysis indicates that the manufacturing sector’s output may be insufficient as an *exclusive engine* for continued economic growth into the future.

MARINE TERMINAL FORECAST

Employment is not a very good indicator of the long-term land needs of the freight and distribution sectors of the economy. Despite a slight decline in industrial employment along Portland Harbor between 2002 and 2008, marine cargo tonnage and marine industrial development grew robustly during that same period.

The medium forecast scenario for marine cargo tonnage at Portland Harbor is 2.0% per year from 2010 to 2035. A variety of major investments in existing marine terminals since 2012 has substantially expanded Portland’s existing capacity to accommodate that growth. Marine

terminal land needs over the next 20 years are estimated at 150 acres based on the medium cargo forecast and “practical” site size assumptions.

EOA IMPLICATIONS

Key implications for subsequent EOA work tasks include:

- Long-term job growth trends have fluctuated and create uncertainty for forecasting growth in the coming decades. The 2000’s were a period of relatively slow job growth not only for Portland but for the metro region and nationally. Despite an economic downturn experienced just after 2000, followed by modest growth and a major recession at end of the decade, Metro is projecting that the nation and region should expect to return to a more normalized pattern of job recovery and stronger growth over the long-term horizon of next 25 years.
- For Portland, another question is whether the city will maintain the 25% capture rate of regional job growth that Multnomah County experienced over the 1980-2008 period. Portland’s capture rate fell to 5% in the 2000-2008 business cycle and has since rebounded to 23% in the 2008-2013 period.
- Finally, it is apparent that the “hot spot” locations where job growth is occurring within the City have shifted in recent years. The focus of added Central City job gains has shifted from the traditional downtown core toward adjacent areas in the River and Lloyd commercial / mixed use districts and the emerging incubators of the Central Eastside and Lower Albina. Similar shifts are occurring within and between the City’s industrial, urban center and neighborhood commercial areas. In numerical terms, by far the strongest growth has been in Portland’s institutions.

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I. INTRODUCTION

The City of Portland is required to complete an Economic Opportunities Analysis (EOA) to comply with Oregon Statewide Planning Goal 9 and supporting administrative rules. State statutes also require the City’s Comprehensive Plan to be coordinated with Metro’s regional population and employment forecasts and allocations. The EOA rules also allow Portland the opportunity to shape its plan in a way that fits not only state and regional goals but also locally determined priorities and choices.

The intent of this EOA is to address both current and emerging market trends while at the same time addressing distinctive state, regional and City-defined policy objectives for employment and associated land development requirements. The economic analysis also addresses short-term employment demand and resulting land supply needs consistent with Goal 9 and reconciles buildable land supply with demand over a longer term time horizon to 2035.

APPROACH

This report covers economic trends, opportunities and market factors, including an assessment of local sector specializations, submarket real estate analysis, freight terminal demand, and wage distribution.

The analysis has drawn from a review of quantitative economic data for the U.S., state of Oregon, and Portland metro region as well as data specific to the City of Portland. The analysis also considers qualitative information affecting future opportunities and market factors, including results of six focus groups organized around demand analysis issue topics.¹

Subsequent EOA reports are informed by the results of this initial trends analysis.

ORGANIZATION OF TRENDS, OPPORTUNITIES, AND MARKET FACTORS ANALYSIS

The remainder of this Task 1 report is organized to cover the following topics:

- National Trends & Forecast Review
- Portland Employment Trends
- Demand Analysis Issue – Focus Group Input
- Demand Analysis Issues – Data Assessment
- Local Sector Specializations
- Intensification Analysis
- Multiplier Analysis
- EOA Implications

¹ Information in this report has been drawn from sources generally deemed to be reliable. However, the accuracy of information from third party sources is not guaranteed, and is subject to change.

The observations and findings contained in this report are those of the authors. They should not be construed as representing the opinion of any other party prior to their express approval, whether in whole or part.

II. NATIONAL TRENDS & FORECAST REVIEW

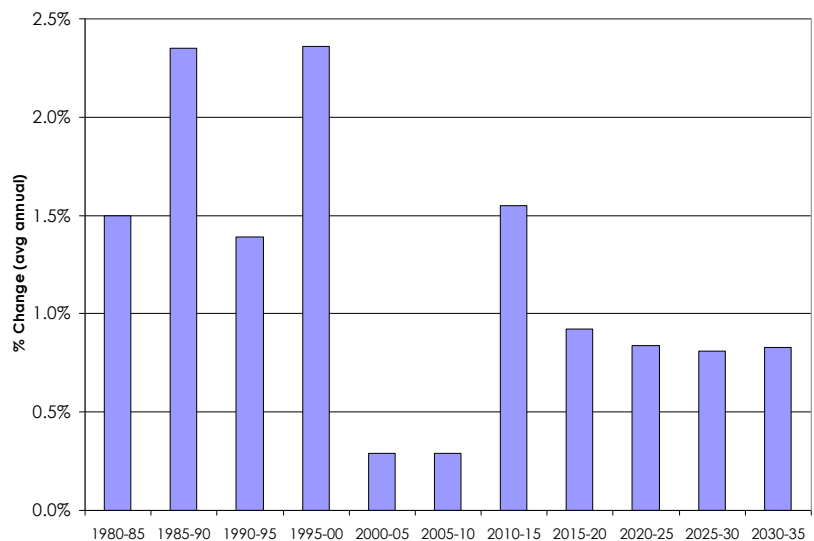
Consistent with Oregon Administrative Rules (OAR 660), Portland’s EOA is set within the context of nationwide trends and projected future employment. Recent and forecast conditions are considered first for total employment, then with more detailed discussion of employment by sector.

NATIONAL EMPLOYMENT TREND & FORECAST

From 1980 to 2005, the nationwide job count grew by 48% to approximately 133.7 million non-farm jobs in 2005:

- Over the 25 year period of 1980-2005, employment across the U.S. increased at an average annual rate of 1.6% per year, reflecting a particularly rapid 1.9% rate of job growth during the 1980s. The 1980-90 time period also coincided with entry of a large baby boom cohort into the job market.
- Since 1990, job growth nationally has slowed to a more modest 1.3% annual rate from 1990-2005. During the first half of this decade (2000-2005), job growth was even more modest averaging 0.3% per year, reflecting a post-2001 period of economic contraction followed by a slow recovery.
- The national forecast predicts an economic recovery period for 2010-2015 with relatively strong anticipated job growth (1.5-1.6% per year) that declines over time to a rate of about 0.9% by 2025-2035. At these rates of projected employment growth, the U.S. would have about 173.5 million non-farm jobs by 2035, an increase of just under 40 million jobs (or 30% gain) compared to 2005 conditions.

Figure 1. U.S. Non-Farm Employment Growth Rates (1980-2035)



Source: Global Insight, 2008 QR US Long-Term Outlook, as compiled by Metro.

Employment Sector Growth

When viewed by major employment sector, the most noteworthy change has been the continued shift of the nation’s economy to less industrial and more service-related employment. This trend is expected to continue through 2035. However, several caveats are noted related to this shift.

Past employment sector shifts are difficult to quantify due to a 2001 change in how industries are classified in (from the Standard Industrial Classification system to the North American Industrial Classification System). The new NAICS system created two new sectors, management of companies and information, which are considered services but which encompass firms (or portions of firms) previously classified as industrial. While employment data from the year 2000 has been converted to NAICS (by the Oregon Employment Department), this conversion was not perfect. Some portion of the reported employment shift away from manufacturing is attributable to this change in job classification, although the exact portion is unknown.

Also of note is that while the focus of this trends assessment is employment, manufacturing has in many regions held a steadily increasing share of GDP. At least since 2000, there appears to be a contradictory relationship between industry output and industry employment. Consequently, job growth represents only one lens through which to assess an industry’s economic contribution. Other measures of economic activity are addressed later in this report.

That said, the following changes are reported for job trends within the manufacturing sector nationwide:

Manufacturing:

- Nationally, manufacturing has declined from just over 16% of all non-farm jobs in 1990 to 10-11% of non-farm jobs in 2005 and is projected to decline to 6-7% of employment by 2035.
- Manufacturing has been declining not just as a share of the total but also in terms of numbers of jobs – from close to 18 million jobs in 1990 to just over 14 million in 2005 and to a projected 11 million by 2035.
- Every major manufacturing category except lumber experienced job losses between 1990 and 2005, and all sectors are forecast for job loss through 2035. Durable goods manufacturing, which tends to be more capital intensive, has experienced less rapid job loss than non-durables.

Other Industrial-Related Employment:

- With the exception of natural resources, all other *industrial-related* sectors experienced job growth from 1990-2005 and are projected for continued job growth through 2035. These other sectors include natural resources, construction, wholesale trade, transportation/warehousing/utilities (TWV), and information.²

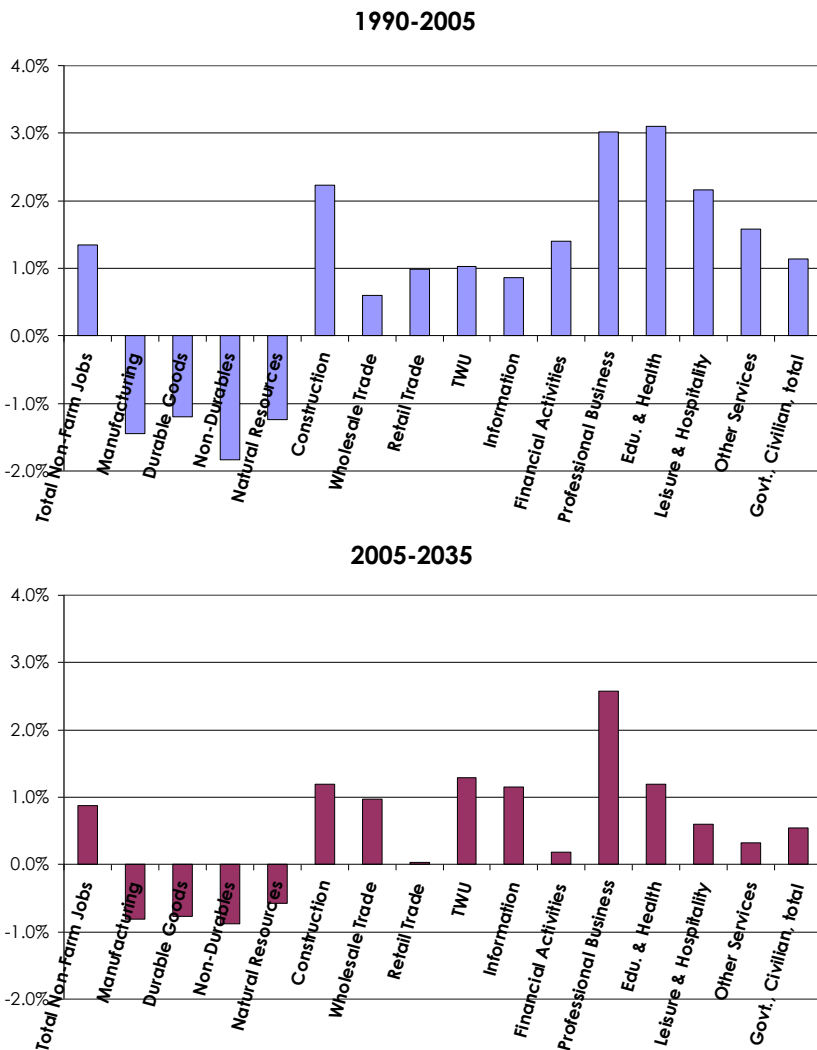
² Information is a new sector defined by NAICS that includes some previous industrially related SICs such as printing combined with more service sector related functions such as internet and software.

- Between 1990 and 2005 the other industrial-related sectors declined slightly in total employment share, from 16.6% to 16.2%, as growth was below rates experienced in non-industrial (service) sectors. However, through 2035 the non-manufacturing industrial sectors are projected to increase their share of the nation’s employment to 17.4% by 2035.
- From 1990-2005, the fastest growing industrial sector was construction, with jobs increasing an average of 2.5% per year. From 2005-2035, the biggest gainer is forecast for jobs in transportation/warehousing/utilities (at 1.3% annually), followed closely by the construction and information sectors.

Service Sector Employment:

- Service sector jobs have increased rapidly since 1990. The most rapid growth rates are reported for education and health (up by 3.1% per year) and professional services (3%). The slowest growing service job sectors have been retail (up by just 1.0% per year) and government (1.1%). Finance, leisure and hospitality, and other services have increased at rates of 1.4%, 2.2% and 1.6% respectively.
- Overall, these service sectors have increased from about two-thirds (67%) of the nation’s non-farm employment in 1990 to 73% as of 2005. The largest single service-related sector is government at 16.3% as of 2005.

Figure 2. Forecasted U.S. Job Growth Rates (1990-2035)



Source: Global Insight, 2008 QR US Long-Term Outlook, as compiled by Metro.

- While all service sectors (except retail) are expected to add jobs, only professional services, education and health are projected to increase their share of the employment base over the next 25 years. Declining shares (slower growth) are projected for retail trade, financial activities, leisure and hospitality, and government.

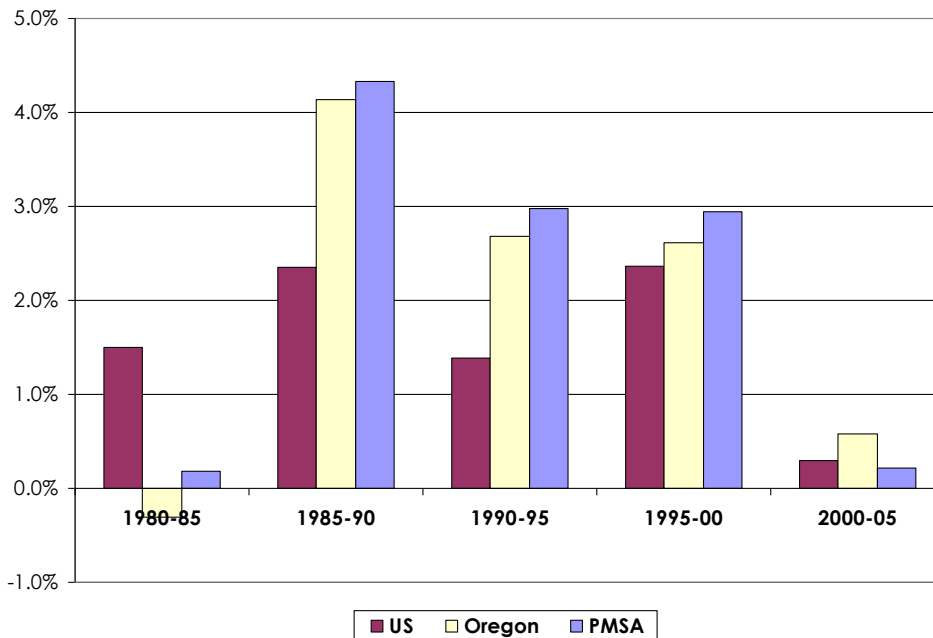
STATEWIDE & REGIONAL EMPLOYMENT CONTEXT

Statewide & Metro Area Employment Growth Trends

Over a 25-year period extending from 1980-2005, patterns of employment growth for the nation, Oregon, and the Portland metro area have been similar. Exceptions include:

- In the first half of the 1980s, Oregon and the Portland metro area were harder hit than the nation during a period of overall economic slowdown. In the latter half of the decade, this pattern was reversed as employment growth rates accelerated, exceeding 4% per year both statewide and for the metro region.

Figure 3. Employment Growth Rates – U.S., Oregon & Portland PMSA (1980-2005)



Source: Metro, Oregon Employment Department, and E. D. Hovee & Company, LLC.

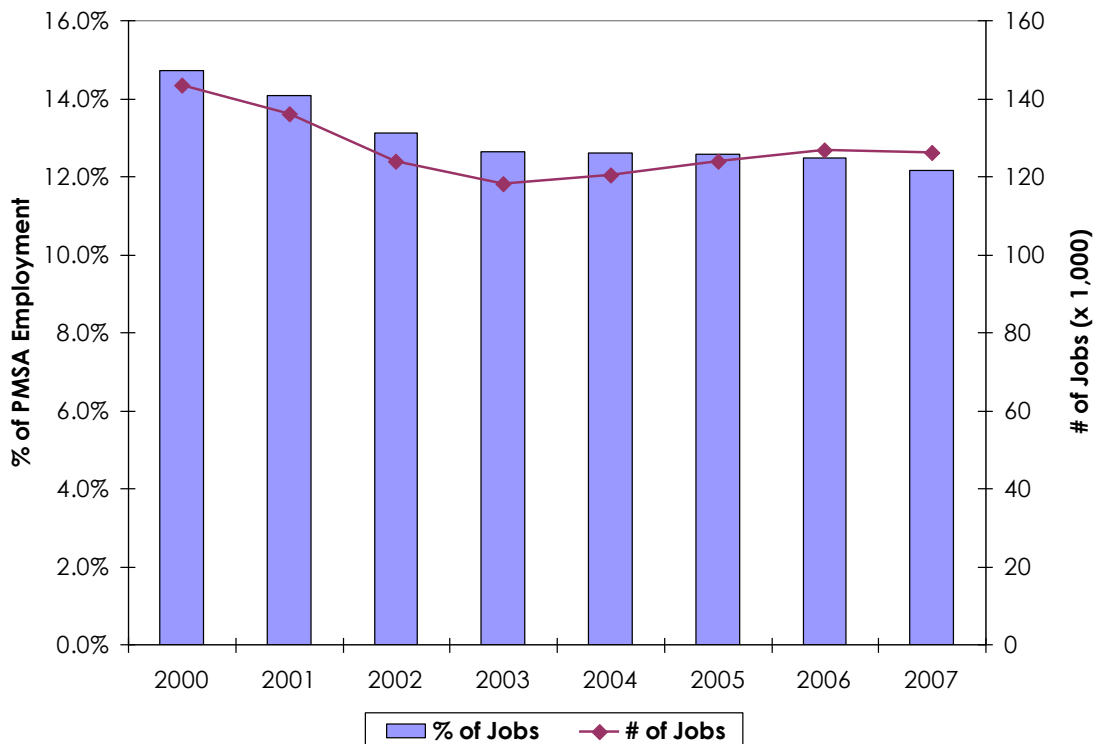
- This pattern of strong employment growth statewide and regionally continued (though at somewhat slower rates) through the 1990s, with the nation nearly catching up to the state and region in the latter half of that decade.
- In the 2000s, employment stagnated – nationally, statewide and regionally – through a recession with a slow job recovery. While at fairly modest levels, employment growth statewide exceeded that of the PMSA, the only such 5-year period since 1980.

Manufacturing Focus?

Manufacturing often receives particular attention because of its historic role as a pivotal traded sector and as source of relatively high wage jobs, both nationally and in this region. As a share of PMSA employment, manufacturing has not reversed its declining share of the region’s job base – at best holding its own from 2003-2005 at 12.6% of total non-farm jobs (Figure 4). The experience of the last several years offers the hint of a possible opportunity for slowing the now decades long slide in U.S. manufacturing. This is illustrated by a year-to-year review of manufacturing employment in the Portland metro area from 2000-07. This period is chosen as it essentially extends from the recession just after 2000 back to a subsequent peak in 2006.

As indicated by the following graph, the metro region experienced a sharp drop in manufacturing jobs during the economic recession of 2001-2003. This was then followed by a post-recovery increase of about 7% back to a peak year of 2006. This recovery nationally was aided by a weak dollar encouraging added exports, especially for durable goods manufacturing.

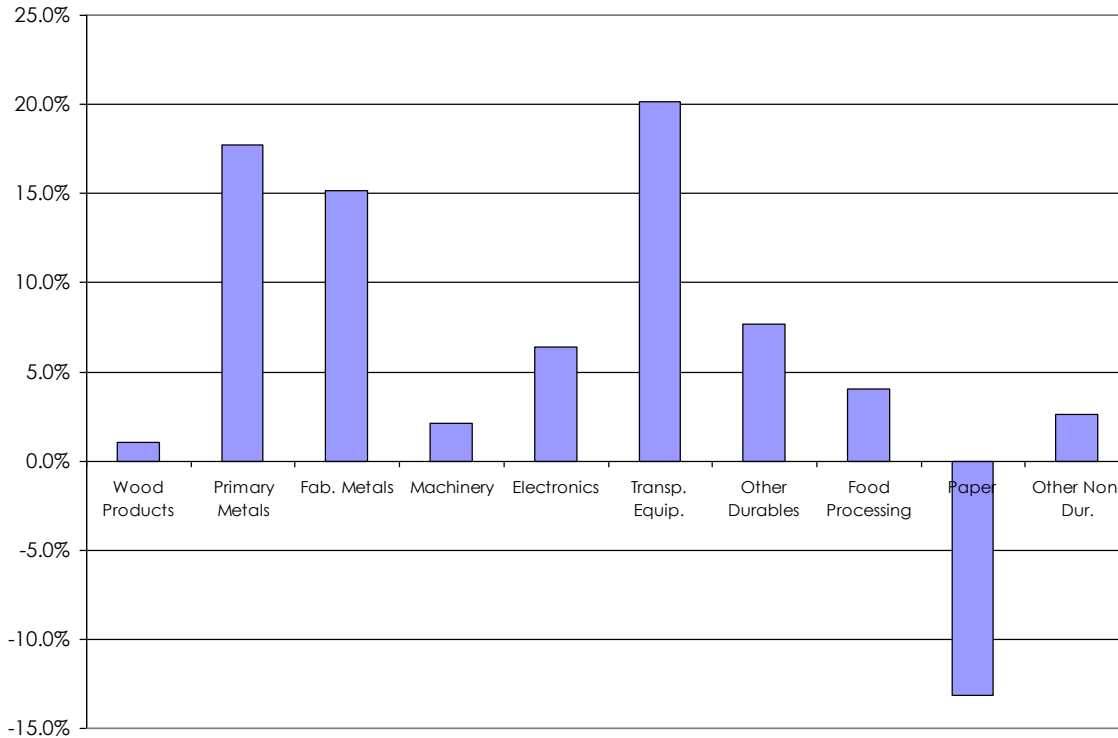
Figure 4. Portland PMSA Manufacturing Job Trend (2000-2007)



Source: Metro.

A more detailed look at the 2003-2007 period shows the differences in this manufacturing employment resurgence by sector. While there was considerable employment contraction in the 2000-2003 time period, the strongest post-2003 gains were indicated for transportation equipment and primary/fabricated metals, followed by more modest gains for electronics and food processing.

Figure 5. Portland PMSA Manufacturing Job Surge (2003-2007)



Source: Metro.

A key question with economic recovery in the years ahead is whether this resurgence proves to be temporary. Alternatively the question is whether there are opportunities for continued longer lasting competitive gains for durable goods as with metals, transportation equipment and/or electronics.

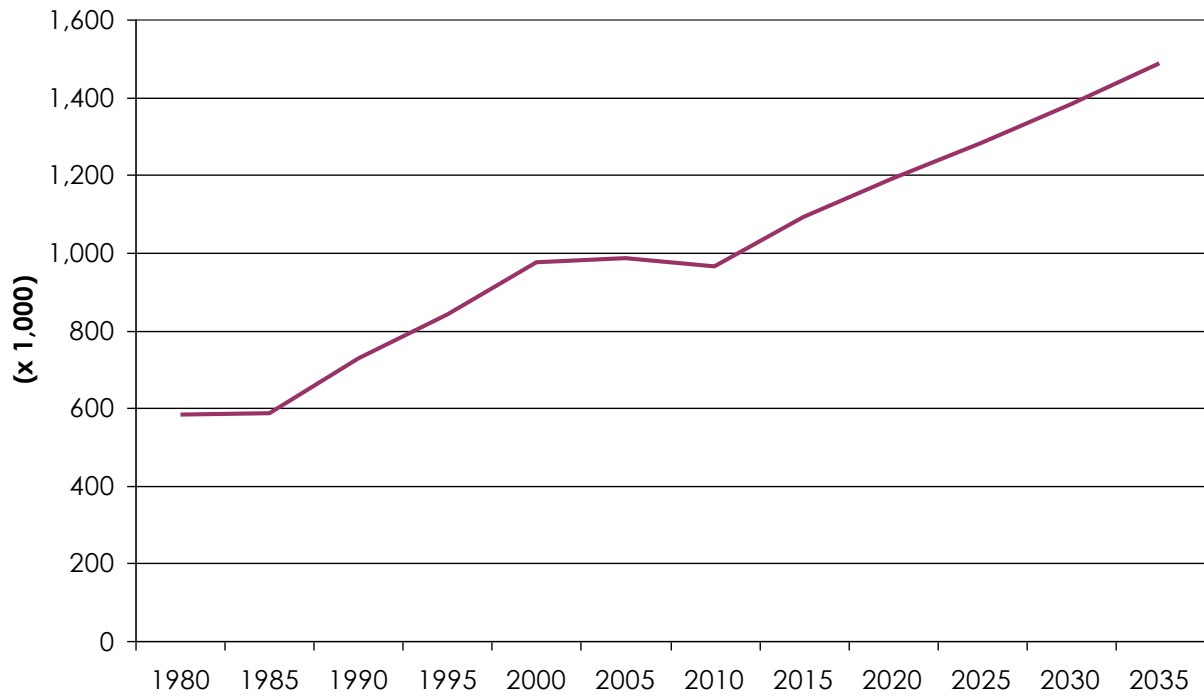
With non-durables, a question is whether the recent observed growth in regional food processing can be sustained. Opportunities may be linked to greater emphasis on consuming products grown and manufactured closer to home.

Metro projects that manufacturing’s share of the region’s total job base will be 8.3% of total employment by 2035. The total number of manufacturing jobs is projected to stabilize at between 120,000 and 125,000 between over the 2020-35 time period.

Metro Area Employment Growth Forecast

Looking to the future, Metro developed a range of low, moderate and high growth employment forecast alternatives to the year 2040 and has selected an official forecast slightly less than the moderate forecast. The following chart displays trends from 1980 to 2005, and then resulting revised forecast to 2035 (the forecast period for this EOA).

Figure 6. Portland PMSA Employment Forecast Range (to 2035)



Source: Metro. Data for 2010 reflect BLS actual employment, with subsequent years as Metro forecast results.

With the baseline forecast, Portland PMSA non-farm employment would increase from recession dampened figure of less than 1 million jobs in 2010 to nearly 1.5 million in 2035, a gain of over 520,000 (for 54% job growth) with an average annual growth rate in the range of 1.7% per year over the 2010-2035 time period.

III. PORTLAND EMPLOYMENT TRENDS

This section analyzes recent City of Portland employment trends within the national and regional context. While some citywide changes parallel those of the nation and/or region, it is clear that Portland’s position as the largest city in the region and state has created distinctive market niches as well as future opportunities and limitations.

Topics covered by this initial data review are:

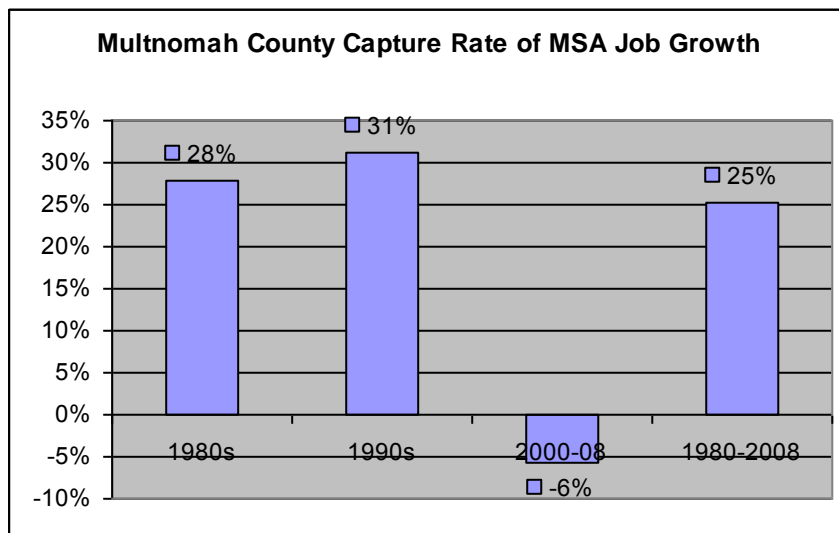
- Citywide Employment Trends
- Detailed Development & Employment Trends:
 - ✓ Employment by City Subarea
 - ✓ Employment & Development by Expansion Type
 - ✓ Development by Valuation, Density & Site Type

Geographic and sector employment trends will be used to inform the distribution of projected employment in later tasks for this EOA.

CITY AND COUNTY EMPLOYMENT TRENDS

The following long-term employment trends analysis is based on county data because reliable, comparable city data is not available before 2000, due to changes in data reporting and major city annexations in the 1980s and 1990s. Figure 7 shows that the short-term (2000-08) job losses are inconsistent with long-term trends.

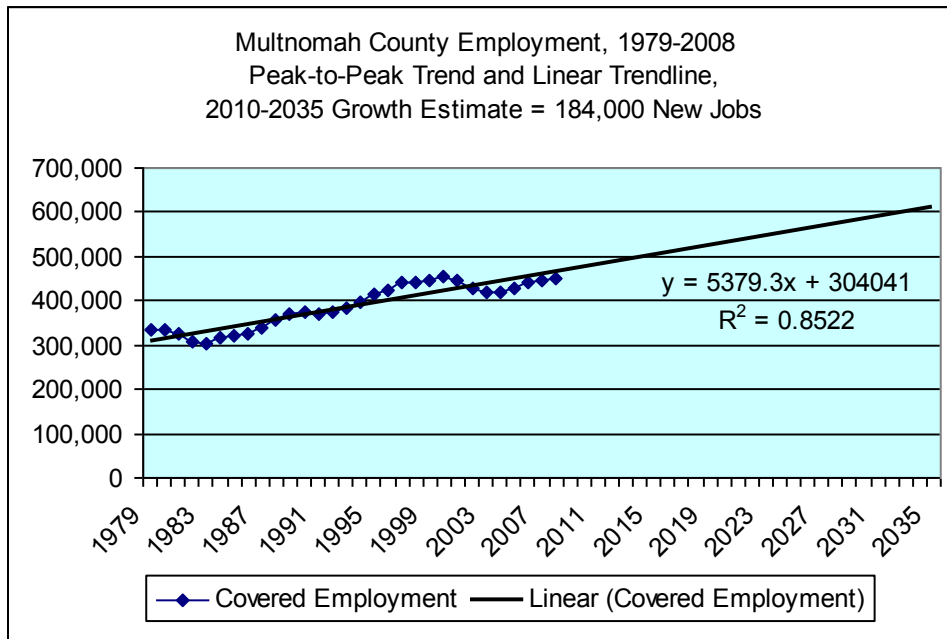
Figure 7. Multnomah County Capture Rate of Regional Job Growth (1980-2008)



Source: Bureau of Planning and Sustainability from Oregon Employment Department QCEW data.

Despite slower job growth after 2000, long-term employment trends in Multnomah County reveal a general linear growth pattern, as shown in Figure 8. Given this linear pattern, a commonly used forecasting method is a linear trendline, which is a best-fit straight line through a series of historical data points (regression analysis). The trendline shown in Figure 8 is based on 1979-2008 annual employment data, representing county peak-to-peak data periods of the last three business cycles. A trendline is most reliable when its R-squared value is at or near 1, and this trendline results in a generally close-fit R-squared value of .85. The years when actual employment levels varied most from the trendline resulted particularly from the employment fluctuations of short-term business cycles.

Figure 8. Multnomah County Employment Trendline, 1979-2035

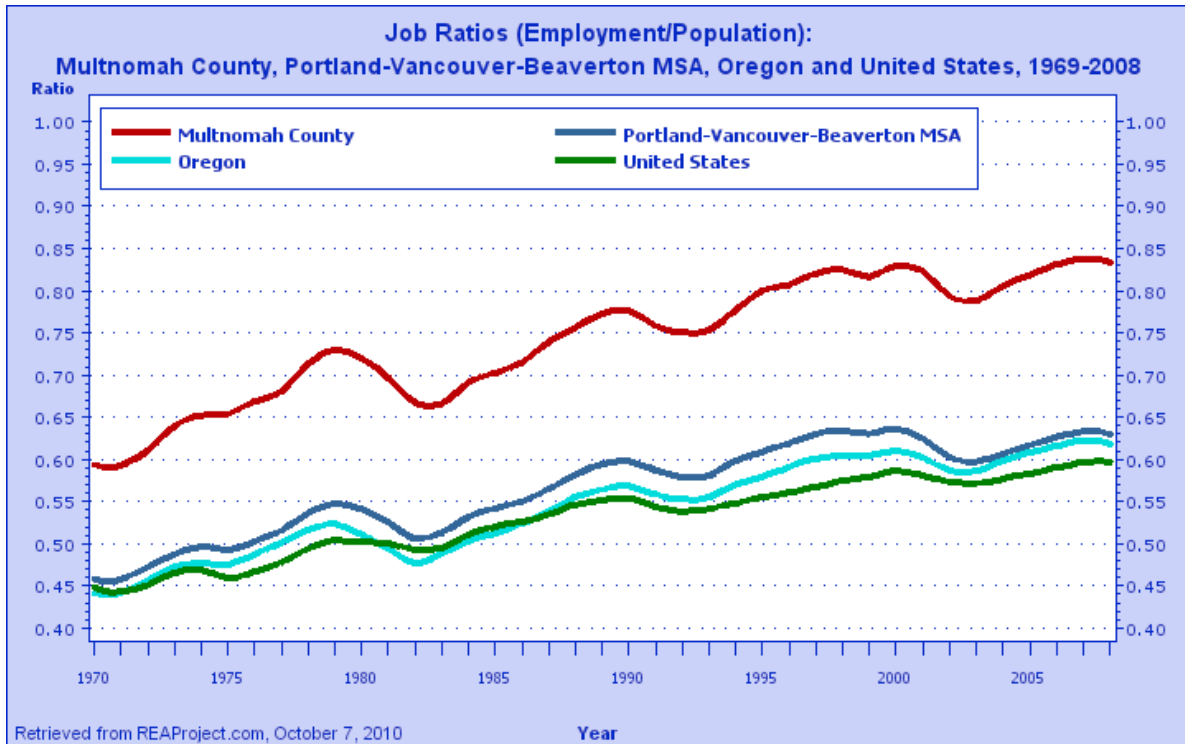


Source: Bureau of Planning and Sustainability from Oregon Employment Department QCEW data.

If Multnomah County’s long-term linear job growth pattern continues along this trendline, 184,000 new countywide jobs will be added between 2010 and 2035, which reflects a 34% county capture rate of new PMSA Covered Employment in this forecast period. In 2008, the City of Portland accounted for 87% of Multnomah County employment, up from 86% in 2000. Assuming a slightly declining city share of county jobs over time, estimated at 82% of new Multnomah County jobs from 2010 to 2035, the trendline in Figure 8 indicates that 151,000 new Portland jobs will be added in the forecast period. This growth level would represent a 28% city capture rate of PMSA job growth to 2035.

Employment trends are also linked to population trends at the regional level, but Multnomah County has long been a job center in the region and has substantially more jobs than resident workers, such as shown on the following graph.

Figure 9. Employment-to-Population Job Ratios



Source: Oregon Regional Economic Analysis Project from U.S. Bureau of Labor Statistics data.

Geocoded (mapped) employment data is available for 2000 and 2008, allowing a review both of citywide and sub-city employment trends. This employment dataset is based on jobs covered by unemployment insurance, which generally equates to an estimated 85% of the total workforce.

2008-2013 Employment Trends

In 2013, there were 393,742 covered jobs in Portland, equivalent to 38% of the 1.02 million employment base of the 7-county PMSA. Since 2000, employment in Portland has fluctuated substantially. Analysis of recent City employment trends in this report focuses on the 2000-2008 period, because it is the most recent complete business-cycle. However, the 2000-2008 business cycle was a period of unusually slow job growth, averaging 0.1% annual growth in Portland, 0.8% in the 7-county metro region, and 0.5% nationally. However, the pace of job growth in the 2008-2013 period has already exceeded the previous business cycle, averaging 1.3% per year in Portland and 1.4% in the region. Despite the depth of job losses during the great recession (2008-2010), the city and region have since led the state’s economic recovery. Portland had a nearly flat 5% capture rate of regional growth during the sluggish 2000-2008 business cycle and then rebounded to 23% in the 2008-2013 period.

2000-08 Employment by Sectors

Figure 10 reports employment at the detailed sector level with the 2008 distribution and net change both in terms of numerical change and annual average growth rate (AAGR). Throughout the remainder of the report, employment sectors are aggregated to broader categories to provide a more manageable amount of information.

Figure 10. Portland Citywide Employment (2000-2008)

NAICS		2000	2008	2008 Distrib.	Change Net	AAGR
Industrial	11 Agriculture	180	210	0%	30	1.9%
	22 Utilities	3,960	2,580	1%	(1,380)	-5.2%
	23 Construction	19,840	18,380	5%	(1,460)	-1.0%
	31 Man: food, textile, apparel	5,990	5,800	1%	(190)	-0.4%
	32 Man: wood, petrol, chemicals	9,120	6,740	2%	(2,380)	-3.7%
	33 Man: metal, machine, computer	24,670	17,800	5%	(6,870)	-4.0%
	<i>Manufacturing subtotal</i>	<i>39,780</i>	<i>30,340</i>	<i>8%</i>	<i>(9,440)</i>	<i>-3.3%</i>
	42 Wholesale Trade	25,510	20,380	5%	(5,130)	-2.8%
	48 Transportation	19,770	15,650	4%	(4,120)	-2.9%
	49 Transport & Warehousing	9,160	8,010	2%	(1,150)	-1.7%
	<i>Industrial subtotal (21-42, 48,49)</i>	<i>118,200</i>	<i>95,550</i>	<i>24%</i>	<i>(22,650)</i>	<i>-2.6%</i>
Retail	44 Retail	22,130	22,200	6%	70	0.0%
	45 Retail: Dept, misc.	14,940	10,830	3%	(4,110)	-3.9%
	<i>Retail subtotal (44,45)</i>	<i>37,070</i>	<i>33,030</i>	<i>8%</i>	<i>(4,040)</i>	<i>-1.4%</i>
Services	51 Information	12,350	11,570	3%	(780)	-0.8%
	52 Finance & Insurance	21,390	18,810	5%	(2,580)	-1.6%
	53 Real Estate	9,870	8,580	2%	(1,290)	-1.7%
	54 Prof., Scientific, Tech Services	25,530	27,200	7%	1,670	0.8%
	55 Management	6,820	14,590	4%	7,770	10.0%
	56 Admin Support, Waste	14,020	21,770	6%	7,750	5.7%
	61 Education	29,640	35,510	9%	5,870	2.3%
	62 Health & Social Asst.	40,960	49,150	13%	8,190	2.3%
	71 Arts, Enter., Recreation	6,200	6,280	2%	80	0.2%
	72 Accommodation & Food	30,410	35,770	9%	5,360	2.0%
81 Other Services	17,190	17,210	4%	20	0.0%	
	<i>Service subtotal (51-81)</i>	<i>214,380</i>	<i>246,440</i>	<i>63%</i>	<i>32,060</i>	<i>1.8%</i>
Public	92 Public Administration	17,110	17,500	4%	390	0.3%
Other	99 Unclassified?	2,760	120	0%	(2,640)	-32.4%
	Total	389,520	392,640	100%	3,120	0.1%

Source: Oregon Employment Department, E. D. Hovee & Company, LLC. Employment in all categories has been rounded to the nearest 10 employees.

Observations

The 2000-2008 time period corresponds to the most recent complete economic cycle of the region and nation, representing a peak-to-peak period in Multnomah County employment. This has been a period of economic downturn early in the decade, followed by rebounding job growth through mid-decade and then substantial job losses with the recession after 2008.

Consequently, for the entire 2000-08 time period, job growth was experienced at relatively low rates for the city as well as for the state and nation, certainly in comparison with the prior decade of the 1990s:

- Within the City of Portland, post-2000 job growth has occurred at a rate of just 0.1% annually. Oregon’s statewide growth rate post-2000 was at 0.8% per year, comparable to a similar growth rate in both non-farm and covered employment for the 7-county metro area (PMSA) over the same time period.
- Over this time period, Portland captured only about 5% of the net job growth in the region, a pattern of performance better than that of Multnomah County but well below city and county rates of job growth capture in prior decades.
- As of 2008, the City of Portland reported about 392,640 covered jobs, representing 38% of the 1.02 million employment base of the 7-county PMSA. This represents a relatively nominal increase of about 3,120 jobs over a six year period in Portland. Job declines are reported across multiple sectors, including every industrial sector for which data is provided.
- Taken together, the industrial sectors report job declines averaging 2.6% per year over the eight year period (for a combined loss of 22,650 jobs), despite a brief resurgence experienced mid-decade. There was a somewhat more rapid shift away from manufacturing employment – a subset of the overall industrial sector – of 3.3% annually, equating to a total loss of 9,440 manufacturing jobs over the 2000-2008 period. It is notable, however, that the Portland region lost a smaller share of its manufacturing jobs than the nation as a whole did. In addition, the value of manufacturing output rose by more than \$9 billion for the 7-county region (Figure 23). The region's manufacturing sector is growing, but is becoming less labor intensive.
- Over this eight year period, retail employment in Portland changed little – with a nominal gain of about 70 jobs.
- The growth sectors – strong enough to more than offset industrial job losses – occurred across service sectors. The sector showing the strongest growth was health and social assistance (up by 8,190 jobs), followed by management, administrative support and waste management, education, accommodation and food, and professional/scientific/technical services – with minor gains noted for arts, entertainment and recreation.
- A major portion of the growth occurring within the administrative support sector has been for temporary employment agencies. While reported with this NAICS job classification, temporary employees actually may be placed in any sector and also likely serve to offset at least some portion of the reported industrial employment decline. Also noted is that much of the growth in the management sector is likely related to business sector reclassifications with new NAICS coding coming into place between 2000 and 2008.

- Not all service sectors experienced employment growth over the past decade. Loss of 2,580 jobs is indicated through 2008 for finance and insurance, with job losses also noted for the real estate and information sectors.³

Data Limitations

While the Quarterly Census of Employment and Wages or QCEW (also known as ES202) data is the most comprehensive and timely source available, there are at least two important data limitations, as they may affect the portrayal of job change over time:⁴

- 1) Employment has been parceled out to sites for employers with multiple sites, and this process may be more or less accurate in one of the two years for which data is drawn (with a tendency towards greater accuracy in more recent years).
- 2) Inconsistent NAICS classification by individual firms within the two comparison years, as industry classification largely represents self-reporting by firms to the Oregon Employment Department (OED).

A second set of issues related to changing employment classification is perhaps of greater concern:

- National changeover from the Standard Industrial Classification (SIC) to North American Industry Classification System (NAICS) occurred between 2000 and 2008, leading to new classifications and an inexact bridge between the two systems.
- The net result of this change in classification systems has been to accentuate a reported shift away from the industrial sectors, as the newly added service sectors of management of companies and information both encompass firms that often were previously classified as industrial. It is unknown exactly what portion of the shift away from what is reported manufacturing is attributable to the new NAICS system.
- There is also a trend toward companies reporting more than one NAICS, with a separate NAICS assigned to groups of employees. It is likely that this greater detail has led to the reported jump in employment within the NAICS category “management of companies”. This trend results in a shift away from the industrial sectors, as employment appears to be increasingly split between a company’s “primary” industry (e.g. warehousing, manufacturing) and other classifications (such as management or headquarters operations), which falls within the service sectors.
- Companies self-report NAICS, and sometimes are inconsistent over time.

³ The Information sector was established with the transition from the Standard Industrial Classification (SIC) to North American Industry Classification System (NAICS) from what were a mix of industrial and service components.

⁴ Alternative data sources include the Covered Employment Statistics, a sample survey-based time series that is adjusted to match ES 202 data, and the Economic Census, completed once every five years (with a several year lag before data release and not available at a sub-regional level).

Because of these issues, sector-level changes (for instance, the reported decline in manufacturing jobs and increase in service jobs) are best understood as shifts in the nature of the region’s employment rather than necessarily as job growth or decline within individual firms. Employment data should also be viewed as most reliable when summed within a geographic subarea or to broad sector groupings, rather than when detailed sector-level data is compared over time.⁵

PORTLAND EMPLOYMENT GEOGRAPHIES

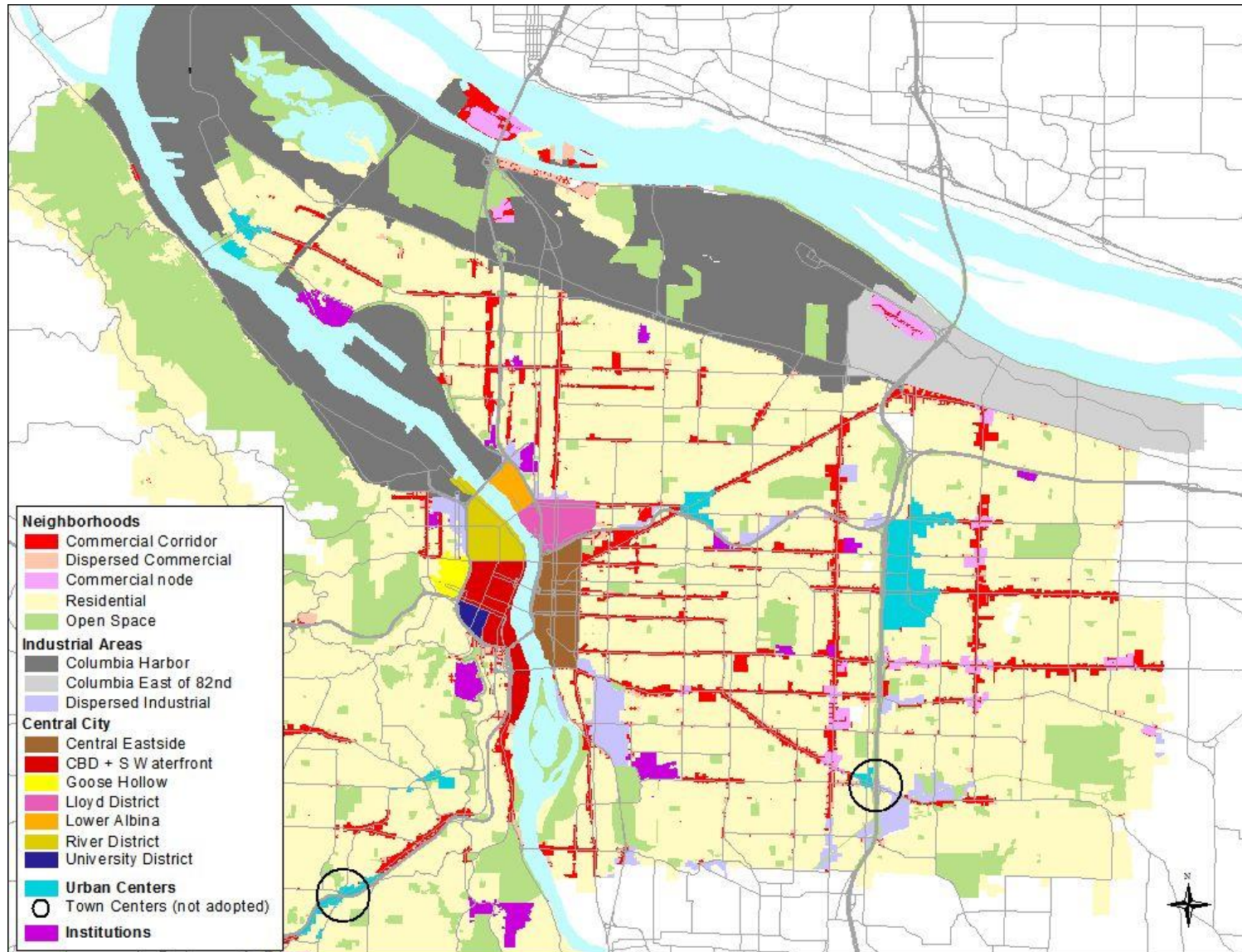
This section includes an analysis of Portland employment areas at a finer level of detail – geographic subareas that group together similar employment uses with common site characteristics and development patterns (Figures 8 and 9). Subareas are broadly grouped into categories of Central City, industrial, neighborhood commercial, institutional, and residential categories.

⁵ The reliability of sector comparisons over time should also improve in the future, as more years of data and experience with the NAICS classification system take place. This will especially be the case when it is not as important to provide time series comparison with the 2000-2002 time period when much of the SIC to NAICS changeover occurred.

Figure 8. Employment Geographies

Subarea	Boundary Methodology
Central City Commercial	
CBD + South Waterfront	Central City Plan District subareas
University District	Central City Plan District subarea
River District	Central City Plan District subarea
Goose Hollow	Central City Plan District subarea
Lloyd District	Central City Plan District subarea
Central City Industrial/Incubator	
Central Eastside	Central City Plan District subarea
Lower Albina	Central City Plan District subarea
Urban Centers	
Hillsdale Town Center	Plan District
Hollywood Town Center	Plan District
St. Johns Town Center	Plan District
Gateway Regional Center	Plan District
Lents Town Center	
West Portland Town Center	
Industrial Areas	
Harbor & Airport Districts	Industrial Sanctuary + adjacent ME comp plan designation
Harbor Access Lands	
Columbia East of 82nd	Industrial Sanctuary + adjacent ME comp plan designation east of 82 nd
Dispersed Employment	Dispersed IS + ME comp plan designations
Neighborhood Commercial	
Commercial Corridors	Commercial corridors designated by BPS
Commercial Nodes	Tax lots surrounding key commercial intersections identified by BPS
Dispersed Commercial	Other tax lots in commercial zoning (auto-oriented, storefront or mixed employment)
Institutions	
	10 colleges and 7 hospitals with campus areas larger than 10 acres and more than 100 employees, except for Portland State University, which is included in the Central City’s University District; and the Adventist Medical Center, which is included in Gateway Regional Center

Figure 9. Portland Geographic Subareas



Trend Observations by Employment Geography

Major observations from each employment geography are summarized below. As noted, submarkets are defined for each of the major employment geographies of Central City, urban centers, institutions, industrial, neighborhood commercial, and residential/open space employment activity. Added discussion of employment sector changes within geographies and accompanying graphs are located within the Demand Analysis – Data Assessment Topics section of this report.

- With 107,600 jobs, the **Central City Commercial** geography encompassed 27% of the city’s job base in 2008. With a 0.1% average annual growth rate between 2000-2008, employment increased at about the same rate as employment increased citywide over the same time period.

With nearly 66,400 jobs, the CBD + South Waterfront not surprisingly comprises the largest Central City subarea, although this core submarket experienced a loss of an estimated 3,100 jobs from 2000-08. The most rapid job growth occurred within the River District submarket (up by 2.1% per year), followed by the Lloyd District.

Two Central City subdistricts – Central Eastside and Lower Albina – are included within the Central City Industrial/Incubator geography. These are often referred to as “incubator” rather than general industrial districts and have out-performed the overall Central City area with annual job gains of 3.2% and 2.3% per year respectively.

- **Urban centers** comprised just 5% of citywide employment in 2008 and experienced job growth averaging 1.4% per year. Of the six urban center submarkets profiled, Gateway has the largest employment base with about 9,500, followed by Hollywood at 6,500 and West Portland at 2,600.

The highest levels of employment growth since 2000 are indicated for Hollywood and Lents Town Center, both averaging employment gains of better than 5% per year. Gateway also experienced employment growth, but at a much lower growth rate. The other urban centers experienced relatively flat to declining employment.

- **Institutions**, excluding PSU and Adventist Hospital, accounted for over 35,200 jobs in 2008 (nearly 9% of citywide employment), with job growth averaging 3.6% from 2000-08.
- **Industrial** areas comprise a total of 119,500 jobs (or better than 30% of employment citywide). Overall job growth has occurred at about the citywide average of 0.1% per year but with wide variation between districts.

With more than 52,200 employees, the Harbor and Airport Districts geography accounts for more than two-fifths (44%) of the industrial total (or 13% of all employment citywide). The Columbia Corridor East of NE 82nd Avenue accounts for more than 19,400 jobs with Dispersed Employment at 17,200. The two Central City Industrial (or incubator) districts account for 18,000 and 3,300 jobs respectively.

Harbor and Airport Districts report some job loss averaging less than 1% per year, with even more rapid attrition for Dispersed Employment. Job gains of close to 3% per year are noted for Columbia East of 82nd. Employment has increased 0.1% per year in all the

industrial areas combined. As noted, both the Central City incubator districts have experienced employment gains.

Harbor Access Lands are riverfront industrial lands in the Portland Harbor and along the Columbia River. As of 2008, Harbor Access Lands accounted for an estimated 9,300 jobs. From 2000-08, Harbor Access Lands experienced declining employment at a rate averaging 2.2% per year – a substantially more rapid rate of job loss than of the Harbor and Airport Districts geography. Reported employment losses were most substantial in manufacturing, followed by transportation, warehousing and wholesale trade. It is notable that a separate analysis indicates that the economic output (value added) in the Portland Harbor grew at 1.6% per year during approximately the same timeframe - 2002 to 2008. During that same time period, cargo volumes increased by 4.8% per year.⁶ As discussed later in this report, employment may not be the best indicator of land needs in the harbor.

- With 70,400 jobs or 18% of citywide employment, the **neighborhood commercial** geography has experienced net job loss since 2000. Of the neighborhood-related employment activity, nearly 56% of jobs are indicated as located in Commercial Corridors, followed by Dispersed Commercial. Commercial Corridors account for the largest base of neighborhood activity with just over 39,000 jobs but lost jobs at a rate averaging 1.5% per year. Commercial Nodes (about 20 key intersections) supported 9,600 jobs in 2008 or 14% of the neighborhood-related jobs total. Taken together, neighborhood commercial areas experienced a net loss of 1,900 employees from 2000 to 2008 – coming primarily from reduced employment in Commercial Corridors. Job losses are noted for 6 out of 10 employment sectors, led by construction which decreased by more than 1,700 jobs. A countertrend is indicated for Dispersed Commercial, with close to 3,900 more jobs reported in 2008 than 2000.
- More than 38,900 jobs are reported for **residential** areas plus **open space**. The majority of these jobs are in residential areas which account for just under 10% of citywide employment. Job losses are exhibited in every employment sector, except public sector employment.

More detailed data for these submarkets is provided by the tables on the next two pages.

⁶ EcoNorthwest, Portland Harbor Industrial Land Supply Analysis, February 2012)

Figure 10. Urban Centers & Institutions Employment (2000-2008)

	Central City - Non Industrial					Urban Centers						Institutions
	CBD + S Waterfront	University District	River District	Goose Hollow	Lloyd District	Gateway	Hollywood	St Johns	Hillsdale	Lents	West Portland	
Total Employment 2008												
Utilities	26	-	*	-	*	*	-	-	-	-	-	-
Construction	682	-	900	268	61	118	36	89	*	34	194	*
Manufacturing	275	*	481	*	*	150	*	*	*	*	*	-
Trans, Wareh. & Whlse	800	*	2,478	24	341	242	46	95	5	*	36	*
Retail, Arts, Accommod.	11,033	353	4,337	1,935	5,616	2,705	950	388	286	89	292	353
Services	30,496	341	3,319	1,079	6,000	1,403	589	335	135	102	1,584	132
Information & Design	11,937	*	2,569	645	1,020	*	140	36	33	-	189	153
Education + Health	3,241	*	1,066	272	819	4,187	4,733	142	254	56	291	34,575
Public	7,740	182	95	-	1,684	487	*	*	-	*	*	-
Other/No NAICS	11	-	2	-	4	1	-	-	-	-	-	1
Total	66,365	3,925	16,162	4,444	16,704	9,514	6,513	1,313	742	324	2,605	35,234
<i>2008 Distribution</i>	<i>16.9%</i>	<i>1.0%</i>	<i>4.1%</i>	<i>1.1%</i>	<i>4.3%</i>	<i>2.4%</i>	<i>1.7%</i>	<i>0.3%</i>	<i>0.2%</i>	<i>0.1%</i>	<i>0.7%</i>	<i>9.0%</i>
Employment Change 2000-2008												
Utilities	(474)	-	*	-	(799)	-	-	-	-	-	*	-
Construction	(1,230)	(9)	787	10	(87)	(29)	(66)	23	4	12	140	1
Manufacturing	(576)	(26)	(672)	(186)	(39)	(13)	(25)	(3)	14	*	2	-
Trans, Wareh. & Whlse	(1,039)	(8)	(2,495)	(139)	(435)	(628)	(22)	(64)	(27)	*	(98)	*
Retail, Arts, Accommod.	(592)	132	1,986	382	465	51	395	(50)	(133)	(11)	30	155
Services	1,732	(184)	1,538	(158)	2,672	(42)	(232)	120	24	45	(509)	36
Information & Design	(20)	*	825	(71)	13	(124)	75	6	(29)	-	(70)	(264)
Education + Health	635	222	590	(144)	(44)	995	2,147	116	(0)	56	108	8,792
Public	(1,243)	*	*	(797)	346	*	(5)	(133)	*	*	-	-
Other/No NAICS	(372)	(6)	(45)	(15)	(33)	(41)	(30)	(3)	(6)	-	(27)	(23)
Total	(3,098)	255	2,527	(1,119)	2,059	380	2,237	12	(168)	105	(429)	8,710
<i>2000 Distribution</i>	<i>17.8%</i>	<i>0.9%</i>	<i>3.5%</i>	<i>1.4%</i>	<i>3.8%</i>	<i>2.3%</i>	<i>1.1%</i>	<i>0.3%</i>	<i>0.2%</i>	<i>0.1%</i>	<i>0.8%</i>	<i>6.8%</i>
<i>00-08 Annual Growth</i>	<i>-0.6%</i>	<i>0.8%</i>	<i>2.1%</i>	<i>-2.8%</i>	<i>1.7%</i>	<i>0.5%</i>	<i>5.4%</i>	<i>0.1%</i>	<i>-2.5%</i>	<i>5.1%</i>	<i>-1.9%</i>	<i>3.6%</i>
Employment Distribution 2008												
Utilities	0%	0%	6%	0%	7%	1%	0%	0%	0%	0%	0%	0%
Construction	1%	0%	6%	6%	0%	1%	1%	7%	1%	11%	7%	0%
Manufacturing	0%	0%	3%	5%	0%	2%	0%	2%	3%	2%	0%	0%
Trans, Wareh. & Whlse	1%	1%	15%	1%	2%	3%	1%	7%	1%	0%	1%	0%
Retail, Arts, Accommod.	17%	9%	27%	44%	34%	28%	15%	30%	39%	27%	11%	1%
Services	46%	9%	21%	24%	36%	15%	9%	26%	18%	32%	61%	0%
Information & Design	18%	0%	16%	15%	6%	1%	2%	3%	4%	0%	7%	0%
Education + Health	5%	77%	7%	6%	5%	44%	73%	11%	34%	17%	11%	98%
Public	12%	5%	1%	0%	10%	5%	0%	16%	0%	11%	1%	0%
Other/No NAICS	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: Oregon Employment Department (OED), Portland Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC. Agricultural jobs are not detailed. Asterisks (*) denote data not disclosed to meet OED confidentiality provisions.

Figure 11. Industrial Areas & Neighborhood Employment (2000-2008)

	Non-Central City Industrial				Central City Industrial		Neighborhoods			Residential
	Harbor & Airport Districts	Harbor Access Lands	Columbia East	Dispersed Employment	Central Eastside	Lower Ablanda	Commercial Corridor	Commercial Nodes	Dispersed Commercial	
Total Employment 2008										
Utilities	*	-	-	*	-	-	-	*	-	*
Construction	3,573	571	1,830	1,527	2,227	418	1,020	64	1,959	2,800
Manufacturing	11,752	4,828	3,743	3,186	2,056	343	1,342	*	1,110	740
Trans, Wareh. & Whsle	22,334	2,605	4,686	2,260	3,577	314	1,589	80	828	1,651
Retail, Arts, Accommod.	4,388	67	2,786	1,552	3,126	189	18,756	6,863	5,601	3,407
Services	7,257	1,186	3,606	6,017	3,118	191	8,966	1,511	5,052	7,494
Information & Design	1,127	9	888	1,484	1,406	101	2,383	154	3,160	2,277
Education + Health	849	54	559	696	1,659	*	4,881	621	3,690	17,501
Public	945	-	1,327	*	821	*	62	284	*	2,981
Other/No NAICS	2	1	4	-	2	2	25	-	13	49
Total	52,227	9,321	19,429	17,183	17,992	3,254	39,050	9,589	21,718	38,928
<i>2008 Distribution</i>	<i>13.3%</i>	<i>2.4%</i>	<i>4.9%</i>	<i>4.4%</i>	<i>4.6%</i>	<i>0.8%</i>	<i>9.9%</i>	<i>2.4%</i>	<i>5.5%</i>	<i>9.9%</i>
Employment Change 2000-2008										
Utilities	(15)	-	-	7	-	-	-	(15)	-	*
Construction	520	250	714	186	772	(160)	(1,347)	(60)	(323)	(1,586)
Manufacturing	(5,559)	(939)	(6)	14	(90)	(176)	(1,035)	(25)	665	(773)
Trans, Wareh. & Whsle	(1,094)	(1,124)	1,045	(3,267)	(217)	(25)	(297)	(341)	(5)	(133)
Retail, Arts, Accommod.	425	(450)	12	(1,691)	608	23	(1,216)	(21)	1,825	(944)
Services	2,372	399	1,261	2,287	957	163	(148)	133	455	(2,073)
Information & Design	(2)	(102)	318	313	930	69	(72)	(113)	660	(601)
Education + Health	36	42	236	(173)	5	429	(434)	14	966	(537)
Public	706	*	473	(437)	821	*	(140)	*	(218)	492
Other/No NAICS	(185)	(23)	(75)	(88)	(82)	(7)	(432)	(46)	(180)	(918)
Total	(2,796)	(1,977)	3,944	(2,849)	3,703	502	(5,132)	(576)	3,853	(7,078)
<i>2000 Distribution</i>	<i>14.1%</i>	<i>2.9%</i>	<i>4.0%</i>	<i>4.9%</i>	<i>3.7%</i>	<i>0.4%</i>	<i>11.3%</i>	<i>2.5%</i>	<i>4.5%</i>	<i>11.8%</i>
<i>00-08 Annual Growth</i>	<i>-0.6%</i>	<i>-2.2%</i>	<i>3.2%</i>	<i>-1.8%</i>	<i>3.2%</i>	<i>2.3%</i>	<i>-1.5%</i>	<i>-0.7%</i>	<i>2.7%</i>	<i>-1.9%</i>
Employment Distribution 2008										
Utilities	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%
Construction	7%	6%	9%	9%	12%	13%	3%	1%	9%	7%
Manufacturing	23%	52%	19%	19%	11%	11%	3%	0%	5%	2%
Trans, Wareh. & Whsle	43%	28%	24%	13%	20%	10%	4%	1%	4%	4%
Retail, Arts, Accommod.	8%	1%	14%	9%	17%	6%	48%	72%	26%	9%
Services	14%	13%	19%	35%	17%	6%	23%	16%	23%	19%
Information & Design	2%	0%	5%	9%	8%	3%	6%	2%	15%	6%
Education + Health	2%	1%	3%	4%	9%	46%	12%	6%	17%	45%
Public	2%	0%	7%	1%	5%	6%	0%	3%	1%	8%
Other/No NAICS	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: Oregon Employment Department (OED), Portland Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC.
Agricultural jobs are not detailed. Asterisks (*) denote data not disclosed to meet OED confidentiality provisions.

IV. DEMAND ANALYSIS ISSUES – FOCUS GROUP INPUT

A key component of this economic opportunities analysis has centered on six *demand analysis topics* of particular interest to the City of Portland with this EOA and Comprehensive Plan update. To assist with this assessment, focus groups were organized and conducted in 2009 to cover each topic area, with each group hosted by a business or community organization:

- *Central City Office* – hosted by the Portland Business Alliance
- *Close-In Incubator* – hosted by the Central Eastside Industrial Council
- *Manufacturing & Distribution* – hosted by the Columbia Corridor Association
- *Neighborhood Commercial* – hosted by the Alliance of Portland Neighborhood Business Associations
- *Commercial Corridor/Mixed Use/Transit Oriented Development (TOD)* – hosted by the Portland Streetcar, Inc.
- *Campus Institutional* – hosted by the Institutional Facilities Coalition

A total of 58 business and non-profit organization representatives participated in these six focus groups (including two who participated in two sessions). Participants are identified in Appendix A.

Focus group discussions covered recent and emerging trends, business space and location needs, questions regarding density and development, opportunities for economic prosperity and creative vitality, and economic development focus. This summary of focus group results has been organized around major themes that emerged across multiple groups in response to specific topic areas. The comments are reported without attribution of comments to specific individuals or organizations.

A separate report provides more detailed discussion of items of more particular interest within each of these six areas of demand analysis groupings (Appendix B).

SUMMARY THEMES BY DEMAND TOPIC

To summarize, Figure 15 provides an overview of major observations for each of the six demand analysis groupings covered. This chart is followed by a more detailed narrative describing focus group responses for each of the demand topics in more detail.

Figure 12. Focus Group Themes by Demand Topics

Discussion Question	Central City Office	Close In Incubator	Manufacturing & Distribution	Neighborhood Commercial	TOD/Mixed Use Corridors	Campus Institutional
Recent Trends	<ul style="list-style-type: none"> •Resurgent Central City office leasing has been realized (until the recession) •Tenants are drawn back in from the suburbs •Live-work options create added urban synergy 	<ul style="list-style-type: none"> •Districts like Central Eastside are <i>on a roll</i> for diverse industry plus creative and tech oriented business •Close-in incubator space offers <i>grittier appeal</i> to young creatives 	<ul style="list-style-type: none"> •Finding qualified labor and distance from U.S. markets are major industry issues •De-consolidation of distribution nationally with higher fuel prices works to Portland business advantage 	<ul style="list-style-type: none"> •Neighborhood districts are finding their niche •Growth is organic and entrepreneurial •Business success depends on serving a mix of local and destination clientele 	<ul style="list-style-type: none"> •Retail opportunity is driven by more residents moving back to the city •Diverse mixed use settings are available – Central City, mid-rise transit corridors, distinctive urban neighborhoods 	<ul style="list-style-type: none"> •Regional institutions are investing in facility renewal to remain competitive •Locally oriented education and health care are moving closer to where clientele live or work
Emerging Trends	<ul style="list-style-type: none"> •Office market is becoming more diverse with entrepreneurial and sustainable business emphases •Central City has greater potential to increase its capture of the regional office market 	<ul style="list-style-type: none"> •Businesses are <i>hyper-local</i>, serving each other and the downtown •A mix of business, from industrial to arts and dining, is supported •Desire is expressed for incubator needs to evolve naturally and organically 	<ul style="list-style-type: none"> •Businesses draw needed labor both locally and nationally •There is a broad trend to sustainable design and business practices •A major concern is that freight transport capacity is not keeping up 	<ul style="list-style-type: none"> •Increased area residential density is anticipated, but more infrastructure is needed •Increased orientation to the concept of a <i>20-minute neighborhood</i> is strongly endorsed 	<ul style="list-style-type: none"> •Further intensification of development is expected with economic recovery •Successful TOD is all about reducing vehicle miles traveled (VMT) and location efficient development 	<ul style="list-style-type: none"> •Locally-oriented education providers are decentralizing •Strong health care growth is expected to continue •Increased transit orientation of institutions is more critical with facility investment
Business Space & Location Needs	<ul style="list-style-type: none"> •New and alternate office locations are desired, especially close to the core •The <i>life cycle</i> of each business means changing choices over time for type and cost of space, for a more diverse office mix 	<ul style="list-style-type: none"> •Options are desired for business condo arrangements and inexpensive space •Permitting & SDCs are cited as recurring issues with rehab of existing building space 	<ul style="list-style-type: none"> •Increased cost of doing business is cited as a growing competitive concern for the Portland area •Maintaining the industrial sanctuary is critical for manufacturing and distribution 	<ul style="list-style-type: none"> •Participants are <i>bullish</i> on options for increasing business vitality •More business tools/incentives together with robust planning for employment concentration are recommended 	<ul style="list-style-type: none"> •More focus on job-related as well as residential mixed use development is encouraged •A new City of Portland job density paradigm 	<ul style="list-style-type: none"> •Current impact mitigation process and mixed use limitations frustrate reinvestment •Affordable housing options are needed for students, faculty, workers

Discussion Question	Central City Office	Close In Incubator	Manufacturing & Distribution	Neighborhood Commercial	TOD/Mixed Use Corridors	Campus Institutional
Density & Redevelopment	<ul style="list-style-type: none"> Desired are options for added density (FAR) and multi-block campus developments A need is expressed to <i>think big enough</i> for greatly expanded jobs potential Improving the city’s business climate is cited as a priority initiative 	<ul style="list-style-type: none"> Streetcar extension will be the impetus for added development density Multi-level manufacturing still exists, but widespread applicability is questionable Code flexibility is key to maintaining close-in industrial 	<ul style="list-style-type: none"> Industrial site and transport needs make it difficult to exceed 35% site coverage (or FAR) Distributors build <i>high-cube</i> space to get more product in the same building footprint Requiring too much density may result in business leaving Portland 	<ul style="list-style-type: none"> Support for more housing density is viewed as generating positive business impacts Rather than mandating commercial density, the suggestion is to <i>let density float</i> to what the market supports 	<ul style="list-style-type: none"> Density will come with transit service extension More emphasis is recommended for mixed use development with a strong jobs mix Live/work incubator opportunity is cited for as yet untapped resources (such as Gateway) 	<ul style="list-style-type: none"> More multi-story buildings are expected with medical; cautious interest is also expressed for higher education (out of downtown) Increased density of development is predicated on better transit accessibility and service
Economic Prosperity & Creative Vitality	<ul style="list-style-type: none"> Portland’s Central City is viewed as vital to defining the <i>PDX brand</i> PSU and housing are more important as future economic engines to Central City office vitality 	<ul style="list-style-type: none"> Incubator districts are integral for the centrality of a regional service supplier role Close in business offers local networking and technology transfer capability 	<ul style="list-style-type: none"> Recommended is emphasis on balancing goals of sustainability and job growth For Portland, sustainability can mean being both green and efficient 	<ul style="list-style-type: none"> Small business is described as the engine of the Portland economy For increased economic contribution, offer more training for small and ethnic firms 	<ul style="list-style-type: none"> Portland offers the appeal of a village environment Economic recovery depends on sustainability and greater emphasis to build <i>creative, tenacious minds</i> 	<ul style="list-style-type: none"> Expect institutions to remain critical as a major future job source Higher ed and health care play a more important role in cultivating Portland area health & vitality
Economic Development Focus	<ul style="list-style-type: none"> Marketing Portland as a competitive place to do business Prioritize public investment in infrastructure and zoning flexibility 	<ul style="list-style-type: none"> Foster private investment in businesses, not just buildings Restore the linkage between the City and private sector 	<ul style="list-style-type: none"> Prioritize multi-modal freight and worker transport infrastructure Provide balanced support for industry with traded sector focus 	<ul style="list-style-type: none"> Offer improved access to resources for small business Plan for change with less emphasis on mandates 	<ul style="list-style-type: none"> Foster creativity and job density on transit corridors Re-tool the planning and zoning process Build the urban university 	<ul style="list-style-type: none"> Recognized and support institutional contributions Transition from regulatory emphasis to partnership roles

Source: Economic Opportunity Analysis focus groups conducted February-March, 2009.

RECENT TRENDS

Each focus group session began with the question: *What are the most important trends that have affected business, investment and development for your firm or organization over the past 3-5 years?*

Portland had been a dynamic place to be conducting business up to the point of the economic downturn starting in 2007-08. Major themes emerging from the six focus group conversations include the following:

- *Central City* office has, in recent years, experienced a resurgence of leasing activity (with the economic downturn only recently beginning to be felt). Some tenants have been drawn back in from the suburbs by the vitality and transit accessibility of the urban core, Portland is attracting and growing the sustainability industry, and the core area has benefited from the synergy of providing options for housing and work in close proximity.
- *Close-in incubator* areas (notably Central Eastside) have also been on a roll – but in a “grittier, more Portland” setting that is now home to businesses ranging from open source tech to distributors/brokers to destination retail. How to accommodate parking and diverse freight versus people transit is cited as the #1 issue. Bus and bike access is ever more important.
- *Manufacturing and distribution* firms of Portland’s harbor and Columbia Corridor have found that obtaining qualified workers is a growing challenge, even in a time of economic downturn. The Pacific Northwest is still a small market; getting to market is a competitive challenge and competitors are primarily out of state. Distribution may be deconsolidating to more and smaller centers across the U.S., offering added market activity for Portland.
- *Neighborhood business districts* are finding their niche and for some (like the Pearl and Mississippi) the niche has rapidly matured. Portland is still “under-retailed, national chains want in.” Much of the city’s neighborhood business development has taken off on its own. The “coolest stuff is organic,” responding to local entrepreneurial initiative and often “happened in spite of government.” While businesses often start by serving a primarily local neighborhood clientele, success means that customers increasingly are “not from the neighborhood itself” but also drawn from the rest of the city and region.
- *Mixed use/TOD* discussion paralleled much of what was heard with neighborhood business districts. From empty nesters to young professionals, people are coming “back to the city.” Portland’s resurgence is based on residents “coming for character and texture” with diverse options ranging from high-rise Central City districts to mid-rise transit corridors to distinctive urban neighborhoods. “More rooftops” with greater discretionary income has served to drive much of the growth with in-city retail and dining – at least up to the time of the recession.
- *Campus institutional* activities are identified as primarily including education and medical institutions (outside Portland’s Central City). Some nationally recognized education institutions in Portland face substantial reinvestment aimed at “renewal of facilities” to better meet science and technology needs and house more students (or faculty) on or near campus.

Locally oriented higher education institutions are increasingly focused on training for specific workforce needs – from nursing to welding – and look for locations and partnerships to get closer to the neighborhoods where the students are or will be. Similarly, medical institutions are looking to medium and smaller size facilities closer to where people live or work (including preparation for an aging demographic).

EMERGING TRENDS

The next question asked participants to look toward the future: *What do you see on the horizon as potentially important emerging trends for employment growth or change?* Participants were asked to comment on the next 3-5 years through a period of recovery from the current economic downturn and then beyond over the next 10-25 years (to 2035).

From virtually every group, the overarching theme is one of change. Portland’s economic opportunities can be expected to be different in 2035 than they are today. Even as of 2009, the outlook appeared promising, provided that economic recovery proves sustainable and that the City and region respond to shape this change in ways that keep Portland competitive for added investment and employment:

- *Central City office* specialists see the market becoming “more diverse” with increased emphasis on serving and stimulating business entrepreneurs, including those in the still expanding sustainability sector. Much of this need for lower cost and more flexible space is expected to be met on the fringes of or outside of the Central City, in places such as the Central Eastside and Gateway. Assuming that metro urban growth boundary expansions continue to be limited, the Central City and other Portland locations can be expected to compete for increasing shares of regional office employment. Resurgent commuter interest in transit dovetails with and buttresses this trend. As one focus group participant said: “Now we’re going to have to perform.”
- *Central Eastside/close-in incubator* interests express a wide range of thoughts. Some see more restaurants, craft businesses, theaters, and smaller 2-story infill. OMSI and some private owners have large multi-block holdings that could redevelop once land prices go high enough to support redevelopment. Some strongly suggested that the district should be supported as zoned.

The assumption that manufacturing will go away to be replaced with the creative class “is flawed.” Because of proximity to the rest of the Central City, vendors are “hyperlocal.” Doing business with neighbors next door or across the river downtown is part of the business culture. A common theme expressed is to not pick business winners; rather let this incubator environment “evolve naturally and organically.”

- *Manufacturing and distribution* focus group participants see continuing impetus to draw from both within and outside the Portland labor market for needed workforce skills and experience. More sustainable building design and business practices also are a priority – affecting stormwater management, air quality, transportation efficiency and internal heating, ventilation and air conditioning (HVAC) systems. A major concern is that freight transport capacity is not keeping up – due to rail networks operating at capacity and increased local freeway and street congestion.

- *Neighborhood business districts* see their communities generally becoming more densely developed with added planning to “identify necessary infrastructure” as an increasingly important focus. The concept of a “20-minute neighborhood” radius for walking to achieve a broad range of day-to-day needs is strongly endorsed. Much of what happens within these business districts depends on neighborhood demographics and housing development including anticipated trends for smaller houses.
- *Mixed use corridors and transit oriented development* can expect to intensify with economic recovery. As with neighborhood business districts, much of the development potentially can be expected to be residentially driven – at somewhat higher levels of density. For the next half century, TOD is about reducing vehicle miles traveled (VMT) – creating location efficient mixed use real estate opportunities.
- *Campus institutional* users see the need to think “more broadband” with more evening and weekend classes closer to where students live and/or work for work force oriented educators. Health care providers expect “tremendous growth” over the next five years and new partnerships with educational institutions.

Access to public transportation is a shared objective, with many of the institutions not currently well served by transit. Students at local colleges want to be able to commute into downtown; others (such as nursing students) go all over the city for work experience and rely on auto travel. To the extent that transit mode share can increase, needs for expensive (and increasingly structured) parking can be reduced.

BUSINESS SPACE & LOCATION NEEDS

This question and resulting discussion was aimed to better understand: *What are the most important requirements for business success at this type of location in Portland?*

Not surprisingly, space and location needs expressed through these focus group sessions were relatively diverse. However, common themes that emerged include opportunities for more mixed use and density with commercial-related uses versus strong desire for protection of more traditional manufacturing and distribution activity. More detailed notes follow:

- *Central city office* interests would like to see more blocs of developable land – including at new or alternate locations close to the downtown core. For example, if the Vestas office project happens, it can be expected to draw added interest for office development to South Waterfront. Other opportunities may include sites at the edge of the River (Pearl) District and Central Eastside. EX employment or similar zoning is viewed as pivotal – offering a greater range of mid-rise development options. The Central Eastside (MLK to the waterfront) is cited as perhaps the “hottest market,” Portland’s new location for digital jobs.

Incentives were discussed but not widely embraced for office development. Suggested instead: “Don’t give me money, give me infrastructure.”

The life cycle of a business can involve several phases of space use – starting with funky, low cost creative space, transitioning (for some) to more traditional Class A office as the business matures. An emerging trend (not yet captured) in Portland is for business owned buildings, whether condo or stand-alone.

Proximity to work-force housing and residential amenities including schools is also seen as key to which office locations offer the best bets to prosper. One focus group participant put it this way: “if there were a decent elementary school, I’d be living (as well as working) in downtown Portland now.”

- *Close-in incubator* focus group participants also cite the as-yet unmet opportunity for business condos. The ability to rehab a former warehouse as inexpensive shell space fits a definite tenant need; the Central Eastside can expect more success “if downtown fills up.” Permitting and SDCs with reuse of existing space are cited as definite issues, to the point of keeping “Portland at a competitive disadvantage.” Particularly problematic code issues cited include seismic retrofits, sidewalk standards, and needs for greater consistency and predictability in the permitting process.
- *Manufacturing and distribution* firms cite costs of doing business as a competitive concern with doing business in Portland. Costs include water/sewer rates and absence of performance based tax incentives for employers rather than for development. In the words of one participant: “Oregon doesn’t even get the short look.” Maintenance of the industrial sanctuary and limiting residential encroachment is viewed a pivotal – for reasons including maintenance of plant safety and security. Firms want a more solid and proactive message linked to work force opportunity in traditional industry: “We don’t tell our story very well.”
- *Neighborhood business district* participants are generally “bullish” on opportunities for increasing business vitality. Small business needs tools for storefront improvements and commercial development, tools to “really make our place special.” PDC storefront loans and access to incentives/tax breaks are identified as desired. Interest is also expressed in a more “robust” planning process. A plan that is “set in stone doesn’t work.”
- *Mixed use and transit oriented development* should begin to focus more on employment as well as residential development potential. One focus group participant commented that employment policy is as crude today as housing policy in Portland once was – with not much changing since the 1980s. With this focus group, continuation of the current industrial sanctuary policy has been called into question. Recommended is that the City adapt to a paradigm for more concentrated employment.

Noted as an example is computer chip manufacture in a multi-story setting in Hong Kong. Codes. Live/work development should be adapted to allow occupants to live “and/or” work on site as long as fire/life/safety requirements are met.

- *Campus institutional* users express frustration with the Impact Mitigation Plan (IMP) provisions of conditional use and/or institutional/residential zone requirements for project approval. Specifically cited as a concern limiting mixed use opportunity is the prohibition on commercial use in excess of 30% – a constraint on medical offices and/or on-site retail. Colleges are not allowed in a commercial zone. Stated as a desire would be the creation of a higher education zone or perhaps a form-based code placing emphasis on characteristics and performance of development rather than use.

Also noted is a desire for an affordable/workforce housing policy in conjunction with institutional uses. Suggested is City initiative for a more streamlined permitting process, perhaps offering a central point of contact for larger projects.

Portland’s land use and permitting process received considerable discussion throughout all of the focus groups. Two themes of importance emerged: a) the desire for more flexibility to better respond to specific business or needs; and b) the desire for a more predictable and faster approval process. Recognizing that these two objectives can be in conflict with each other, one suggestion was to offer a two track approach: assurance of rapid-fire review and approvals for the standard project with the option for a very flexible but admittedly longer review process for the non-standard or pioneering application.

DENSITY & REDEVELOPMENT

The City and metro area have placed increased emphasis on building up rather than out as a means to better realize objectives for community livability and containment of urban sprawl. The question posed is: *In terms of market and financial feasibility, how viable are (varied) options as possible priorities with the next update of Portland’s Comprehensive Plan?*

Some group discussions were asked and/or addressed this question more directly than others. While opinions are varied, this topic received thoughtful discussion with regard to the practical implications and mechanisms for growing up rather than out:

- *Central City office* developers, brokers and businesses reported increased pressure to go up again – not just in the downtown core but elsewhere in the Central City and beyond. Old Town should be prepared for higher buildings, but getting transfers of development rights (TDRs) is a “hassle.” Another stated need is for sites that could accommodate large employer campuses. In the words of one participant, “we don’t think big enough.” While incentives do not appear to generate broad support, there is interest in marketing and related initiatives to “make the business climate more appealing.”

For nearby districts like Central Eastside, something like a 4-5 story cap might make sense to assure that each office product serves a distinct market niche. Also identified as having longer term office development opportunity is Gateway, based on proximity to affordable workforce housing.
- *Close-in incubator* opportunities also exist for higher density, even possibly for some manufacturing uses. The Pratt and Larson tile company is cited as an example of a manufacturer operating on more than one floor. Firms may be more willing to do multi-level industrial if they can set up cost-effective systems to get the product in and out. Greater flexibility on city code requirements – as for seismic and sidewalk standards – would also be required. Streetcar extension is expected to provide further impetus for greater density of employment. More supportive infrastructure will be needed – perhaps with MOUs for City investment much as happened in the Pearl and South Waterfront areas.
- *Manufacturing and distribution* areas of the Portland Harbor and Columbia Corridor see it challenging to exceed 35% site coverage if functional on-site parking and transportation (freight handling) capacities are to be adequately provided. The concept of industrial density is termed an “oxymoron” by one participant. There is concern with industries getting land-locked if site use is pushed too far. However, some distribution firms are going to higher cube space with up to 40 foot ceilings and high-rack distribution systems.

As one participant said, if density “economically makes sense, industry will do it.” However, pushing density and industrial prices too rapidly could cause some firms to relocate from the Portland area.

- *Neighborhood business district* representatives indicate support more nearby residential density to support continuing commercial revitalization. Rather than mandating commercial density of development, the suggestion is to “let density float” to what the market will support. Another suggestion: “Give corridors the highest degree of flexibility.”
- *Mixed use and transit oriented development* interests express strong support for increased density of development along and near transit. Specifically emphasized was greater attention to increased employment as well as housing and retail with mixed use development. Areas of Portland like Macadam that were developed with low-rise suburban densities could go from FARs of 2:1 to 3-4:1. Gateway was seen as an as-yet untapped resource with similar density potential – described by one participant as perhaps the “nation’s largest live/work” opportunity.
- *Campus institutional* participants also expressed interest in greater density of development, a phenomenon already occurring with medical facilities. Colleges have approached this topic more cautiously due to concerns over student, alumni and neighborhood appeal. However, interest was expressed in considering more height if it is not overly visible and accompanied by better transit service. As was indicated for one institution, the question is: how does one “build a six-story building in a neighborhood?”

ECONOMIC PROSPERITY & CREATIVE VITALITY

As part of the Portland Plan process now underway, a critical issue and question is: *How can we position Portland in the world economy to remain a prosperous city, building on our competitive strengths and core values of equity and sustainability?*

This question was read verbatim in all of the 2009 focus group sessions. It is probably not surprising that each demand group can lay claim to its sector’s importance to the future economic and creative vitality of the city and region. A key challenge for the plan updates may be how to harness these diverse activities into a coherent whole capable of enhancing Portland’s economic prosperity and sustainability:

- *Central city office* participants noted that every healthy regional economy is accompanied by a strong Central City. What’s more, the downtown, Pearl and SoWa are integral to the “Portland brand” – a city known for being comfortable, walkable and emphasizing quality of life. Enhancing the brand appeal requires strengthening the reputation of Portland State University as an “engine” of economic development.
Also emphasized: “Get more mixed use downtown.” Mixing in more residential with added building height and FAR capability is seen as pivotal to further strengthening of both retail and office competitiveness in Portland’s Central City.
- *Close-in incubator* functions at the edge of the Central City are viewed as serving an integral economic role by facilitating the flow of goods and services citywide and regionally. Because it is increasingly challenging to pick the economic winners of the

next economic cycle, keep the district “malleable.” In the words of another participant, because Portland does not have internationally tech education, “we are the sponge” providing the tech know-how and knowledge transfer capacity both in times of prosperity and even during the current downturn.

- *Manufacturing and distribution* firms of the Portland Harbor and Columbia Corridor place primary emphasis on balancing the twin goals of sustainability and added employment. Maintain the integrity of the industrial sanctuary; invest in the function of this area as the region’s transportation and freight hub. A reminder: “Sustainability means more than green, it also means efficient.”
- *Neighborhood business districts* see small business as the “engine” of the Portland economy – especially in a community that values quality of life as well as job growth. The public sector should be “more opportunity seeking.” Rather than competing for large employees in a globally incentivized market, focus on a different strategy emphasizing training for small business. To contribute more, small business needs strengthened advocacy – both mainstream and especially ethnic firms.
- *Mixed use and transit oriented* development is pointing the way in Portland to a greener and more prosperous economic future. One focus group participant said that this is “one of the few places in the U.S. to be sustainable.” Another observed that: “People want back into the village environment.” And this: “Portland – we’re more of a brand than we think we are.”

In the absence of major economic drivers, the region has no clear idea how people employ themselves today – the “market is always ahead of us.” The composition of the economy is likely to be totally different again in 20 years – in ways that are as yet not readily determined. While a lower level of economic activity might be expected for much of the next decade, the region will be healthy again in 10 years if it emphasizes “creative, tenacious minds.” Encourage industry to be more sustainable – looking for green opportunities not only in design but also business operations.

- *Institutional* uses are expected to be “critical” as an increasingly important source of employment in the future. Higher education and health care together play an increasingly important role in cultivating community health and vitality – both with an aging population and as a source of drawing new talent into Portland. Institutions are also proving to be leaders with green design – increasingly committed to achieving LEED standards with new buildings.

ECONOMIC DEVELOPMENT FOCUS

The final question asked was intended as a means to recap and summarize the focus group sessions: *What do you see as the single most important action that the City of Portland can take for improved business and employment opportunity with this Comprehensive Plan update?*

Unlike the other questions that involved open discussion, participants in each group were asked to identify their top suggestion on an individual basis – going around the table one-by-one. Not surprisingly, a wide range of suggestions were received. However, these responses appear to have fallen into a few major categories. Some were mentioned in virtually every group, while

others were identified less frequently albeit were of significant importance in a certain specific demand issues.

Mentioned Most Frequently:

- Need for greater regulatory flexibility better tailored to unique needs of individual businesses and/or business demand groupings (important across all six focus groups).
- More clearly demonstrated recognition of the contribution of business to Portland’s vitality – a change from regulators to partners – asking “what can we do to help” (a theme expressed across all but the TOD/Mixed Use Corridors group).
- Greater City emphasis on cultivating business opportunity in Portland – with active marketing but without “picking winners” (a theme across all but the institutional group).
- Need for better business access to resources, incentives and/or tax structure reform – ranging from desired reform of the business income tax, to loan/incentive programs for small business to a point person/advocate for business in City Hall (identified by in some fashion by all but the manufacturing and distribution group).

Mentioned Less Frequently (but important with some focus groups):

- Investment in multi-modal transportation, utility and livability infrastructure for business competitiveness and density (of importance for Central City office, manufacturing and distribution, neighborhood commercial and campus institutional).
- Setting aspirational goals that are City-driven but with regional cooperation – getting Portland “back to a visionary place” (important for Central City office, neighborhood commercial and TOD/mixed use corridors).

V. DEMAND ANALYSIS ISSUES – DATA ASSESSMENT

Focus groups were intended to provide a qualitative assessment of recent and emerging trends as well as opportunities for future job development in Portland. The qualitative review is supplemented with a more quantitative, data driven assessment of recent trends and current conditions. Taken together, the quantitative and qualitative assessments are intended to better inform the determination of future opportunities and employment forecasting for subsequent phases of the Portland Plan process.

Demand topics considered with this more in-depth data analysis are similar to those of the focus groups, organized to cover:

- High rise office development
- Incubator & manufacturing districts
- Neighborhood commercial districts
- Institutional development

Incubator and industrial/manufacturing activity are reviewed together. Transit-oriented and mixed-use development is considered in conjunction with both high-rise and neighborhood commercial. As employment data has now been updated from 2006 (with the 2009 draft EOA) to 2008 (with this report), all data as well as related focus group perspectives provided with this demand analysis discussion is now as of the 2008-09 time period.

A. HIGH RISE OFFICE DEVELOPMENT

This topic is concerned with the extent to which high density central city product can be expected to grow over the forecast period, and the extent to which similar product will be realized outside of the Central City. The guiding question of this analysis is: *What is the demand for high density office product?* Questions that inform this central theme include:

- Where has high rise development occurred in the recent past?
- What has been the historic pace of new development and absorption of higher density office products?
- What areas of the region outside of the city are competing for dense products/top rents?
- How has employment changed within districts zoned for high rise development?

Location Trends: Mid-High Rise Office Development

The City of Portland's mid-high rise product (focused on development of 4+ stories) is still very much clustered within the Central City: the downtown, River District and Lloyd District. The Central City has supported 28 newly constructed 4+ story buildings over the past 20 years, and the renovation of an additional 43 buildings. Outside of these districts, recently constructed buildings of this size are more limited: eight mid-high rise buildings have been newly constructed and 11 renovated.

Non-Central City Office

Since 1990, office development or renovation of more than four stories outside Portland's Central City area are dispersed (Figure 16). However, all but two buildings fall within neighborhoods adjacent to the downtown and Lloyd District: Northwest, the Central Eastside (which has primarily seen renovations rather than new construction), North Macadam and the Adidas headquarters buildings near Swan Island. Outlying buildings consist of one four-story southeast medical building (at the Clackamas County border) and one four story mixed tenant office product at Airport Way.

Of the newly constructed (versus renovated) buildings, half are classified as Class A and half as Class B office product. The only buildings served by structured parking, however, are medical and corporate headquarter campus (Adidas).

Both multi-story development and either structured parking or reduced parking ratios are necessary to increase the employment capacity of Portland's land base. Without structured parking, even high-rise buildings will not achieve greater land efficiency as typical office parking provisions allow for roughly an equivalent square footage in parking as is provided in building space. Reduced parking ratios represent another approach to increasing efficiency of site utilization, but this is only achievable in areas that are well served by transit.

Figure 13. Non-Central City Office Development 4+ Stories (post 1990)

Year Built	Building Name	Use	Stories	Building Class	Parking	Building Address	Avg Weighted Rent	rentable Building Area
Outer Southeast								
2008	Mt. Scott Professional Center	medical	4	A	surface	9300 SE 91st Ave	\$30.00	52,500
Inner Southeast								
2003	Central Eastside Office Blding	mixed	4	B	surface	3611 SE 20th Ave	\$20.00	20,000
1952/2007	RiverEast Center	mixed	4	B	surface	49 SE Clay St	NA	100,800
1928/2003	The Weatherly	mixed	12	B	surface	516-540 SE Morrison St	\$21.00	69,900
1925/2004	Eastbank Commerce Center	mixed	4	B	surface	1001 SE Water Ave	\$15.99	60,000
1920/2007	Olympic Mills Commerce Center	mixed	8	B	surface	107 SE Washington St	\$18.15	108,300
Inner NW								
2005	NW Cntr for Orthopedics & Rehab.	medical	4	B	mixed	1515 NW 18th Ave	\$24.00	33,300
2000	CNF Campus: Ad Tech 2	corporate HQ	5	A	surface	2055 NW Savier St	\$25.50	248,200
1900/1998	Bridgetown Bldg	mixed	4	C	surface	1631 NW Thurman	\$24.00	67,300
Inner North/Northeast								
2002	Adidas Village: Rome Blding	corporate HQ	4	A	structured	5055 N Greeley Ave	NA	67,300
2002	Adidas Village: Chamonix Blding	corporate HQ	4	B	structured	5055 N Greeley Ave	NA	54,000
1960/2002	Adidas Village: Athens Blding	corporate HQ	6	A	structured	5055 N Greeley Ave	NA	147,000
1960/2002	Adidas Village: Mexico City Blding	corporate HQ	4	B	structured	5055 N Greeley Ave	NA	22,200
Outer North/Northeast								
1996/2006	One Airport Center	mixed	4	A	surface	7700 NE Ambassador Pl	NA	73,300
Inner Southwest								
1989/2008	River Forum II	mixed	4	B	surface	4386 SW Macadam Ave	\$24.50	38,600
1985/2004	River Forum I	mixed	5	A	surface	4380 SW Macadam Ave	\$24.49	145,700
1996	PCG Corporate Center	corporate HQ	4	B	surface	4650 SW Macadam Ave	NA	41,400
1982/1991	ADP Plaza	mixed medical	4	B	surface	2525 SW First Ave	\$24.60	180,800
1979/1991	Raleigh West Executive Bldg	mixed	4	B	surface	6443 SW Beav Hillsdale Hwy	\$17.00	56,900

Source: CoStar March 2009, E. D. Hovee & Company, LLC.

Urban Centers Office

Portland’s eastside urban centers (Hollywood Town Center and Gateway Regional Center) have supported a cluster of mostly three story buildings but very little new office construction and no Class A office product. Only two new office buildings have been constructed in Hollywood since 1981: the Providence Healthcare building and a small amount of leasable space associated with a new multi-story 24 Hour fitness club. Older multi-story office product is largely leased to medical users.

Medical/health care activity also appears to be the driver for Gateway office development. Two new medical buildings have been constructed since 1990 and one small (18,000 square feet) mixed-tenant building. Medical users – like educational institutions – are now a pivotal driver in many non Central locations, as they can support higher rents, are often concerned with conserving land for future expansions, and are interested in dispersing to serve both population growth areas and areas currently underserved.

Figure 14. Centers Office Development 4+ Stories

Center	Building Name	Building Use	Building Stories	Building Class	Building Address	Average Weighted Rent	Rentable Building Area
Hollywood Town Center							
1927/2007	K-2 Building	mixed	4	C	4152 NE Sandy Blvd	NA	26,000
2006	Phase I		3	B	4218 NE Halsey St	NA	76,400
1981	Hollywood Professional Bldg		3	B	3939 NE Hancock St	NA	19,200
1970	Building B	medical	3	C	5228 NE Hoyt St	NA	19,700
1966			3	C	3835 NE Hancock St	NA	10,200
1965	Providence Medical Office Build	medical	3	C	545 NE 47th Ave	\$34.00	32,200
1947	Hollywood Square		3	B	1827 NE 44th Ave	\$14.50	26,800
1941		medical	3	B	1235 NE 47th Ave	NA	178,200
1923		medical	3	C	2106 NE 47th Ave	NA	2,800
Gateway Regional Center							
2008			3	B	11006 SE Division St	\$21.00	18,000
2007	Oregon Clinic	medical	4	B	1111 NE 99th Ave	NA	101,600
1994	Gateway Medical Plaza	medical	3	B	10535 NE Glisan St	\$29.57	23,100
1988	Multnomah Plaza		3	B	305 NE 102nd Ave	\$18.18	46,600
1987	Columbia East Bldg		3	B	10011 SE Division St	\$15.00	32,200
1979	Lincoln Bldg		3	B	9955 SE Washington	NA	25,300
1967	Parkway Plaza Professional Bldg	medical	3	C	10105 SE Division St	NA	8,900

Source: CoStar March 2009, E. D. Hovee & Company, LLC.

Office Drivers

Focus group participants suggested that proximity to both housing and retail is increasingly pivotal to attracting new office investment. The success of the Pearl and the River District is widely attributed to the mixed use environments of these districts – first for residential and more recently as a premier office address. These areas realized over one million square feet of office development from 1990-2009 as well as the bulk of newly development residential units.

The downtown, however – which supports less market rate housing – realized over 2.8 million square feet of office development over this time period, a greater volume although a significantly smaller rate of growth compared to the existing building stock. Lloyd District realized just under one million square feet of new development. One-quarter of the square footage developed within these areas was driven by institutional users (public and education).

Beyond housing, recent themes in office development activity include the Central City streetcar alignment, availability of low-cost historic building stock and institutional end-users. Only 13 office buildings of four or more stories have been developed in the city since 2000. Three of these were multi-tenant towers built in 2000 – 2002 (in the CBD, Lloyd and River District). Four additional buildings were developed by end-users (three for corporate headquarters). Of the six remaining buildings, four are 50,000 square feet or fewer. Other than updates that regularly occur within the office building stock, investment in renovated office product has focused on lower cost buildings in transitional districts such as Old Town and the Central Eastside.

Figure 15. Citywide Office Development Since 2000

Geography	Development Post 2000		Description
	New Construction	Renovation	
River District	3	6	New: 1 smaller flex, 1 mid-sized office property in 2008-2009 along streetcar; 1 new Brewery Block tower in 2002. Rehabs include the Brewery Blocks, Old Town's Creative Services Center (public), U of Oregon's White Stag renovation and an update to an Old Town tower.
Gateway	1	0	Mid-sized medical
Downtown	3	18	New: 1 smaller office condo along streetcar, 1 built for non-profit end-user, 1 tower in 2000. Renovation: largely upgrading of historic properties already in office use.
Lloyd	1	0	1 tower in 2001
Close-in	4	0	1 smaller medical, 3 corporate headquarters buildings
Central Eastside	1	4	Renovation of three mid-sized former industrial buildings into office/flex use and update of 1 mid-sized office tower. New: 1 smaller multi-tenant space in industrial area
Hollywood	0	1	Small historic office rehab
Airport Way	0	1	Update of mid-sized office
John's Landing	0	2	Small and mid-sized office updates
Total	13	32	

Source: CoStar, E. D. Hovee & Company, LLC.

In general, office development has not been significant over the past decade. Larger towers were only recently (as of 2009) being initiated again and exclusively within the CBD: the ZGF tower, the Morrison Bridgehead project and Park Avenue West.

Density Realized vs. Zoned

The following map illustrates building square footage, per site, as a percentage of total square footage allowable by zone (base zone, without bonuses). This is displayed to inform conversations on whether zoned capacity should be increased in any areas.

Only Central City subareas, key commercial corridors and the Northwest neighborhood are identified as being developed at more than 10% of zoned capacity. The largest density of taxlots in which development approaches zoned capacity appears to be within the Northwest neighborhood, west of I-405 and north of Burnside.

Comparative Development Feasibility

High rise development typically is associated with a rent or price premium. The caveat to this would be renovation of historic buildings which may have originally been designed for office, warehouse or some other use. Available data indicates that the top tier of office rents is above \$26 per square foot (as of 2009), down from a peak above \$30 in 2006 and paradoxically below what is required to support market rate high rise construction despite office towers recently constructed or planned.

Other areas that have succeeded in attracting top of the market rents beyond Portland and include:

- St Vincent’s Providence Medical Center (Hwy 26/Beaverton)
- Kruse Way (Lake Oswego)
- Cascade Park (east Clark County)
- Dispersed product in outlying southwest (Tigard, Tualatin, Wilsonville)

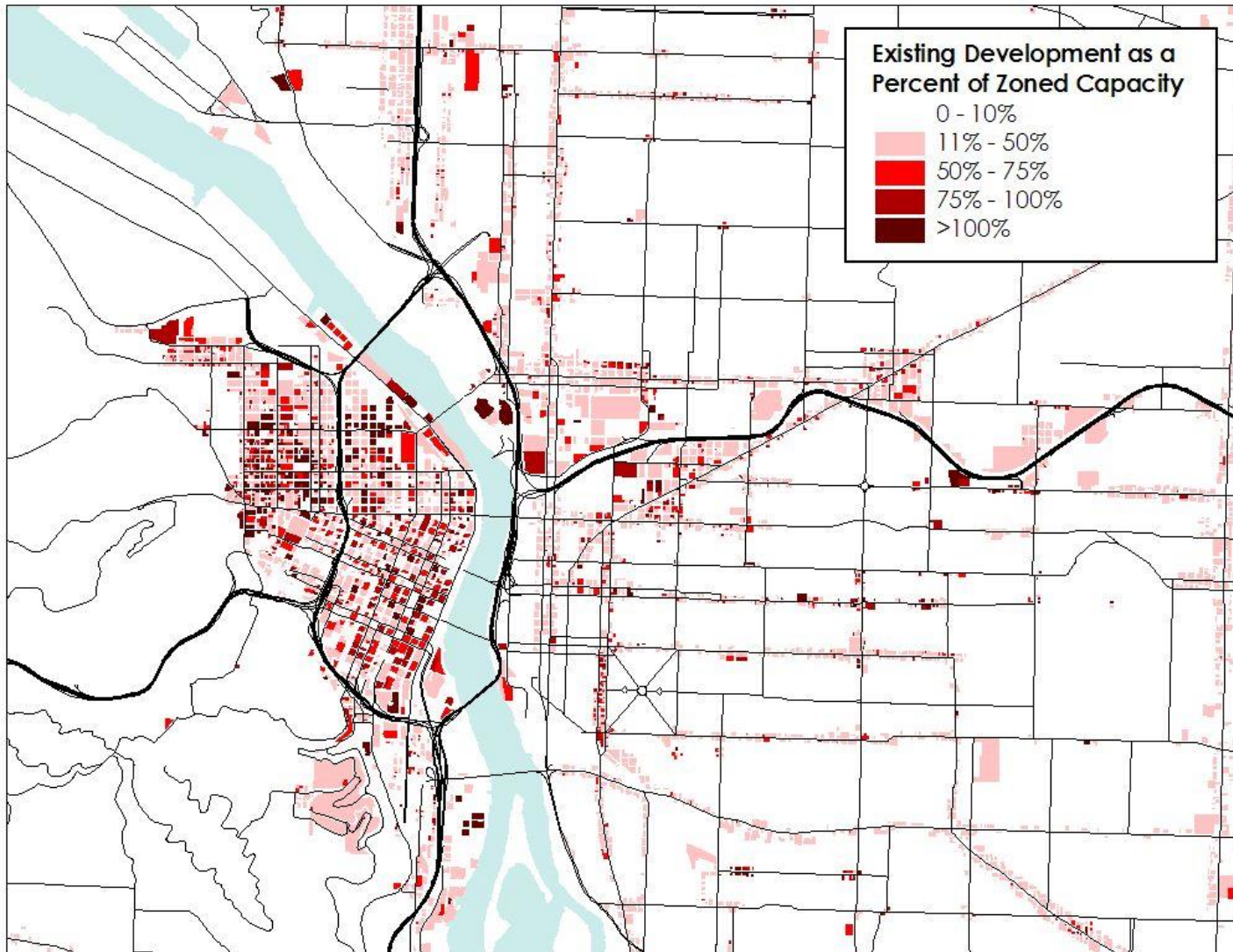
As of 2008, however, Portland’s Central City still encompassed more than half of the region’s total office product and close to 60% of its Class A office product. Continued investment in new buildings and reinvestment in Portland’s historic building stock is expected to continue over the 25 year forecast period.

Portland has successfully retained a critical mass of employment activity within its historic core and thus far at least limited the development of major competing fringe centers. Kruse Way would be the primary exception, but remaining land within that office cluster is now relatively limited.

However, future high rise construction within the City of Portland will increasingly compete with office clusters located elsewhere throughout the region. There is recent evidence of an emerging trend for a more dispersed pattern of office center development, Class A office development since 2000 has been fairly equally dispersed throughout the region, with Portland’s Central City capturing about one-third of new construction.

Midrise construction and renovation of office space appears to be the primary Central City opportunity to compete for a larger share of the regional office space market, according to a 2011 study by ZGF and ECONorthwest (*Cost Competitiveness of the Central City*). Comparing office tenant types by their location preferences, the types that were found most likely to shift to or away from the Central City are “cost conscious” tenants motivated primarily by rent levels and “urban character” tenants especially in creative services attracted by urban amenities. The study compared the cost competitiveness of Central City and suburban locations for five development prototypes, finding higher Central City development costs for each prototype. Cost gaps could

Figure 16. Existing Development as a Percent of Zoned Capacity



Source: Portland Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC.

be overcome by a range of location incentives or amenities for developers, office tenants and office employees. The study distinguishes the high-density core and mid-density edge areas of the Central City, and the latter appears best suited to compete in these expanding office markets.

EMPLOYMENT TRENDS WITHIN PORTLAND'S URBAN GEOGRAPHIES

Job change is the final lens used to gauge current and potential demand within Portland's mid and high-rise districts. These *urban geographies* include the Central City districts (both non-industrial and industrial/incubator) plus urban centers outside the Central City area.

2008 Employment

In 2008 there were nearly 108,000 jobs within the primarily commercial areas of the Central City, with another 21,000 jobs in the Central City incubator/industrial districts of the Central Eastside and Lower Albina. The majority of Central City jobs – over 66,000 – have been situated within the Central Business District (including South Waterfront). In terms of job numbers, the Lloyd District is the second largest subdistrict which is approaching 17,000 jobs followed closely by the River District at just over 16,000.

2000-08 Employment Change

Both in and outside the Central City, the service sector has dominated Portland's job gains from 2000-08. This pattern has held for traditional commercial areas as well as the city's industrial districts.

Industrial areas accounted for 9,000 (or 28%) of the net citywide gain of over 32,000 service sector jobs. Much of the demand for service sector employment within industrial districts is being accommodated by 1-2 story rise business park and flex space, rather than by traditional multi-level office buildings.

As noted, at least some portion of the service sector job growth reported with employment data for industrial areas likely represents reclassification of industrial employment to service sector activities. For example, within the management sector (newly created with NAICS) which included holding company and corporate activities, reported employment more than doubled from 6,800 to 14,600 jobs; a portion of this increase is undoubtedly due to industry reclassification.

The major drivers of office demand in mid and high-rise office districts for Portland's urban geographies vary somewhat by district. Significant changes occurring between 2000 and 2008 are noted as follows:

- Within Portland's CBD (including South Waterfront), service sector employment increased by more than 1,700 jobs over this period, with another 635 jobs added in education and health services. These gains were not adequate to offset a net CBD job loss of nearly 3,100 jobs.

- The River District experienced a net gain of more than 2,500 jobs from 2000-08, with office-related job gains concentrated in services (+1,500), information and design (+825), and education and health (+590) – offset in part by net loss of industrial employment with legacy manufacturing and transportation, warehousing and wholesale firms. Strong growth of non-office employment (+2,000) is also noted for Pearl District activity in retail, arts and accommodations (including dining).
- Portland’s Lloyd District also realized a substantial reported net job gain (up by more than 2,000). This was led by gains of office-related service sector jobs (+2,700), partially offset by some loss of industrial job base.
- Goose Hollow reported nominal employment growth in construction with job losses in nearly every other industry sector, for a total employment decrease of 1,100.
- Of the non-Central City Commercial geographies, Hollywood is noted for the largest employment gain (over 2,200), indicated as being primarily related to education and health (+2,150).
- While overall employment increased only nominally in the Gateway area, strong growth was indicated for education and health (up by almost 1,000 jobs), offset by losses in a number of other job categories.
- Other urban geographies – including the University District in the Central City and other Urban Centers of St. Johns, Hillside, Lents, and West Portland – appear to have experienced very little job change over the 2000-08 period.

Figure 19 depicts the components of employment change across each of Portland’s urban geographies from 2000 to 2008.

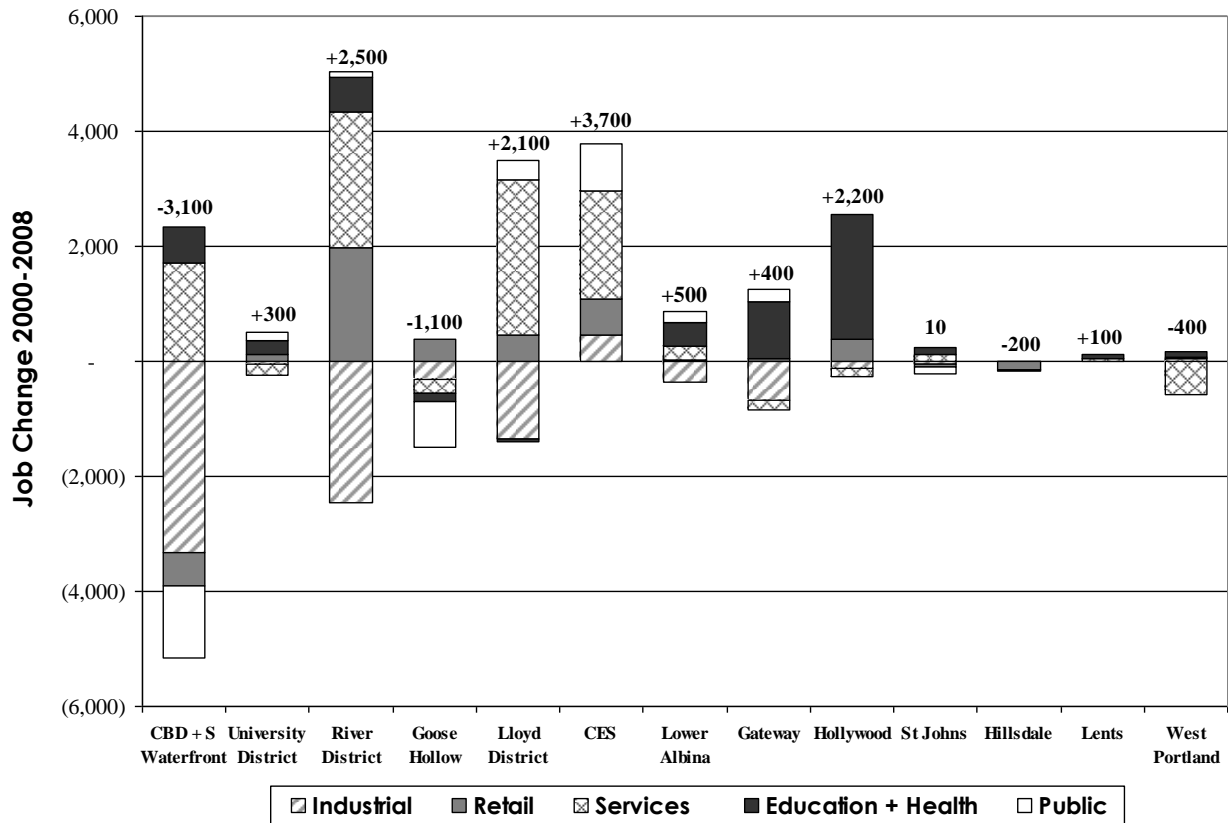
Employment Mix

Portland’s urban geographies differ not only in terms of recent employment gain or loss, but also with regard to the 2008 mix (or distribution) of employment:

- Approximately 46% of CBD employment is comprised of service businesses (ranging from professional to financial services), with 17-18% each in sectors of information and design and retail, arts and accommodations activity and 12% in the public sector. Together, these functions account for 92% of CBD employment.
- River District employment is relatively diverse, with retail, arts and accommodations accounting for 27% of employment, followed by services (at 21%), then information and design (16%), and with a still significant (15%) portion in transportation, warehousing and wholesaling activity.
- Services and retail (including arts and entertainment) account for about 70% of the Lloyd District employment.
- Central City incubator districts have an increasingly diverse mix of employment activity. Industrial accounts for 44% of Central Eastside employment, with strong added components of retail and service activities (at 17% each). In Lower Albina, industrial use accounts for a lesser 33% of district employment; education and health accounts for nearly half (at 46%).

- Retail represents the largest employment sector (at 30-44% of job base) for Goose Hollow, St. Johns and Hillsdale. For Gateway and Hollywood, education and health services are dominant employment activities, followed by retail. For Lents and West Portland, services represent the sector with the highest levels of district employment.

Figure 17. Sectoral Trends within Urban Geographies



Source: Oregon Employment Dept., Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC.

While retail is important across all of the urban geographies, it is the #1 employment sector for only four of the urban geographies – River District, Goose Hollow, St. Johns and Hillsdale. Other districts have experienced some level of business specialty and concentration – based on a combination of historical location decisions and ongoing agglomeration benefits (attracting similar businesses). Dominant or major forms of employment across all urban geographies require some form of office or related building space – though the configuration and density of development varies substantially both within and between Central City and other Urban Centers outside the city core.

INDUSTRIAL AREAS

Portland has several different kinds of industrial areas: manufacturing/distribution, incubator and mixed. For this section of the EOA analysis, the *Columbia Harbor* geography includes the geographies of Harbor and Airport Districts and Harbor Access Lands combined. Columbia Harbor has been classified as a manufacturing/distribution industrial district. The Central City industrial districts of Central Eastside and Lower Albina are considered incubator, meaning they include a broader mix of industries. This mix is reflected in recent zoning amendments allowing greater amounts of office product – normally restricted within industrial sanctuaries – for information and design services. The Columbia Corridor (east of NE 82nd Ave) and the Dispersed Employment areas are considered mixed industrial areas.

The guiding question for this discussion is: *What competitive advantages are offered by the City's manufacturing/distribution and incubator districts – both currently and prospectively?* More specific aspects of this guiding question are:

- What job trends are observed within these districts?
- In what ways are job patterns similar or different between the manufacturing/distribution and incubator districts?
- What niches are forming within the incubator districts? Are they distinct from Columbia Harbor or other employment districts?
- How do incubator districts complement the Central City business district activity?
- What have absorption trends (demand) been in these districts?

Industrial/Incubator Employment Trends

Employment within Portland's five industrial areas totaled close to 119,500 in 2008, representing 30% of employment citywide. In total, industrial areas report a net increase of approximately 500 jobs 2000-08, a gain averaging 0.1% annually. Employment losses were greatest in manufacturing (-6,800 jobs), followed by a net loss of nearly 4,700 transportation, warehouse and wholesale jobs. It should be noted that the employment trends in industrial geographies are contradicted by trends showing increased manufacturing output and cargo volumes over roughly the same time period. This is discussed later in this section.

Off-setting job losses in the industrial areas were an increase of approximately 9,100 service sectors jobs excluding retail and public administration (but including education and health). Again, some portion of these jobs likely reflects re-classification of jobs classified as industrial in 2000. An increase in utilizing temporary employment agencies has also likely caused some industrial areas jobs to be reported in other geographies (where temp agency offices are located).

District-Specific Trends

One of the most important distinguishing factors between these districts – and the driver behind the “incubator” classification applied to the Central City districts – lies with their employment composition. Despite recent shifts towards service sector employment, Columbia Harbor retains close to 75% of its job base within the industrial sectors. Manufacturing represents 27% of total

employment with transportation, warehousing and wholesale activities at 40%; construction accounts for another 7% of Columbia Harbor employment.

As noted, this district is particularly distinguished by its high share of employment within the transportation and warehousing sectors. Columbia Harbor is also by far the largest industrial area, comprising 52% of total industrial area employment citywide. However, employment has declined in recent years, especially for the Harbor Access Lands portion of the Columbia Harbor geography.

Within the city's other industrial areas, industrial jobs represent a range of 33% of district employment in Lower Albina to 53% in Columbia East of 82nd. Retail accounts for 17% of employment in Central Eastside and 14% in Columbia East of 82nd. In the other industrial districts, retail accounts for less than 10% of the job total.

In Dispersed Employment areas, just 42% of jobs are associated with industrial sectors. At 35%, services are almost double their share as in any other industrial district, indicating that land use may have diverged from the zoning designation of these areas.

Service businesses (including information/design and education/health but excluding public administration employment) range from 17% of the job base in the Columbia Harbor to 55% in Lower Albina (for which Portland Public Schools is a major educational anchor employer). Service employment also exceeds industrial employment for the city's Dispersed Employment areas.

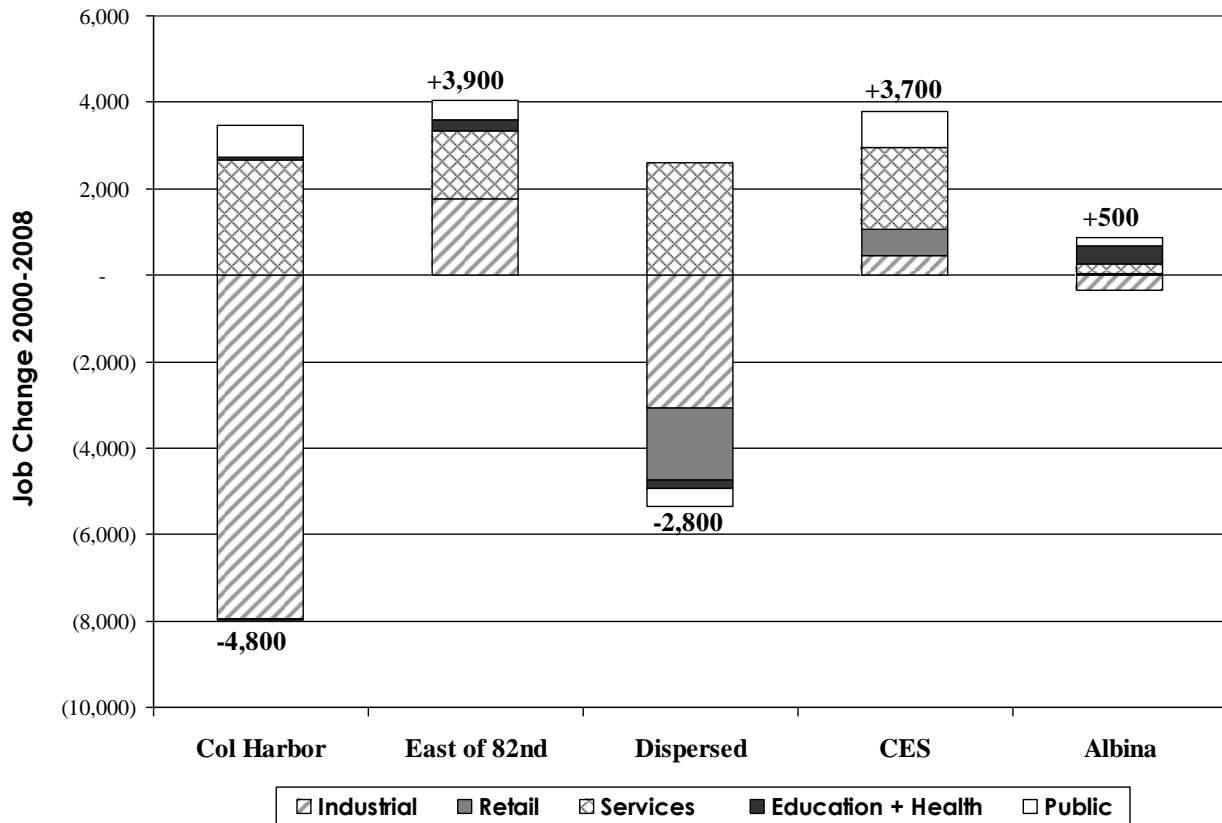
Net Job Gains vs. Losses

As illustrated by the following graph, the Columbia Harbor and Dispersed Employment areas experienced net job loss from 2000-08. While not directly depicted by the graph, job losses (in percentage terms) were most substantial for Harbor Access Lands, a subset of the Columbia Harbor geography.

Conversely, the Columbia East of 82nd area as well as Central Eastside and Lower Albina incubator districts realized employment gains. Despite declining industrial employment, the Columbia Harbor and Dispersed Employment areas experienced some partial offsets with service sector job gains. Employment growth in the East of 82nd Avenue area was fairly balanced between service and industrial sector activity; a lesser proportion of industrial job growth is noted for Central Eastside.

Overall, Portland lost an estimated 22,700 industrial jobs between 2000 and 2008 (albeit with some portion likely reflecting a classification shift into the service sectors). Of this total, about 11,450 of the industrial job loss (or 50%) occurred within the city's five identified industrial districts; the remaining 50% is associated with declining industrial employment or shifts away from industrial employment classifications experienced elsewhere in the city.

Figure 18. Industrial Areas Sector Changes (2000-2008)



Note: As “hybrid” or incubator districts, information for Central Eastside (CES) and Lower Albina is also shown with the Central City Commercial geographies.

Source: Oregon Employment Dept., Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC.

Information & Design Services Trends

This sector has been identified as being of particular relevance in the industrial districts, especially the City’s emerging incubator districts. The Employment Opportunity Subarea within the Central Eastside Industrial Sanctuary allows out-right greater amounts of office space if occupied by information and design business types. The change sought to recognize the compatibility of business-serving businesses within the Central Eastside, the desire of these businesses to locate within the district, and the difficulty of reusing the district’s historic multi-level industrial building stock for traditional industrial uses.

Information and Design Services (NAICS 51 and 54) consist of the information sector (except movie theaters), and the professional and technical services sector (except lawyers and accountants). The Central Eastside increased employment within this sector by about 930 jobs. However, it added an equivalent number of “traditional” service business jobs, and another 600 retail jobs, suggesting district attraction that extends beyond information and design. It should also be noted that the Central Eastside includes commercial as well as industrial sanctuary zoning; sector growth has not been cross-tabulated with zoning within the district.

Also of interest is how this sector changed in other city geographies. With a net gain of 825 jobs, the River District attracted almost as much of the employment growth in this sector as the Central Eastside. Another net gainer with this sector was Dispersed Commercial – up by 660 jobs from 2000-08. In contrast, information and design employment declined slightly (by about 20 jobs) in the CBD.

Participants in the focus groups conducted in 2009 described both the importance of keeping residential uses out of the Central Eastside and increasing zoning flexibility, recognizing its role as a complement to the CBD. The growth rates within the CES indicate that it is successfully attracting new jobs, with somewhat greater net job gains through 2008 than for the River District (the closest contender as a CBD business alternative).

Building Development Trends

Despite job losses across the industrial sectors, Portland has realized development of new industrial building construction at an average rate of 1.5 million square feet per year (resulting in an end of 2008 in-city industrial building inventory of 81 million square feet). The amount of new industrial construction realized is significantly greater than the amount of development that occurred within either the retail or office building sectors (which realized 170,000 and 400,000 square feet annually citywide).

Figure 19. Recent Industrial Development Trends (2003-2008)

Subarea	Annual Average		Total Rentable Building Area
	New Construction	Annual Absorption	
Central City			
CBD	-	(7,000)	1,176,000
Lloyd District	-	53,000	2,671,000
NW Close In	-	3,000	1,044,000
Johns Landing	-	6,000	386,000
Inner Neighborhoods			
SW Close In	-	-	217,000
NE Close In	1,400	45,000	3,813,000
SE Close In	-	253,000	7,171,000
Industrial Areas			
Hayden Island/Swan Island	-	226,000	9,570,000
Rivergate	540,000	513,000	11,810,000
Guild's Lake	1,200	77,200	12,137,000
East Portland			
Airport Way	54,000	246,000	11,550,000
Mall 205	-	(300)	231,000
Gateway	-	16,000	1,615,000
East Columbia	832,000	730,600	17,641,000
Total	1,428,600	2,161,500	81,032,000

Source: CoStar, E. D. Hovee & Company, LLC.

Observations of note from these data have included the following:

- Industrial development activity has located primarily within the Columbia Corridor: East Columbia (which includes some properties outside of the city), Rivergate and Airport Way. East Columbia and Rivergate report significant annual average new construction at 830,000 and 540,000 square feet per year (through 2008) respectively.
- Business park activity has dominated East Columbia development, whereas Airport Way was more equally split between stand-alone buildings (averaging around 25,000 square feet annually) and business park development.
- Recent development within both East Columbia and Rivergate also has had a significantly larger format, averaging 70,000 and 160,000 square feet respectively (reflecting Rivergate’s distribution emphasis).
- The apparent disconnect between industrial jobs and industrial development may be related to high rates of industrial vintage relocation (existing businesses moving to new buildings, potentially leaving empty buildings unfilled – although vacancy rates have steadily fallen over the past five years to under 8% today) or changes in building use (with increased square feet per employee).

Thus far, Portland’s manufacturing and distribution space does not appear to have realized the change in form and density that has been occurring with office and retail product, which are moving towards denser urban forms both within the Central City and along commercial corridors. While focus group participants cited a Central Eastside manufacturer that functions in a multi-story environment, this appears to be an anomaly.⁷ A more common trend observed within the region’s industrial parks is high cube space, in which building footprints are reduced by developing very high ceiling, single story warehouses (which can store more product in a given amount of building floor area).

Beyond Employment Trends

The recent disconnect between employment and real estate trends is especially pronounced within the industrial sectors. While this Trends, Opportunities and Market Factors report is primarily concerned with employment trends and employment as a driver of land needs, it is important to note that jobs are not the only land driver or measure of an industry’s economic contribution.

For instance, during this most recent period of industrial job loss, the Bureau of Economic Analysis reports that the value of manufacturing output increased by more than \$9 billion for the 7-county region (Figure 23). More specifically, the economic activity in the Portland Harbor grew at 1.6% per year during approximately the same timeframe - 2002 to 2008. During that same time period, cargo volumes increased by 4.8% per year. Within the manufacturing sector at least, business growth (or profit) appears to contradict job growth, due in part to high commodity

⁷ The firm involved cited with multi-story Central Eastside manufacturing activity is an example of a long-time business located in historic building stock. New industrial or warehouse development has yet to replicate the multi-story patterns of the first half of the last century.

pricing and strong export markets. Equivalent data for other industrial sectors such as transportation and warehousing is suppressed due to confidentiality.

Figure 20. Portland-Vancouver MSA Gross Domestic Product Trends (2001-2006)

Industry	(\$ millions)		Change	
	2001	2006	Net	AAGR
All industry total	77,200	103,400	26,200	6.0%
Private industries	69,600	94,000	24,400	6.2%
Manufacturing	12,000	21,000	9,000	11.8%
Transportation and utilities	3,600	4,300	700	3.6%
Retail trade	4,300	4,900	600	2.6%
Professional and business services	8,700	11,000	2,300	4.8%
Education and health services	5,400	7,600	2,200	7.1%
Leisure and hospitality	2,300	3,000	700	5.5%
Information, Communication, and Techno	8,200	15,800	7,600	14.0%
Government	7,500	9,400	1,900	4.6%
<i>Private goods-producing industries</i>	<i>16,600</i>	<i>26,700</i>	<i>10,100</i>	<i>10.0%</i>
<i>Private services-providing industries</i>	<i>53,100</i>	<i>67,300</i>	<i>14,200</i>	<i>4.9%</i>

Source: Portland Bureau of Planning and Sustainability, Bureau of Economic Analysis, April 2009.

Focus Group participants – both for this study and for the 2006 Working Harbor Reinvestment Strategy – offer some suggestions into how industrial employment trends, complicated by data inconsistencies, can be interpreted:

- For at least some industries, productivity improvements have led to growing output while employment has declined. For industrial uses, this activity was especially pronounced during a period when the value of the U.S. dollar was relatively low, stimulating export demand.
- Both industrial real estate brokers and City permit data report that the bulk of recent demand has been for warehouse and distribution uses; these typically are associated with lower employment densities than manufacturing.
- Distribution and wholesale activity in Portland may have benefitted from some “deconsolidation” of the national and global distribution industry, especially as higher fuel prices re-emerge with economic recovery. Having more but smaller distribution centers across the nation in smaller metro markets (such as Portland) can result in reduced transport costs.
- In older industrial areas and waterfront industrial areas, site reuse (and associated employment growth) is limited by a number of issues. These include:
 - ✓ *Contamination*: owners aren’t yet lowering prices sufficiently to reflect the full cost of clean up, and in many cases the full extent of liability has yet to be resolved (as with Willamette River superfund sites).
 - ✓ *Retrofitting*: Building retrofitting is expensive, and the industrial sector typically seeks the lowest cost land and space of any sector.
 - ✓ *Zoning*: requiring a business to utilize either rail or water access limits the pool of qualifying businesses and will slow land absorption.

- ✓ *Flood plain:* particularly smaller sites become more expensive on a per square foot basis when floodplain or other environmental regulations are in play.

Regional data indicates that recent industrial sector growth has concentrated on the outskirts of the region, where greenfield development is more prevalent. Portland could capture this growth in the future if site re-use could be facilitated, stabilizing its industrial job base.

- Participants in the 2009 focus groups conducted for this EOA also added weight to the idea that employment in the harbor area has shifted towards the service sector: modern industry is described as “service-oriented” rather than needing heavy industrial space (e.g., retailers needing auxiliary warehouse space). In many cases, future demand was described as more likely to reflect industrial design and sales and marketing, with less space devoted to on-site manufacturing. Flex space – with a larger office component, higher parking ratios, and a broad range of space sizes – was described as a building product more in demand (especially in the Columbia Corridor east of I-205).

NEIGHBORHOOD COMMERCIAL DISTRICTS

Neighborhood subareas incorporate the majority of areas outside of the Central City, Urban Centers, Institutions, and Industrial districts. Three different types of neighborhood subareas are covered: Commercial Corridors, Commercial Nodes, and Dispersed Commercial.

These Neighborhood districts account for close to half (42%) of the city’s retail jobs and also a broad mix of employment across almost all sectors. The key guiding question for this sector is: *What is the current and future role of neighborhood commercial in Portland’s changing economy?* Related questions for this demand analysis issue topic are:

- What trends have neighborhoods realized in employment?
- What broad demand trends can be predicted for additional neighborhood retail, either from a market or planning perspective?
- What trends have neighborhoods realized in building development?
- What are the implications of neighborhood employment and building development for realizing greater amounts of Transit Oriented Development?

Neighborhood Commercial Growth Trends

In total, Neighborhood subareas accounted for an estimated 70,400 jobs as of 2008, 18% of the citywide job total. The sectors in which neighborhoods capture the greatest share of citywide covered employment are:

- Retail, arts, accommodation & food service: 42%
- Information & design: 19%
- Construction: 17%
- Services: 17%

While a significant contributor to the city’s jobs base, employment data indicates that neighborhood commercial subareas lost an estimated 1,900 jobs between 2000 and 2008. Neighborhood district job losses appear to be pulling down the city’s overall employment performance; this loss dwarfs that of any other geography except residential and open space.

Neighborhood district employment losses occurred in the majority of sectors except retail, arts, accommodation & food service (up by nearly 590), services (+440), information and design (+475), education and health services (+550). Net job losses were greatest with Commercial Corridors (-5,100 jobs) and Commercial Nodes (-580). Only Dispersed Commercial is indicated as experiencing net job growth (+3,900).

Commercial Corridors

The city’s Commercial Corridors encompass the largest share of Neighborhood jobs, accounting for 56% of Neighborhood district jobs.

The corridor designation indicates areas in which the City seeks to concentrate commercial activity. Commercial Corridors encompass both general commercial (auto-oriented) and storefront commercial zones, as well as much denser central employment and central housing zones. For this analysis, the corridors geography includes only corridors outside of plan areas and industrial areas, although many of those areas contain designated commercial corridors as well.

However, employment within the city’s Commercial Corridors declined by more than 5,100 net jobs from 2000-08, reflecting a rate of job loss averaging 1.5% per year. Job losses were experienced across all sectors and particularly pronounced for construction, retail, and manufacturing activities.

Job losses indicated by employment data are somewhat surprising given that the focus groups have been bullish on neighborhood commercial growth potential and continued consumer support for these districts. The discrepancy could be due to perception or varying definitions of neighborhood business districts (as this definition of Commercial Corridors excludes nodes as well as town and regional centers).

Commercial Nodes

These areas have covered about 12 intersections and, at 9,600 jobs, represent the least overall employment of the neighborhood geographies considered. Employment declined by nearly 600 jobs from 2000-08, for job loss averaging 0.7% per year. Similar to corridors, these Commercial Nodes experienced reduced employment across most sectors (except education and health).

Dispersed Commercial

This geography is zone-based and includes both auto-oriented and storefront commercial zones that are not in designated commercial corridors. Dispersed commercial areas tend to cluster as “second tier” corridor space and also constitute small areas of discrete zoning (commercial corners).

Dispersed Commercial areas accounted for about 21,700 jobs in 2008 (or 31% of neighborhood employment). A net gain of 3,900 jobs is noted for 2000-08 (up by 2.5% per year) – the only one of the neighborhood geographies for which an employment increase is reported.

Nearly one-half of the employment increase occurred with retail, arts and accommodations (including dining) uses. Job gains are also noted for education and health, manufacturing, information and design, and service sector businesses

Dispersed Commercial areas appear to function somewhat differently with a broader mix of job types compared to the other neighborhood geographies. Both industrial sectors and services are more prevalent within this geography. Retail is less important as a share of the total as compared with Commercial Corridors and Nodes.

Corridors, Nodes and Dispersed Commercial include both auto-oriented and storefront commercial zones.

RESIDENTIAL & OPEN SPACE ZONES

As of 2008, these non-employment geographies make up a surprising 10% of covered employment citywide, a total of over 38,900 jobs. Employment within residential zones includes schools, some institutions, home-based businesses and non-conforming uses. Not counted with employment data are individuals not covered by unemployment insurance (likely including many home occupations as sole proprietors, a factor that is likely of greater significance within residential zones).

Covered employment within residential zones is dominated by education and health care (at 45% of total covered employment). This likely reflects those institutional users to which special institutional or employment designations have not been applied (particularly as with neighborhood schools). Services account for another 19% of residential jobs, and retail comprises only 9%. Retail Growth Potential

As previously noted, close to half (42%) of the city's retail jobs are located within the City's neighborhoods-based employment geographies. Retail growth is a driver for neighborhood business districts and commercial corridors, but not the primary driver. Jobs data indicates that retail comprises just under one-third of neighborhood jobs across all subareas.

Generally, Portland is adequately retailed. Focus group participants tied retail growth potential to household growth and leakage data supports this assessment. As of 2008, the national demographics firm ERSI Business Analyst estimates that the city supports about \$6.5 billion annually in resident-generated demand for retail, food and drink, but generates \$7.6 billion in yearly sales volume. This indicates that, in addition to serving local resident needs the city serves as a regional destination market, attracting and supported by residents of surrounding communities throughout the metro region and beyond.

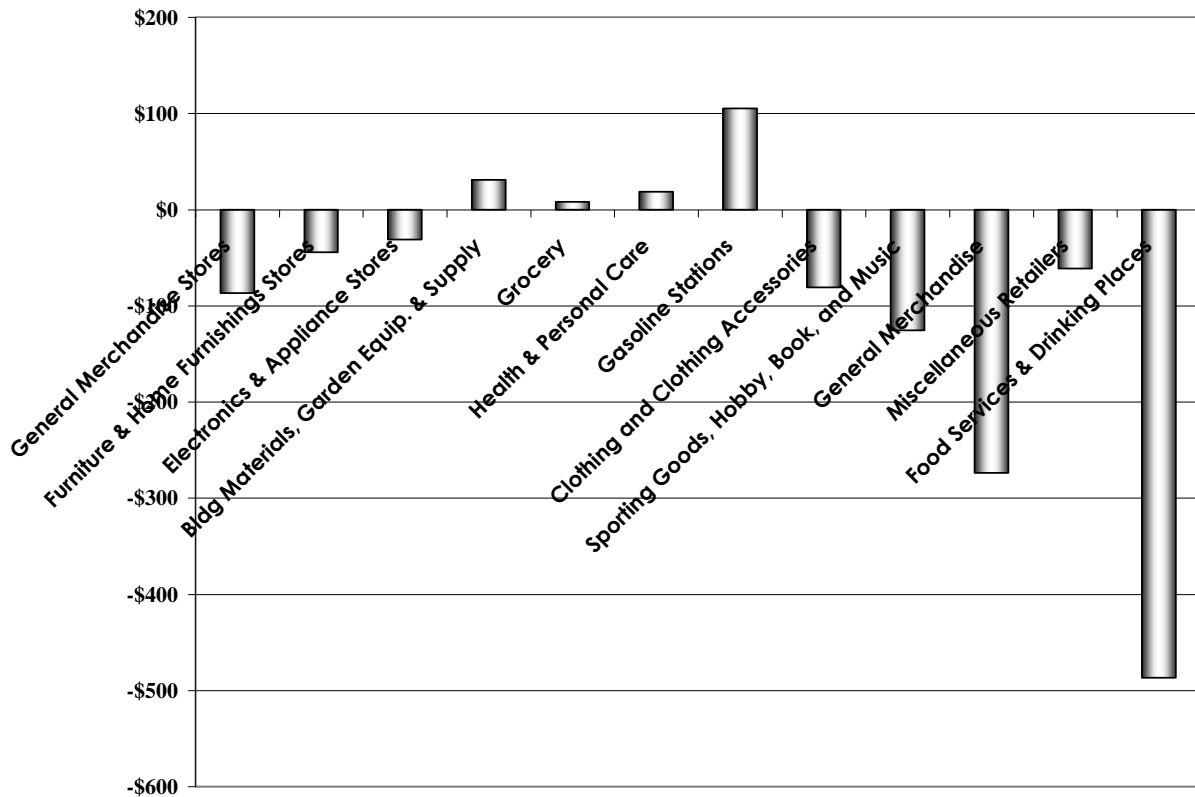
The following graph illustrates citywide retail leakage by store type. Negative numbers indicate store types in which supply exceeds demand: there is no sales leakage, or dollars spent by Portland residents outside of the city (in reality of course, residents shop in a variety of

jurisdictions, but the *net* result indicates that Portland retail supply is adequate to meet the shopping needs of Portland residents).

Retail sales leakage is reported within four retail categories, indicating there may be room for growth to meet residents’ needs for building materials and garden supply (an estimated \$87 million in sales leakage); grocery (\$7.8 million); health and personal care (\$18.5 million), and gas stations (over \$100 million).

Retail types estimated to have captured the greatest share of non-resident as well as resident spending potential are restaurants and bars, general merchandise (department stores), and sporting good stores.

Figure 21. City of Portland Leakage by Store Type (2008)



Source: ESRI, E. D. Hovee & Company, LLC.

These numbers may also reflect shopping patterns for Portland residents or store classifications that diverge from the national average (for instance, Portland residents may spend less on gas). On the 4-county metro level (including Clark County), retail demand appears to be more in line with supply. In 2008 there was an estimated \$24 billion in retail demand and \$23 billion in retail sales.

Given that greater retail supply is not needed to meet the needs of residents (of either the city or the 4-county region), retail development over the longer term is dependent primarily on some

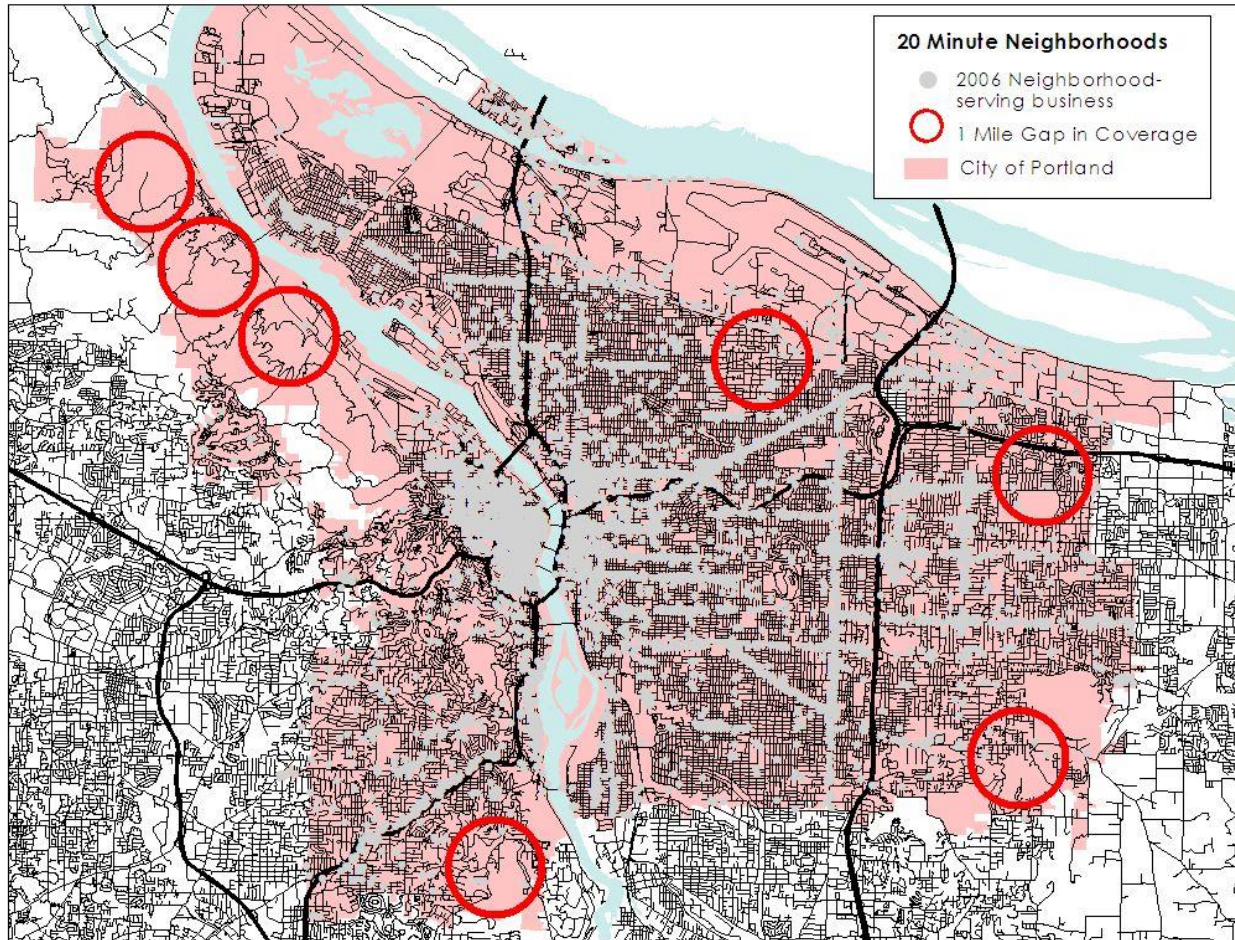
combination of population and/or income growth coupled with destination tourism activity. Portland can also increase its capture of the regional retail market available by strengthening its destination districts and out-competing surrounding communities.

Complete Neighborhoods

Portland’s retail districts and corridors are a mix of neighborhood-serving and destination businesses, a distinction deriving as much from a business’s product or service mix as from its NAICS classification. Some businesses function as destinations purely because of their status within a business cluster (e.g., as with retailers along NW 23rd or within Lloyd Center Mall); other businesses – such as dry cleaners or convenience markets – are located within a destination business cluster but may primarily serve adjacent households. Many of Portland’s commercial corridors function as destination shopping districts, or as a mix of local and destination shopping.

One of the City’s planning objectives is to encourage complete or “20 minute” neighborhoods, meaning that daily goods and services are available to households within a walkable distance (equating to roughly one mile). Figure 24 shows these neighborhood serving businesses, which comprise about ¼ of total employment, and identifies areas of gaps in retail coverage.

Based on this visual overview, retail opportunities appear to be reasonably well distributed throughout the city except for a few areas that have more than one mile gap between businesses. Neighborhood-serving businesses blanket the city’s commercial corridors and virtually duplicate the arterial street grid. Retail densities decrease east of I-205 (outside of Gateway and SE 122nd), within the Cully neighborhood (west of I-205) and along the narrow but limited residentially populated Northwest corridor between the Willamette River and Forest Park.

Figure 22. Neighborhood Serving Retail Locations

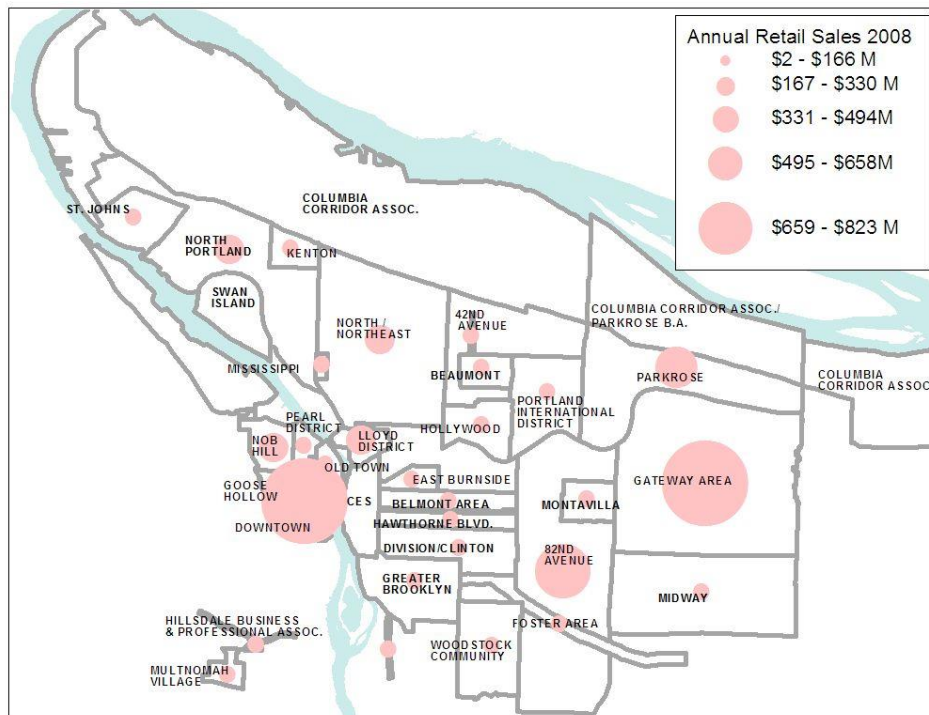
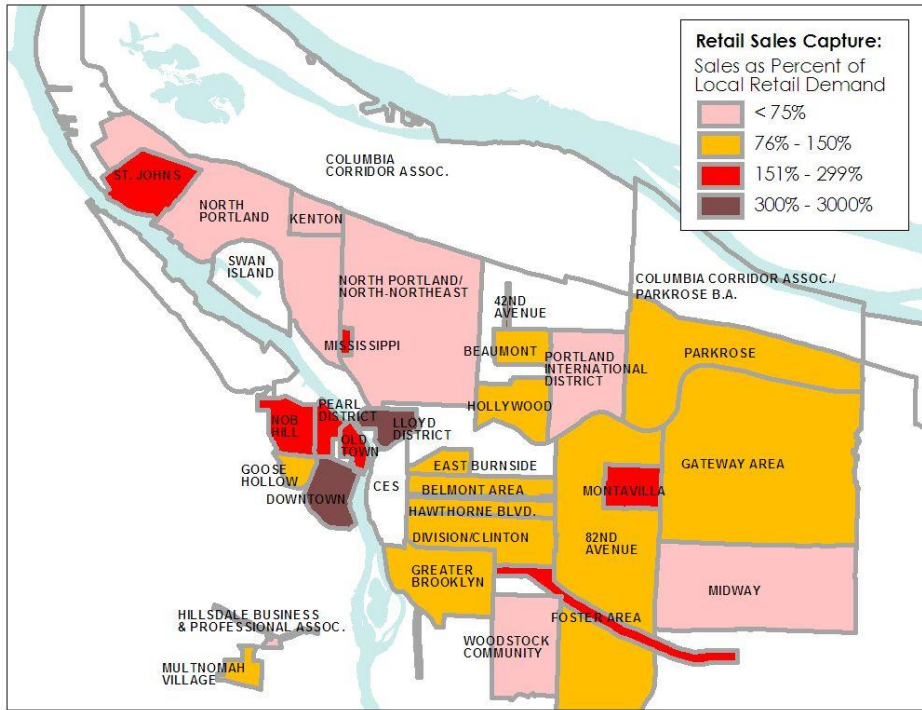
Source: Oregon Employment Department, E. D. Hovee & Company, LLC.

Business Associations

Portland's Business Associations provide another way to analyze retail distribution. Out of the 34 associations, five are predominantly industrial and sales do not represent retail. Of the remaining 29 business associations, 17 reported sales in excess of estimated household demand – these districts function as destinations.

Central City districts top the list for sales capture, given the destination status of downtown retail in general. Neighborhoods with the highest capture rates include Montavilla, Mississippi, St. Johns and Nob Hill. In terms of sales volume, Gateway, 82nd Avenue, North/Northeast and the North Portland Business Association top the list.

Figure 23. Non-Industrial Business District Capture Rates & Sales Volumes (2008)




Note: Data is only displayed for non-industrial business associations.

Source: ESRI, Portland Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC.

Figure 24. Business Association Supply & Demand (2008)

Type	Business Association	(in \$ millions)		Supply Rank	Sales Capture (Supply/Demand)
		Demand	Supply		
Industrial	Swan Island Business Association	\$1.5	\$157.6	12	10630%
Central City	Lloyd District Business Association	\$11.4	\$264.7	8	2328%
Industrial	Central Eastside Industrial Council	\$14.6	\$260.2	10	1785%
Industrial	Columbia Corridor Business Association	\$136.7	\$1,212.9	1	887%
Neighborhood	42nd Avenue Business Association	\$2.0	\$16.4	31	819%
Central City	Downtown Retail Council	\$131.4	\$822.8	2	626%
Central City	Old Town Chinatown	\$32.9	\$85.4	24	259%
Central City	Pearl District Business Association	\$60.7	\$151.7	13	250%
Neighborhood	Foster Area Business Association	\$49.9	\$120.4	18	241%
Neighborhood	Montevilla Business Association	\$45.8	\$101.1	20	221%
Neighborhood	Historic Mississippi	\$6.4	\$12.4	32	192%
Town Center	St Johns	\$62.8	\$102.5	19	163%
Neighborhood	Nob Hill Business Association	\$168.9	\$261.8	9	155%
Regional Center	Gateway Area Business Association	\$495.3	\$744.8	3	150%
Industrial	Columbia Corridor Association and Parkrose I	\$236.4	\$349.7	5	148%
Central City	Goose Hollow Business Association	\$71.1	\$86.1	23	121%
Neighborhood	Hawthorne Business Association	\$106.8	\$124.9	16	117%
Town Center	Hollywood Boosters	\$106.5	\$121.9	17	114%
Neighborhood	Greater Brooklyn Business Association	\$141.0	\$146.9	14	104%
Neighborhood	East Burnside Business Association	\$51.6	\$53.7	27	104%
Neighborhood	Multnomah Village Business Association	\$25.9	\$26.4	29	102%
Neighborhood	Westmoreland Business Association	\$6.4	\$5.8	33	90%
Neighborhood	82nd Avenue Business Association	\$627.9	\$550.2	4	88%
Neighborhood	Belmont Business Association	\$114.9	\$99.3	21	86%
Neighborhood	Beaumont Business Association	\$42.7	\$36.1	28	84%
Neighborhood	Division-Clinton Business Association	\$165.4	\$128.7	15	78%
Neighborhood	Kenton Business Association	\$34.2	\$25.6	30	75%
Neighborhood	North Portland Business Association	\$399.3	\$273.5	7	68%
Neighborhood	International Business District	\$151.5	\$90.6	22	60%
Neighborhood	North-Northeast Business Association	\$571.2	\$317.7	6	56%
Neighborhood	Midway Business Association	\$296.9	\$165.0	11	56%
Neighborhood	Woodstock Business Association	\$135.5	\$74.4	25	55%
Town Center	Hillsdale Business Association	\$14.1	\$1.7	34	12%
Industrial	NW Industrial	\$0.0	\$72.5	26	NA

Increasing sales relative to demand 

Source: ESRI, Portland Bureau of Planning & Sustainability, E. D. Hovee & Company, LLC.

Neighborhoods with relatively lower retail capture include Hillsdale, Woodstock, Midway, North-Northeast, North and Kenton. North-Northeast and North appear to be large districts with lower capture rates despite relatively larger sales volumes. The caveat is that some business associations have been narrowly defined to include a commercial corridor only and not the surrounding households (such as NE 42nd Avenue and Foster Area); sales capture rates for these business districts are therefore not a good estimate for whether surrounding neighborhoods are adequately served. High capture rates can also describe areas with relatively little housing, such as Old Town or Lloyd District (which has a relatively low residential mix and supports a regional mall).

To encourage added retail in areas where existing stores or related customer services are more limited, identifying *market drivers* to each specific neighborhood district represents a key opportunity and challenge:

- Retail is drawn to areas with high household density or high household income and offering good traffic/pedestrian counts plus street visibility. Existing retail locations reflect these market preferences.
- As referenced by focus group participants, neighborhood commercial growth will require greater household density. Encouraging household density – through zoning and project subsidies – may have a greater impact on retail site selection than either introducing commercial zoning or supporting commercial development in areas in which these are now missing.
- Since most (though not all) of the city currently has 20-minute coverage, a priority opportunity may be more to encourage locating critical urban retail services (e.g. grocery) and supportive infill rather than to create new or expanded retail districts.

Neighborhood Commercial Growth Trends: Building Development

Retail space has dominated the inventory of newly developed commercial space within Portland's neighborhoods, averaging about 300,000 new square feet annually over a five year period (from 2003-08) outside of the Central City. However, retail employment fell by about 4,000 jobs with 2/3 of that loss coming from the neighborhoods despite significant new building development.

The disconnect between these two trends may in part be due to service jobs locating within retail spaces. Also noted is that a significant contributor to neighborhood retail has been dining, which is no longer defined with retail (for employment classification purposes) but with arts, accommodations and food services. This sector is as large within the neighborhood geographies as the retail sector; however, it too declined over the study time frame.

Rather than corresponding necessarily to retail users (as defined by NAICS), retail space is increasingly becoming defined as either a) ground floor space within densely developed districts, with office or residential above, or b) a lower density or smaller footprint product (in comparison with office) within more suburban or main street settings.

Citywide, retail building development over the 2003-08 time period was dominated by Cascade Station, within the Airport Way subarea. That subarea has seen over 620,000 square feet of new large format/power center retail development over this five year period. This is close to twice the square footage added to the CBD (356,000 square feet) over the same time period, about 2/3 of which was ground floor space in residential buildings.

Figure 25. Recent Retail Development Trends (2003-2008)

Subarea	Annual Average New		Total Rentable Building Area
	Construction	Absorption	
Central City			
CBD	71,200	39,400	9,195,000
Lloyd District	6,900	17,100	4,689,000
Johns Landing	6,000	2,400	335,000
NW Close In	8,400	15,700	1,803,000
Inner Neighborhoods			
SW Close In	8,600	6,600	902,000
NE Close In	24,700	26,200	2,810,000
SE Close In	20,500	40,000	4,085,000
Industrial Areas			
North Portland	47,700	39,600	2,506,000
Rivergate	-	(1,300)	349,000
East Portland			
Airport Way	124,100	139,000	2,710,000
Mall 205	30,500	53,700	3,760,000
Gateway	14,900	32,500	3,720,000
East Columbia	39,500	55,600	3,060,000
Total	403,000	466,500	39,924,000

Source: E. D. Hovee & Company, LLC.

The other top subareas for attracting new (and inventoried) retail development were neighborhoods, with almost all growth locating along commercial corridors such as Killingsworth, Alberta, Lombard, MLK, Belmont, Division and Hawthorne. In-fill development along commercial corridors may also be classified as commercial retail/service by default due to the typical smaller building size.

- North Portland: 140,000 square feet
- Mall 205: 153,000 square feet (a submarket extending beyond the Mall property only)⁸
- Inner Northeast: 125,000
- Inner Southeast: 100,000

Office development has been both more limited and more concentrated than retail over the study time frame, with only 800,000 square feet developed citywide compared with 1.7 million square feet of new retail space. In contrast with retail trends, about 60% of newly developed office space was located within the CBD + Lloyd District, another 24% in Gateway and the remainder consisted largely of Class B buildings of less than 35,000 square feet each dispersed throughout the city.

⁸ Mall 205 is a submarket defined by CoStar and encompasses an area larger than the mall property.

Implications for Transit Oriented Development

Transit Oriented Development (TOD) describes dense development (a relative descriptor), either commercial or residential, with lower than average parking ratios and in close proximity to transit routes, either bus or fixed rail. TOD is also often viewed as occurring within a mixed use setting – as with residential (or in some cases office) above ground floor retail and related active use commercial space.

From a business owner’s perspective, TOD offers commercial space that is probably on the leading edge of the density to which the private market is willing to develop. “Denser” development may command a cost premium associated with steel vs. wood frame construction, although buildings up to five stories can be achieved via wood framing, and this quality of development may be acceptable for certain users outside of the Central City.

Businesses will desire space within an area or corridor suitable for TOD if:

- The space is well-located and visible to target customers
- The space is affordable
- The business’ customers can and will access the building in the absence of expansive parking options

The answer to these questions is not dictated by a building’s status as a TOD, although TODs are likely to be well-located (on commercial corridors) and well-served by transit. Rather than business demand, the extent to which this region sees additional TODs along its commercial corridors will be influenced by:

- Continued density increases within Portland’s neighborhoods;
- Continued resident and visitor preference for mixed use neighborhood retail districts (a vision to which participants in focus groups generally adhere, despite the indicated job losses);
- Flexibility with building uses allowed within commercial zones; and
- Over-all economic vitality and growth of the Portland metro region.

Continued growth in commercial rents to support more expensive construction techniques is also a consideration. In recent years Portland has seen significant market-driven in-fill commercial development occurring along relatively low-rent commercial corridors such as NE Alberta. The bulk of this development to date has been single story, indicating that the market will likely bring TOD projects – as opposed to infill – to those corridors now capable of achieving the highest rental rates.

Corridors reporting rents above \$20 per square foot as of March 2009 include SE Bybee, NE Broadway/Weidler, N Williams, John’s Landing, SE Belmont, N Mississippi and SE Division. While not a threshold that indicates certain development feasibility (which will vary according to construction technique, building configuration and building use mix), these reported rents have been on a par with the range reported for many Central City properties in the Pearl District, the West End and the CBD.

INSTITUTIONAL DEVELOPMENT

For this analysis, the focus is education and health institutions (but with secondary consideration of other public agency jobs). The key question for this topic is: *How will rapid growth of institutional employment and building needs be both accommodated within and potentially reshape development in Portland?* Related questions around this topic are:

- What job growth has occurred within Portland’s major institutional campuses?
- What job growth has occurred for institutional users that may not be located on institutional campuses?
- What are the unique land requirements of institutional users, and how are those changing?

Institutional Definitions & Associated Employment

This section of the report tracks institutional-related employment in two distinct ways:

- Campuses for 10 colleges and 7 hospitals on sites of more than 10 acres, which account for an estimated 35,200 jobs as of 2008, excluding Portland State University (Central City) and Adventist Medical Center(Gateway Regional Center). This *campus institutional* category is a primary frame of reference for the EOA analysis.
- All institutional uses throughout the City, consisting of schools and hospitals in all Comprehensive Plan zones and all businesses in the IR zone – account for 2008 employment estimated at 54,400.
- A third, broader indicator of institutional employment is the combined education and health care sectors, which totaled 84,660 jobs citywide in 2008.

Employment Associated with Institutional Uses

As depicted by the chart on the following page, the discussion in this section begins more broadly on the 54,400 jobs represented by schools and hospitals throughout all zones of the City plus other businesses within the City’s IR zone.

- From 2000-08, employment associated with these institutional uses within this zone increased at a rate averaging about 2.5% per year – well above the citywide job growth rate of just 0.1% per year.
- In 2008, 24% of employment situated within the IR zone was outside of hospitals and schools. The bulk of this was health-related (doctors offices, HMOs) and the remainder a mix of supportive uses such as retail and un-related businesses.

Institutional employment growth from 2000-08 has been stronger outside of institutional zoning than within this zone. These sectors averaged 2.5% annual growth citywide, compared with a growth rate of close to 2% within the IR zone. This appears to be primarily due to relatively flat employment with schools, while hospital and related IR zone employment increased more substantially.

Figure 26. Institutional Employment Trends (2000-2008)

	General Commercial CG	Central Commercial CX	Central Employment EX	Institution IR	Industrial Sanctuary IS	Mixed Employment ME	Commercial Storefront NC,OC,UC	Open Space OS	SFR R2.5,R5, R7,R10	MFR R1,R2,R3, RH,RX	Total
2008											
Institutions (defined by NAICS)											
Schools	448	3,257	12,821	4,968	1,402	140	358	583	5,513	4,383	33,873
<i>Primary</i>	103	228	114	1,110	1,380	1	251	583	5,214	1,760	10,744
<i>College</i>	345	3,029	12,707	3,858	22	139	107	-	299	2,623	23,129
Hospitals	-	3,330	3,181	5,430	1	-	99	-	-	5,232	17,273
Other businesses within IR Zone											
Health related				2,771							2,771
Other				531							531
	448	6,587	16,002	13,700	1,403	140	457	583	5,513	9,615	54,448
<i>2008 Share</i>	1%	12%	29%	25%	3%	0%	1%	1%	10%	18%	100%
<i>AAGR 00-08</i>	5%	4%	4%	2%	3%	-1%	22%	26%	-2%	3%	2.5%
2000											
Institutions (defined by NAICS)											
Schools	297	3,009	9,313	4,586	1,080	154	92	91	6,691	2,313	27,626
Hospitals	-	1,866	2,441	4,378	-	-	-	-	35	5,395	14,115
Other businesses within IR Zone											
Health related	-	-	-	1,666	-	-	-	-	-	-	1,666
Other	-	-	-	1,174	-	-	-	-	-	-	1,174
	297	4,875	11,754	11,804	1,080	154	92	91	6,726	7,708	44,581
<i>2000 Share</i>	1%	11%	26%	26%	2%	0%	0%	0%	15%	17%	100%

Source: Oregon Employment Department, Portland Bureau of Planning, E. D. Hovee & Company, LLC.

Trends within Key Institutions

Rather than reflect zoning designation, the institutional geography reported in Figure 14 (earlier in the report) reflects land owned by 17 hospitals and colleges on sites of at least 10 acres and 100 employees each. Total employment of 35,200 is more than double the 13,700 jobs located within IR-designated zoning. For these 17 large site institutions, employment grew at about 3.6% per year, above the average of 2.5% for citywide institutional employment.

Hospitals

- Oregon Health & Science University
- Shriners Hospital
- Portland Veteran’s Hospital
- Providence Portland Medical Center
- Legacy Emanuel Hospital & Health Center
- Legacy Good Samaritan Hospital
- Kaiser Medical Centers

Colleges

- Portland Community College (Sylvania)
- Portland Community College (Cascade)
- Portland Community College (Southeast)
- Reed College
- Lewis & Clark College
- University of Portland
- Multnomah Bible College
- Concordia University
- Western States Chiropractic College
- Warner Pacific University

Note: Adventist Medical Center and Portland State University (PSU) are not included in the Institutional employment geography – Adventist is part of the Gateway Regional Center and PSU is included with the Central City University District.

Many of these institutional uses are located on what could be considered as legacy sites that are in or near residential neighborhoods. Site decisions made decades ago for what typically began as relatively modest uses may have been for reasons unrelated to factors that would be considered today if these institutions were to start anew.

Implications for Future Development

Taken together, the city’s 54,400 institutional use jobs account for about 14% of its jobs base. The bulk of these are associated with the city’s colleges and hospitals. Institutions are key employment drivers and now among the fastest growing economic sectors in Portland.

With its moderate growth (mid-case) scenario, Metro forecasts that education and health care employment will increase by a combined average rate of 2.8% per year. This is well above the average projected growth rate of 1.7% for all regional employment and more than double anticipated public agency job growth.

To the degree that Portland continues to capture a relatively high share of medical and educational employment (particularly for higher education), growth needs for this sector can be

expected to account for an increasing share of the city’s total job base and associated building space requirements.

Based on the combination of this quantitative review and qualitative assessment from the institutional focus group, key challenges for the city’s institutions (both larger and smaller) will include:

- Opportunities for maintaining a strong in-city presence as a key economic development driver – offset by growing impetus for decentralization to get closer to residential populations.
- Improved transit access or other transportation options to better serve patrons and employees – especially for institutions currently not conveniently located near transit.
- Potential for increased density of development – as an alternative to expanded site area.
- Consistency of land use approach and approval process for institutional users – especially those situated within or near residential neighborhoods.

VI. LOCAL SECTOR SPECIALIZATIONS

This analysis considers local sector specializations both for the Portland metro area and the City of Portland. A common approach to defining comparative advantage is via location quotient (or LQ), which compares a geography's concentration of employment with the national average.

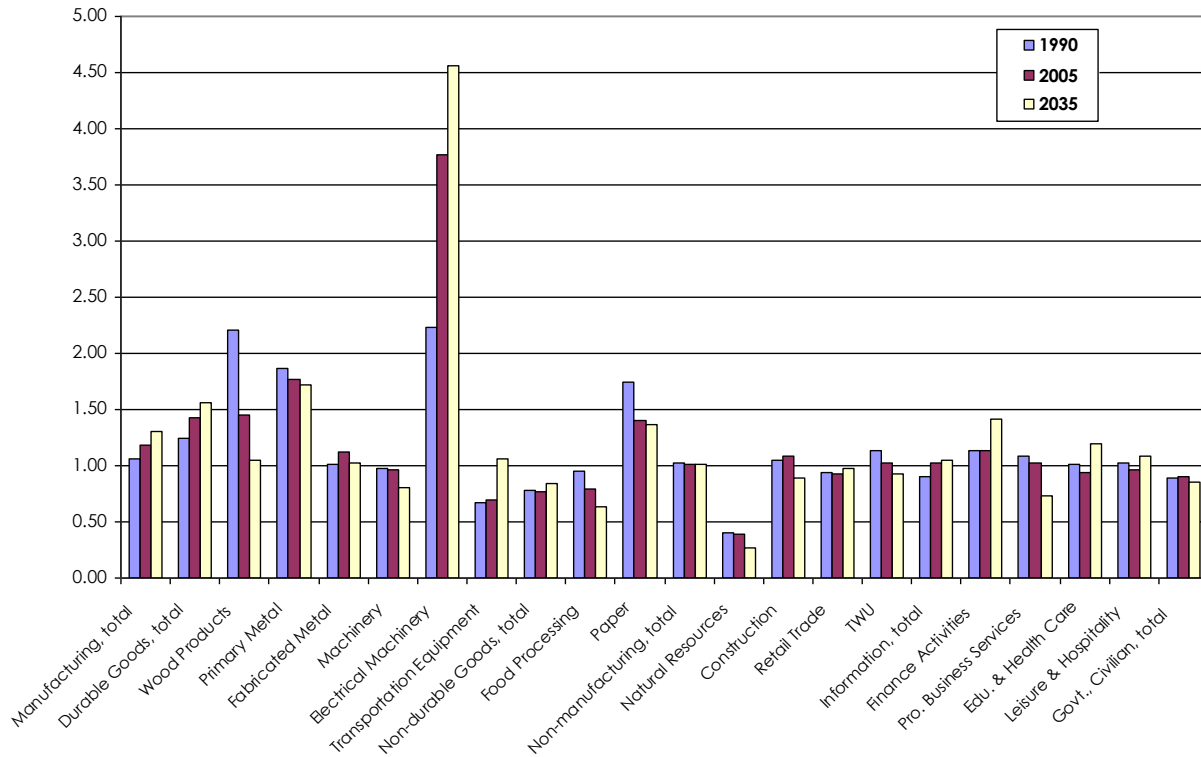
Portland can be defined as having a comparative advantage for sectors in which employment concentration is above the national average: a LQ of one or above.⁹ For example, if 20% of the region's employment is in a particular sector versus just 10% of the nation's job base, the location would be 2.0 – meaning that this region has twice the concentration of employment in that sector as the nation.

PORTLAND METRO SPECIALIZATIONS

The following chart illustrates changes in LQ by major job sector for the historic period 1990-2005 and as projected by Metro to 2035. The greatest detail is provided for manufacturing sub-sectors.

⁹ While comparative advantage analysis offers a snapshot of the relative concentration of employment in a region compared to the U.S. at a point in time, that advantage may be a reflection of both historic and current competitive advantage of the region relative to the nation. This changing competitive position can be indicated by the *shift* portion of *shift-share* analysis – with the shift indicated as the change in location quotient (LQ) between two or more different points in time.

Figure 27. Changing Portland Competitive Advantage – All Industries (1990-2035)



Source: Global Insight, 2008 QR US Long-Term Outlook and Metro.

Manufacturing LQ

The Portland metro area has gone from a slight comparative advantage relative to the nation in *manufacturing* in 1990 (LQ – 1.06) to a more substantial position as of 2005 (LQ – 1.18). This indicates that the region better maintained its manufacturing job count while net job loss was experienced across the nation as a whole. Metro has forecast that this comparative advantage may increase by 2035 to an LQ of as much as 1.30. If realized, this forecast would allow for a net manufacturing job gain of about 7% between 2005 and 2035.

LQs have increased since 1990 for manufacturing sectors of electrical machinery and transportation equipment, while declining for wood products, food processing and paper. Metals and machinery have about held their own relative to the nation. Looking forward to 2035, Metro has forecast continued LQ gains for electrical machinery and transportation equipment; the other manufacturing sectors are projected to hold steady or decline.

Non-Manufacturing LQ

Overall, non-manufacturing industrial sectors show relatively little comparative advantage relative to the rest of the nation. These sectors have experienced relatively minor changes in LQ since 1990, with slight gains noted for construction and information and losses for natural resources, transportation and warehousing, and utilities. These trends are largely expected to

continue forward except for construction where declining LQ is forecast (albeit after a continued surge that was projected to about 2010). Also noted is that Metro projects a growing LQ potential for publishing (a subsector of the information sector).

For most service sectors, Portland does not show any substantial comparative advantage relative to the rest of the U.S. – with the modest exceptions of finance activities (especially real estate) and professional business services (notably management of companies). Looking forward, Metro is projecting increased comparative advantage for finance activities, education and health care and other services (including personal services), but reduced LQ for professional business services (except management of companies).

CITYWIDE VALUE ADDED CLUSTERS

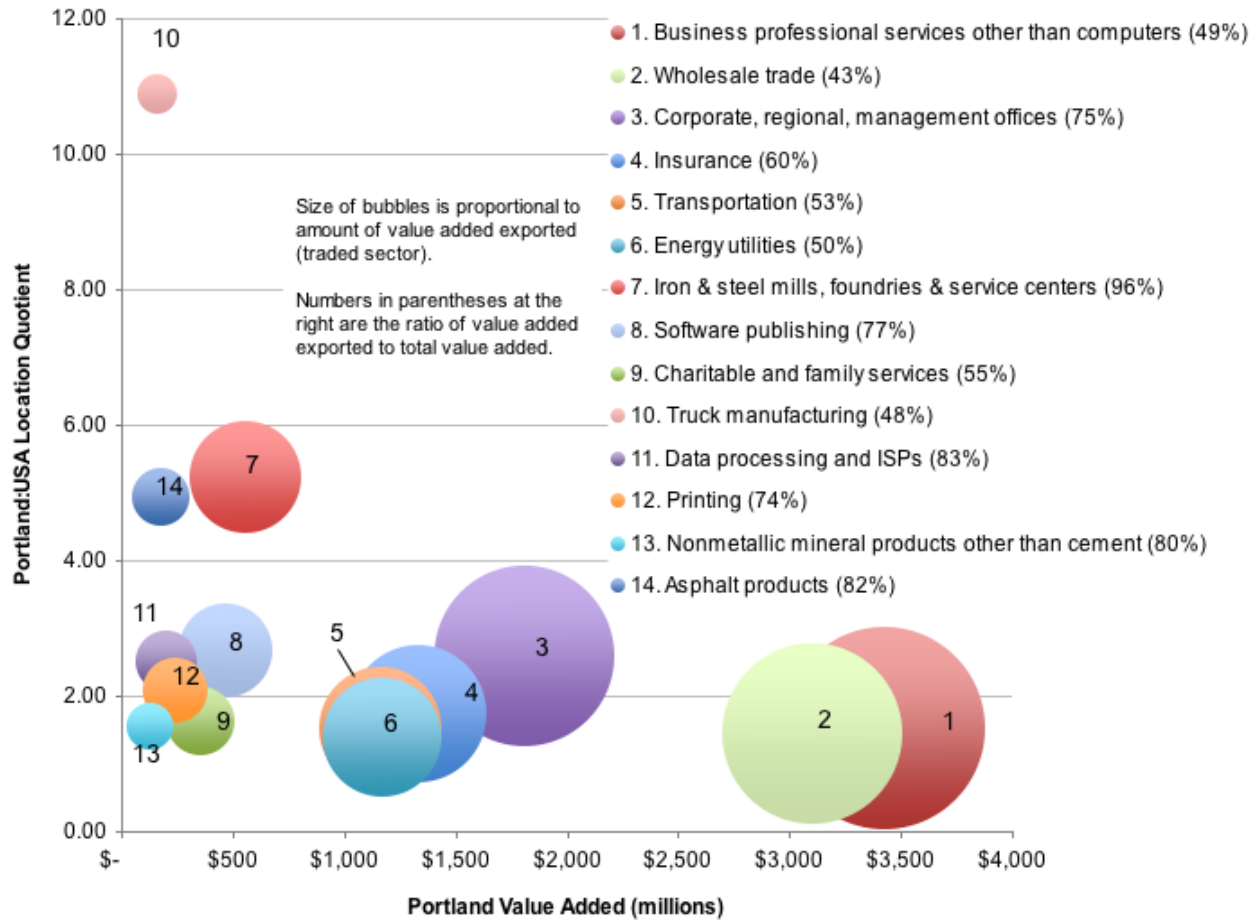
In a 2009 study for the Portland Development Commission, ECONorthwest has investigated LQ on the basis of an industry's value added (output) rather than employment, identifying city specializations relative to the nation rather than regional specializations. Value added describes the market value of a business' production of goods and services, including payroll and the contributions of capital, land and property. This approach elevates the importance of industry output, in addition to considering employment levels.

ECONorthwest's conclusions are that Portland supports two kinds of clusters:

- Specialized firms with high location quotients – such as truck manufacturing, iron and steel mills, insurance and software publishing – but that are relatively small contributors to the overall Portland economy in terms of value added and export amounts; and
- Firms with above-average but lower location quotients (1.5 – 2.5) that generate much larger amounts of industry output, as well as export output from sales outside the region. These are dominated by professional services and wholesale trade, many of which tend to serve the regional and statewide markets (although professional firms with national scope can also serve as local economic engines). These moderate city specializations also include management of companies, insurance, transportation, and energy utilities.

ECONorthwest's results tend to corroborate the employment-base results released by Metro in 2008: both LQ analyses indicate that Portland's location quotients are higher in the manufacturing sectors. However, these are smaller shares of total economic activity than in the past. Consequently, the ECONorthwest analysis indicates that manufacturing's output may be insufficient as an *exclusive engine* for continued economic growth into the future.

Figure 28. Value Added Portland Clusters (2007)



Source: ECONorthwest, 2009.

VII. INDUSTRIAL LAND DEMAND ANALYSIS

The primary method for determining land demand is employment growth. However, in the industrial areas there are indications that employment may not be the best measure of economic performance and the future demand for industrial land. Additional research has been compiled to supplement the industrial land demand forecast based on employment growth to analyze additional land demand drivers.

Absorption Trend Comparison

Reviewing long-term industrial land absorption trends is one method to estimate future industrial land needs, although this approach does not account for possible future shifts between industrial sectors.

Historic absorption is available only for properties along the Willamette and Columbia (west of the rail bridge) between the river and the nearest parallel street or railroad right-of-way. This area represents about one-third of the City’s industrial areas, but likely a greater portion of land absorption. The other primary area that has realized industrial development during this time frame (post 1960) is the Columbia Corridor east of 82nd Avenue and north of Sandy Boulevard. A land absorption trend estimate is currently being completed for this second geography so that a citywide industrial absorption trend can be approximated.

Figure 29. Industrial Land Demand Comparison with Past Trends

Absorption Trends	Acres per year	
Portland Harbor 1960-1997 absorption trends, all industrial uses (source: PHILS)	45	
Portland Harbor 1960-1990, marine uses (Portland only. Source: Port of Portland)	24	
Portland Harbor 1960-1990, all uses (including parks and residential. Source: Port of Portland)	39	
Portland Harbor 2002-2008, developed industrial land	18	

	All Industrial Areas		Columbia Harbor	
	driven	terminals	driven	terminals
Low	(9)	(9)	(5)	(5)
Mid	45	45	30	30
High	104	104	69	69

Source: Portland Harbor Industrial Lands Study Feb 2003, Bureau of Planning; E.D. Hovee & Company, LLC. Portland Harbor Industrial Land Supply Analysis, Feb 2012, ECONorthwest

The historic absorption figures available indicate an increase in annual absorption between 1990 and 1997. The bulk of this absorption occurred within the Port’s Rivergate development and on Swan Island.

Commodity Flows

Commodity flows provide another indicator of economic activity and terminal and distribution facility needs. The overall freight volume handled in the Portland region is forecast to roughly double in tonnage and triple in value between 2007 and 2040 (see Draft Portland/Vancouver Commodity Flow Forecast, 2014).

There are two studies that analyze the cargo moving through the Portland Harbor. The 2003 *Portland Harbor Industrial Land Study* (PHILS) reports that cargo volumes increased at an average annual rate of 2.3% between 1960 and 2000. Marine terminal investments of note that accompanied this increase include the 85 acre Portland Bulk Terminal facility at Port of Portland and a 20-acre expansion of the container terminal at T-6. The 2012 *Portland Harbor Industrial Land Supply Analysis* found cargo volume growth continues to be robust in recent years. From 2002-2008, cargo volumes increased by 4.8% per year. This study of marine terminal cargo volumes and land absorption needs plus the 2010 *West Hayden Island Economic Foundation Study* take a cargo-specific approach, factoring in the known size and capacity of existing terminals, existing cargo volumes, cargo forecasts, and the size requirements of modern terminal facilities. With the goal of understanding these factors in more depth, the City also commissioned a study of the operational characteristics of different marine terminal types, which includes case studies of best-in-class facilities with land area and cargo throughput information.¹⁰ More information about marine cargo forecasts, and associated land needs can be found later in this section.

The Port of Portland notes that land needs associated with commodity flows are inherently difficult to forecast. Over the past 10 years, the Port has twice been the fastest growing on the West Coast, and also the fastest declining. This short-term fluctuation results from decisions within the handful of steamship line companies on whether or not to utilize Port of Portland facilities, and is independent of shipping growth associated with business activity. For this reason, longer term trend data is more reliable. There is also some level of opportunistic growth that can be driven by a specific opportunity, driven by the competitive market. For example, other ports in the lower Columbia River have recently announced new projects to ship coal. Local ports are able to respond to these opportunities not because growth of that commodity had been forecast, but because they had an inventory available development-ready land. If the Port of Portland waits for a specific business opportunity to arise before land can be made available, as long as other Ports have more readily developable land supply, Portland will probably not be competitive.

Gross Domestic Product Output

Industry output provides a third measure of the health and growth of an industry. Data on industry output is available (via the Bureau of Economic Analysis) on a metro area level.

Between 2001 and 2006 there was a substantial increase in output among many industries, including manufacturing and information and technology. Manufacturing output (across the seven county PMSA, the smallest geography for which data is available) increased at an annual rate of close to 12%, compared to an annual average increase of 6% for the PMSA economy as a whole.

¹⁰ Worley Parsons, Operational Efficiencies of Ports/Terminals World--Wide, February 2012

GDP data portrays manufacturing as a growth industry, rather than the declining industry that employment trends suggest. Industry stakeholders describe several factors that influenced this sector’s recent profitability gains, including:

- Substantial increases in commodity and product pricing;
- Substitution of technology for labor, and
- A low valued dollar that fueled export growth.

These factors may continue in future years. However, the challenge remains of predicting land needs based on industry output; as yet no clear quantitative relationship between the two measures has been identified.

Figure 30. Portland-Vancouver PMSA Gross Domestic Product Trends (01-06)

Industry	2001	2006	Change	
			Net	AAGR
All industry total	77,200	103,400	26,200	6.0%
Private industries	69,600	94,000	24,400	6.2%
Manufacturing	12,000	21,000	9,000	11.8%
Transportation and utilities	3,600	4,300	700	3.6%
Retail trade	4,300	4,900	600	2.6%
Professional and business services	8,700	11,000	2,300	4.8%
Education and health services	5,400	7,600	2,200	7.1%
Leisure and hospitality	2,300	3,000	700	5.5%
Information, Communication, and Technol	8,200	15,800	7,600	14.0%
Government	7,500	9,400	1,900	4.6%
<i>Private goods-producing industries</i>	<i>16,600</i>	<i>26,700</i>	<i>10,100</i>	<i>10.0%</i>
<i>Private services-providing industries</i>	<i>53,100</i>	<i>67,300</i>	<i>14,200</i>	<i>4.9%</i>

Source: Bureau of Economic Analysis, US Dept. of Commerce, April 2009

Other Indicators

In order to better understand this dynamic, ECONorthwest examined trends in land efficiency from 2002-2008 in the Portland Harbor using several different measures. They calculated the economic activity measured in terms of employment, real market value, value added, and cargo tonnage. The value added and real market value measures appear to grow, however the US Consumer Price Index grew by 3.0%, indicating that these measure grew less than the rate of inflation, while the cargo tonnage grew at a faster pace (Table 30).¹¹

¹¹ ECONorthwest, Portland Harbor Industrial Land Supply Analysis, February 2012 (Appendix C)

Figure 30. Portland Harbor Measures of Economic Activity (per acre)

Measure	2002	2008	AAGR
Value Added	\$1,147,614	\$1,217,713	1.0%
Real Market Value	\$776,715	\$838,091	1.3%
Employment (jobs)	6.21	5.75	-1.3%
Cargo Tonnage	3,873	4,928	4.1%

Source: ECONorthwest, Portland Harbor Industrial Land Supply Analysis, February 2012

VIII. ECONOMIC MULTIPLIER ANALYSIS

As discussed above, there can be a disconnection between employment growth and the demand for new building space and development sites, especially within the industrial sectors. Another way to look at the situation is economic multipliers, which represents the relationship between direct investment in economic activity at a particular site and the resulting multiplier (or ripple effect) throughout Portland and the metro region. The three most common types of economic multipliers are provided within this EOA report are measures of:

- Employment
- Personal income (to residents of the region)
- Output (or added gross receipts)

For example, an employment multiplier of 2.00 indicates that for every job directly associated with a place-specific investment, another job is created off-site through indirect and induced economic effects elsewhere in the region. Indirect effects occur as the new economic activity makes purchases from other businesses in the region. Induced effects occur as the direct employees of the new economic activity are able to make added purchases from increased disposable income from local retail and services.

Multipliers are based on the nationally recognized IMPLAN input-output model. IMPLAN data is available for every county in the U.S. Multipliers used with this analysis are those for the seven-county metro region (PMSA) as of 2009. Economic multipliers are typically reported by NAICS employment sector. For the Portland EOA, NAICS specific multipliers have been aggregate to six industrial/commercial building types based on the City of Portland’s projected 2035 mix of sector employment and anticipated allocation of employment sectors to building types.

This essentially reflects weighted averaging of specific building types. For example, the General Industrial building type is associated with a relatively high 3.15 overall jobs multiplier. The key components of the General Industrial multiplier are manufacturing (with a 3.69 multiplier) and construction (2.04). Other building types involve different employment sectors but with a similar weighting methodology applied.

Figure 31. Economic Multipliers By Building Type

Building Type	Economic Multiplier		
	Jobs	Income	Output
Office	1.95	1.87	1.98
Institution	1.62	1.69	2.13
Flex / BP	2.19	2.12	1.91
General Industrial	3.15	2.50	2.15
Warehouse	2.36	1.95	1.95
Retail	1.64	1.76	1.97

Source: E. D. Hovee & Company, LLC based on IMPLAN

Multipliers are relevant to district-specific land supply decisions because they suggest the importance of looking beyond direct site-specific employment opportunities. For example, although job density is low on industrial land, the General Industrial and Warehouse multipliers are high. That is, industrial acres have the potential to generate a greater number of secondary and tertiary off-site jobs than an acre of retail. All other things being equal, this could be a factor if one must allocate a limited supply of land to different industry types. Or, put another way, some of our retail and office job growth is dependent on having an adequate industrial land supply.

IX. LAND EFFICIENCY ANALYSIS

The purpose of this analysis is to estimate the portion of future employment-related development that will take place on parcels with a significant amount of existing building square footage – sites that are not included in the Buildable Land Inventory.

METHODOLOGY

The analysis is based on development activity from 1999-2011 to assign it to the type of site in 1999 – vacant, LoFAR, or HiFAR.¹² The LoFAR category corresponds to the underutilized or redevelopable sites in the BLI and is defined as sites with less than 20% of the building square footage allowed by zoning (based on applicable zoned FARs) based on existing building square footage in 1999. For industrial properties, only vacant parcels are considered buildable.

RLIS assessor data is used to create a side-by-side comparison of tax lots with a “new year built” or for which there was more than 50% building square footage added (as opposed to a minor addition). A review of the assessor data revealed a number of parcels for which there was no building square footage indicated in 1999 but had a 1999 building value of over \$25,000, which indicated some kind of improvement. Tax parcels greater than 10,000 square feet in size with missing data have been cross-checked with development permit data to better determine which parcels were: a) previously developed in 1999 with no added building space developed through 2011, or b) previously developed but added some amount of net new building space since 1999. This analysis was limited to parcels for which there was comparable data regarding building square footage, land and improvements valuation with matching tax records in 1999 and 2011. Excluded are parcels for which there is not a matching tax parcel identifier or for which other data is missing in either year. Also excluded are parcels for which building square footage was increased by less than 50%, but with no new built data between 1999-2011 indicated. For these reasons, the analysis should be viewed as representing a conservative representation of development activity on employment lands over this time period.

Using the revised parcel dataset, development activity is assigned to the type of site in 1999 – vacant, LoFAR, or HiFAR (Figure 32). The proportion of development activity that occurs on vacant or LoFAR is development that would occur on sites in the BLI (industrial geographies are limited to vacant sites). Development that takes place on HiFAR parcels is on parcels that are not included in the BLI.

The data analysis shows that the campus institutions present a unique case. These campuses consist of large parcels with existing development that places them in the HiFAR category. So as to not skew the overall results, the campus institutions were eliminated from this analysis because these areas are treated differently in the BLI (development capacity based on master plans, not vacant/underutilized parcels).

¹² The initial method was to analyze employment data (ES202) data to identify job growth that took place on sites with existing development and no new development from 2000-2008. This analysis proved to be too difficult to manage because of employers with multiple tax parcels and dispersed employment that was reported to different tax parcels over the analysis period.

Figure 32. Land Efficiency Analysis (Net Added Building Space 1999-2011)

Forecast Geographies	On Sites that Were Previously			Total	% on	
	Vacant	LoFAR	HiFAR		Vac/Lo	
Central City Commercial	4,753,957	286,431	3,605,539	8,645,927	58%	
Central City Incubator	589,616	230,191	41,871	861,678	95%	
Columbia Harbor	4,259,890	2,262,671	91,150	6,613,711	64%	Vacant
Columbia East	3,932,091	502,344	75,646	4,510,081	87%	Vacant
Dispersed Employment	543,702	241,891	491,278	1,276,871	43%	Vacant
Neighborhood Commercial	3,111,419	12,073	2,236,145	5,359,637	58%	
Town Centers	135,913	0	341,128	477,041	28%	
Regional Center	694,329	0	160,986	855,315	81%	
Institutions	407,270	4,800	2,164,726	2,576,796	16%	
Total	18,428,187	3,540,401	9,208,469	31,177,057	70%	
Total (w/o Institutions)	18,020,917	3,535,601	7,043,743	28,600,261	75%	
% of Change	59%	11%	30%	100%	70%	
% of Change w/o Institutions	63%	12%	25%	100%	75%	

Aggregate Geographies

Central City	5,343,573	516,622	3,647,410	9,507,605	62%	
Industrial	8,735,683	3,006,906	658,074	12,400,663	70%	Vacant
Commercial	3,941,661	12,073	2,738,259	6,691,993	59%	
Institutions	407,270	4,800	2,164,726	2,576,796	16%	
Total	18,428,187	3,540,401	9,208,469	31,177,057	70%	
Total w/o Institutions	18,020,917	3,535,601	7,043,743	28,600,261	75%	

Source: E.D Hovee & Company

OBSERVATIONS

This supplemental analysis provides added insight into development patterns for different employment geographies. From a market perspective, the data indicates that newly built sites tend to occur on vacant or low value property. However, considerable acreage has experienced building expansion on properties with existing high value improvements. The overall results show that roughly 60% of Central City and Commercial development took place on vacant or LoFAR land and approximately 70% of industrial development took place on vacant land. A significant portion of new development (30-40%) is occurring on parcels with a significant amount of existing development (HiFAR) that is not included in the BLI.

Both for newly built sites and expansions, the market evidences continued preference for unconstrained sites. The market can shift to support development of environmentally constrained and/or potential brownfield sites where fewer unconstrained property opportunities are available. This analysis is useful as a means to better refine realistic land needs in employment land supply and demand analysis.

X. MARINE CARGO FORECAST

PORTLAND HARBOR MARINE TERMINALS

The Harbor Access Lands geography benefits from its superior connectivity: the confluence of two rivers, access to domestic markets via two major rail lines (UP and BNSF), and interstate freeway access to I-5 (north-south) and I-84 (east-west), and access to global markets via the Pacific Ocean. Having all of this connectivity in the heart of the City of Portland, with strong local and regional policies in place to preserve harbor land for industrial use, creates a special place for water-dependent industrial firms. However, the industrial harbor land supply in the Portland region is fixed, and vacant developable land is rare and usually constrained. (See Appendix C. ECONorthwest, *Portland Harbor Industrial Land Supply Analysis*, May 2012)

A primary source of past economic growth in Portland has been marine-related economic activity, including marine industrial and marine cargo uses. These uses are projected to continue to grow over the next 30-years, with particular growth forecasted in the marine cargo and related transportation, warehousing, utility, and wholesale trade sectors. The Portland Harbor serves as a major economic engine for the regional economy. Studies indicate that cargo and manufacturing activities dependent on waterborne transportation contribute significantly to the metro region's economy. These studies indicate that marine-related economic activity generates from 20,000 to 100,000 jobs and from \$1.4 to 3.4 billion annually in regional income.¹³

The Port of Portland has four marine terminals located along the Willamette and Columbia Rivers. These terminals accommodated 575 ocean-going vessels in 2010, though over the past two decades it was not uncommon for the Port to accommodate 800 to 1,000 ocean-going vessels in a year. Not counting cargos received or shipped via inland barges, the Port of Portland shipped over 13 million short tons of cargo in 2010.

Harbor industrial development tends to have low floor-to-area ratios (FAR) and a relatively low number of jobs per acre. But despite declining employment in recent years, the Portland Harbor experienced an increase in cargo tonnage at a faster pace than the rate of industrial land development in the area.¹⁴ Therefore, given the disconnected relationship between employment growth and cargo activity in the harbor, there is a need to base the need for additional marine terminals on cargo forecasts as a supplement to any land needed to support future industrial employment growth in the Harbor Access Lands geography.

MARINE CARGO FORECAST

While employment forecasts traditionally form the basis of employment land supply analysis, employment is not a very good indicator of the long-term land needs of the freight and distribution sectors of the economy. Despite a general decline in industrial employment between 2002 and 2008 (-1.3% AAGR), cargo tonnage handled in the Portland Harbor went up 4.1% per

¹³ Entrix, West Hayden Island Economic Foundation Study, July 2010

¹⁴ ECONorthwest, Portland Harbor Industrial Land Supply Analysis, May 2012 (Appendix C of this report).

year during that same period. An average of 18 acres of land was developed each year during that period.¹⁵

The methodology used in the EOA to estimate marine terminal land needs was developed by ECONorthwest in a report attached as Appendix C. There have been several attempts to understand how cargo tonnage trends may impact future land needs in the Portland Harbor. Extrix studied this topic in 2010, based on cargo forecasts completed in 2009. The most recent cargo forecasts are based on a 2010 study by BST, refined to specifically call out cargo demand for Portland and Vancouver and updated with the most recent economic data in 2012.¹⁶ Cargo forecasts generally assume an adequate land supply will be made available (that is, they do not attempt to predict how any land supply constraint might impact growth). The most recent BST forecast demand for the region in 2040 (including both Portland and Vancouver) ranges from 39 million to 67 million metric tons. For the Portland Harbor, the forecast range is 28 million to 43 million metric tons. A medium forecast scenario is estimated at the midpoint between BST’s high and low scenarios. The cargo forecast is also adjusted to 2035 (see Figure 33), calculated at midpoints between the 2030 and 2040 forecasts, in order to more accurately assess land demand for each cargo type within the 2035 planning horizon.

Figure 33. 2035 Portland Harbor Cargo Forecast, Public and Private Terminals

Cargo Type	2010 Cargo Volume	2035 Cargo Volume (draft 2016 revision)			2040 Medium Cargo Volume
		Low	Medium	High	
Metric Tons					
Automobiles	376,000	929,000	1,035,250	1,141,500	1,206,000
Containers	1,129,000	1,933,000	2,314,250	2,695,500	2,583,500
Breakbulk	966,000	1,115,500	1,208,000	1,300,500	1,242,000
Grain	6,113,000	6,597,500	8,958,000	11,318,500	9,078,000
Dry Bulk	6,193,000	9,878,500	13,385,000	16,891,500	14,093,500
Liquid Bulk	5,948,000	6,955,000	7,463,250	7,971,500	7,461,500
TOTAL	20,724,000	27,408,500	34,363,750	41,319,000	35,664,500
Average annual growth rate		1.1%	2.0%	2.8%	1.8%

Source: BST Associates, ECONorthwest, and BPS

Note: Low and High forecasts to 2040 were made by BST Associates for the Portland and Vancouver Harbor Forecast Update, 2012. ECONorthwest calculated the medium scenario. BPS calculated 2035 forecast volumes.

Future capacity needs for additional marine terminal space are estimated by subtracting the available capacity of existing terminals from forecast future volumes. Existing capacity estimates by ECONorthwest in 2012 have been updated in Figure 33 to account for major recent investments at automobile, grain and dry bulk terminals at Portland Harbor, which have substantially expanded their capacity to handle future growth.

¹⁵ EcoNorthwest, Portland Harbor Industrial Land Supply Analysis, May 2012

¹⁶ BST Associates, Portland and Vancouver Harbor Forecast Update, February 2012

Figure 34. Capacity Gains from Recent Marine Terminal Investments

Terminal	Marine terminal investments since 2012			Total Existing Capacity (metric tons)	
	Investment (\$ millions)	Year	Capacity Gain (metric tons)	2012	2016
Automobiles			118,800	889,000	1,007,800
Auto Warehousing - Ford	\$9.5	2014-16	118,800		
Containers				3,999,000	3,999,000
Breakbulk				2,350,000	2,350,000
Grain			2,650,000	7,100,000	9,750,000
Columbia Grain	\$44	2014	1,900,000		
Louis Dreyfus	\$21	2015	750,000		
Dry Bulk			3,250,000	12,200,000	15,450,000
Canpotex	\$165	2015	2,250,000		
Kinder Morgan	\$9.50	2013	1,000,000		
Liquid Bulk				8,280,000	8,280,000
TOTAL				34,568,000	40,836,800

Source: Investment estimates by ECONorthwest. Capacity estimates by Port of Portland.

Unmet capacity needs are identified by cargo type and forecast scenarios in Figure 35. These unmet capacity needs assume 90% capacity utilization in the low and medium forecast scenarios. The high scenario assumes utilization at the historical peak volume, such that new demand consists of new market opportunities that require new facilities.¹⁷ With the low scenario forecast, existing terminals could handle all commodity types except automobiles. With the high scenario forecast, additional new terminals would be needed for automobiles, containers, grain, and dry bulk commodity types. With the medium scenario forecast, additional terminals would be needed for automobiles and grain commodities.

Figure 35. 2035 Portland Harbor Cargo Forecast Capacity Shortfall

Cargo Type	2035 Forecast Capacity Shortfalls		
	Low	Medium	High
Metric Tons			
Automobiles	-21,980	-128,230	-535,500
Containers	0	0	-810,500
Breakbulk	0	0	0
Grain	0	-183,000	-4,218,500
Dry Bulk	0	0	-9,931,500
Liquid Bulk	0	0	0
TOTAL	-21,980	-311,230	-15,496,000

Source: ECONorthwest, BPS

¹⁷ EcoNorthwest, Portland Harbor Industrial Land Supply Analysis, May 2012

Based on the size trends of new terminals being constructed on the West Coast, the market preference for most new marine terminals is expected to be for parcels larger than 100 acres to accommodate unit-train rail-loop access and ensure competitiveness.¹⁸ The actual acres needed to accommodate the projected marine terminal need varies, depending on the commodity type, and depending on how important it is to have an optimal terminal design. For example, it is possible to operate a grain terminal on less than 10 acres, but a modern rail-loop terminal would likely require 100+ acres.

Figure 36. 2035 Portland Harbor Medium Forecast Land Needs

Cargo Type	2035 Medium Forecast	Existing Capacity	Capacity Shortfall	Medium Forecast Land Needs (acres)		
				Minimum	Practical	Rail Loop
Automobiles	1,035,250	1,007,800	-128,230	50	100	100
Containers	2,314,250	3,999,000	-			
Breakbulk	1,208,000	2,350,000	-			
Grain	8,958,000	9,750,000	-183,000	30	50	100
Dry Bulk	13,385,000	15,450,000	-			
Liquid Bulk	7,463,250	8,280,000	-			
TOTAL	34,363,750	40,236,800		80	150	200

At the City’s request, Worley Parsons completed a detailed analysis of the operational and land consumption characteristics of modern ports.¹⁹ The report included case studies of innovative international facilities. Provision of efficient rail operations is one of the primary ways that modern terminals maximize cargo throughput for a given terminal.

Using information collected from Worley Parsons and the forecast information described above, estimated land need under the medium scenario through 2035 for Portland Harbor ranges from 80 acres at “minimum” site sizes to 150 acres at “practical” site sizes and 200 acres at rail-loop site sizes (access for unit trains), as shown in Figure 36. Generally, rail-loop site sizes reflect current development practices that maximize rail loading efficiency (if these larger sites are available within a given market area); practical site sizes reflect typical case studies examined and other information sources; and minimum site sizes reflect examples of more land-efficient case studies and operating terminals built under historical market conditions.

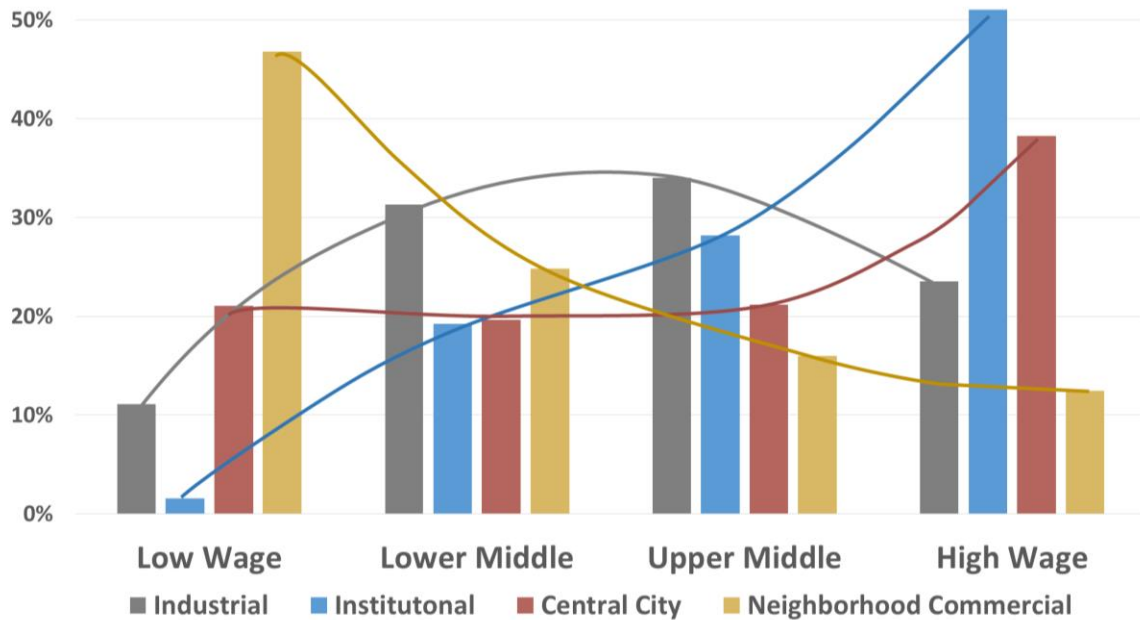
¹⁸ Entrix, West Hayden Island Economic Foundation Study, July 2010

¹⁹ Worley Parsons, Operational Efficiencies of Ports/Terminals Worldwide, 2012

XI. WAGE DISTRIBUTION AND JOB POLARIZATION

The mix of businesses and employment geographies in the local economy shapes the income-distribution and economic equity of the population. As shown in Figure 35, employment in the Central City and institutional geographies is concentrated in high-wage occupations that primarily require college education; industrial geography employment is concentrated in middle-wage occupations; and neighborhood commercial employment is concentrated in low-wage occupations.

Figure 37. Wage Quartile Comparison of Portland’s Employment Geographies, 2012

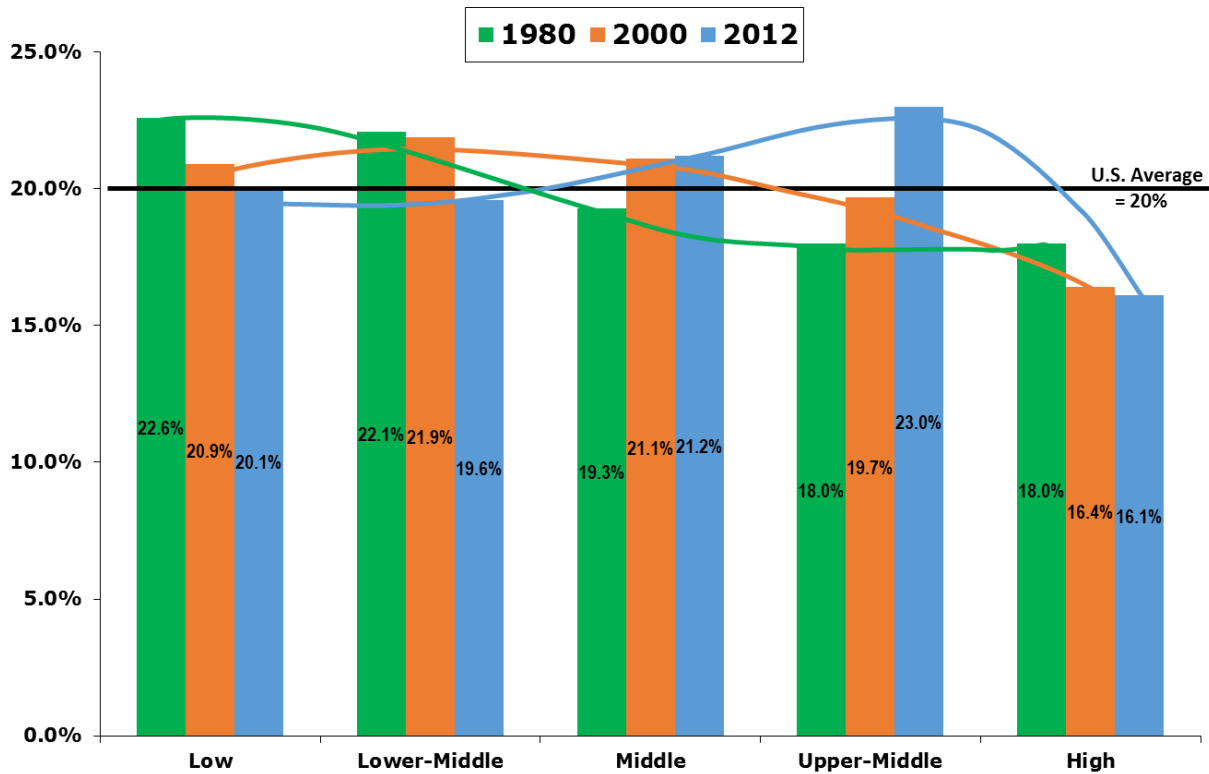


Source: Bureau of Planning and Sustainability. The wage distribution of covered employment in Portland’s EOA employment geographies is grouped by citywide wage quartiles. The Low Wage quartile is less than \$26,400 annually; Lower Middle is \$26,400-46,400; Upper Middle is \$46,400-67,600; and High Wage is more than \$67,600.

Since 1980, the wage distribution of the economy has been changing, and job growth has become increasingly polarized in low- and high-wage occupations with shrinking middle-wage job opportunities ([Josh Lehrer, 2012](#)). This national trend is mirrored in the state and the region. For the majority of the workforce that doesn’t have a 4-year college degree, middle-wage job opportunities are primarily in industrial and administrative-support occupations.

Portland has been less affected by this trend, having a relatively balanced economy that supports a predominantly middle-class population ([Brookings Institution, Berube and Tiffany, 2004](#)). Nevertheless, Portland’s primarily lower-middle income distribution of households in 2000 has shifted to a more upper-middle income distribution by 2012, as shown in Figure 36.

Figure 38. Proportion of Households in Portland by National Quintile Income Category

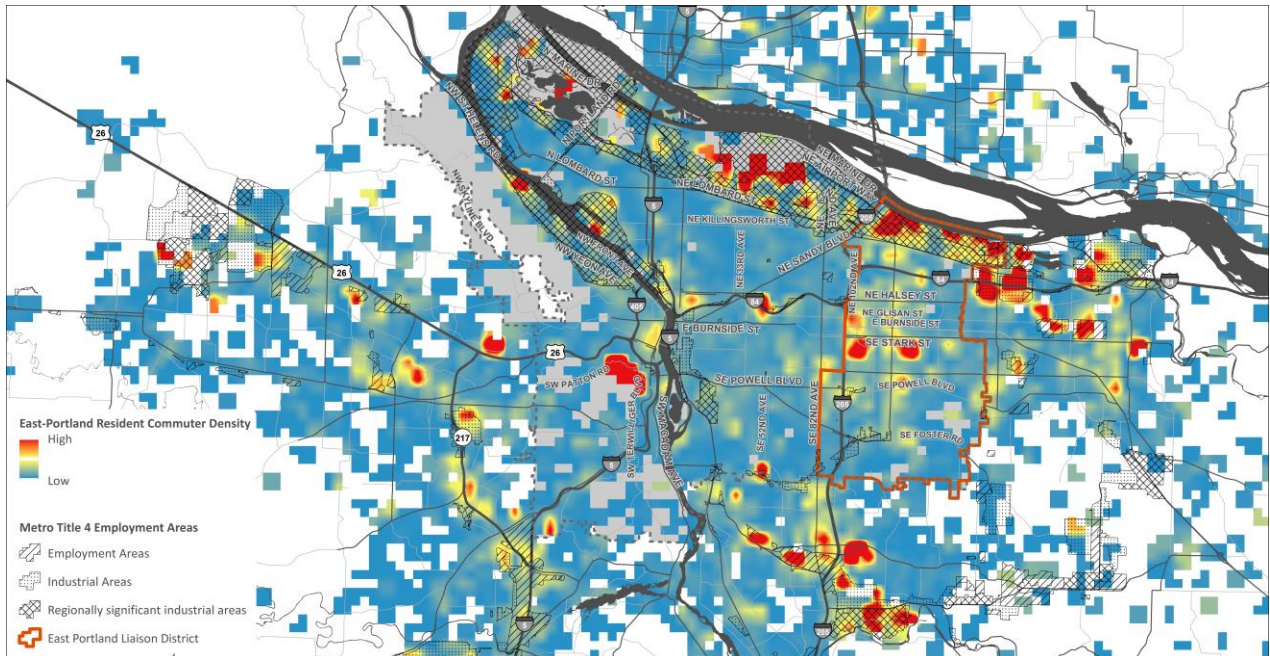


Source: Bureau of Planning and Sustainability and Brookings Institution (Alan Berube and Thatcher Tiffany, *The Shape of the Curve*, August 2004) from U.S. Census data. The income distribution of Portland households is grouped by national income quintile categories.

Industrial job growth also provides an important equity role in expanding income self-sufficiency for Portland’s diverse population and reducing income disparities for people of color and East Portland residents. For example, 27% of the workers of color in Multnomah County are employed in middle-wage industrial occupations, compared to 17% of white workers ([Coalition of Communities of Color, 2010](#)). In contrast, only 23% of workers of color are employed in the high-wage professional and management occupations, compared to 44% of white workers. As a result, people of color are disproportionately impacted by job-polarization trends and slower industrial job growth.

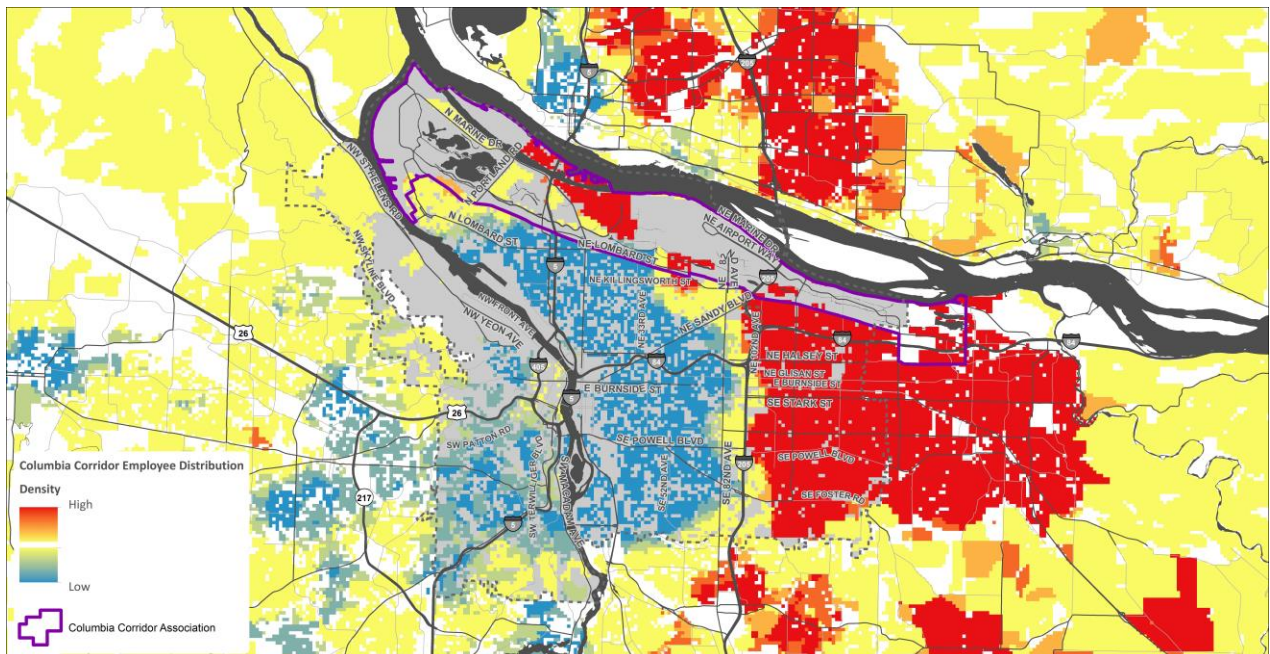
Similarly, residents of the East Portland neighborhoods work disproportionately in industrial districts and especially the Colombia Corridor, as shown in Figure 37. Conversely, workers in the Colombia Corridor industrial districts live primarily east of I-205 and are underrepresented in inner and West Portland neighborhoods, as shown on Figure 38. While labor markets are commonly considered to be regional in scale, there also appears to be substantial interdependence between East Portland’s predominantly middle-/moderate-income neighborhoods and Portland’s large middle-wage industrial districts.

Figure 39. Where East Portland Residents Work



Source: Bureau of Planning and Sustainability (August 2014) from Longitudinal Employment and Housing data, U.S. Census.

Figure 40. Where Columbia Corridor Workers Reside



Source: Bureau of Planning and Sustainability (August 2014) from Longitudinal Employment and Housing data, U.S. Census.

XII. EOA IMPLICATIONS

This section is intended to *set the stage* for the next steps of this economic opportunities analysis. Key implications of this trends and opportunities analysis for remaining portions of the economic opportunities analysis are summarized as follows:

- Long-term job growth trends have fluctuated and create uncertainty for forecasting growth in the coming decades. The 2000’s were a period of relatively slow job growth not only for Portland but for the metro region and nationally. Despite an economic downturn experienced just after 2000, followed by modest growth and a major recession at end of the decade, Metro is projecting that the nation and region should expect to return to a more normalized pattern of job recovery and stronger growth over the long-term horizon of the next 25 years.
- For Portland, another question is whether the city will maintain the 25% capture rate of regional job growth that Multnomah County experienced over the 1980-2008 period. Portland’s capture rate fell to 5% in the 2000-2008 business cycle and has since rebounded to 23% in the 2008-2013 period. The answer to this question has significant ramifications not only for Portland’s economic vitality but for regional urban growth management.
- Finally, it is apparent that the “hot spot” locations where job growth is occurring within the City have shifted in recent years. The focus of added Central City job gains has shifted from the traditional downtown core toward adjacent areas in the River and Lloyd commercial / mixed use districts and the emerging incubators of the Central Eastside and Lower Albina. Similar shifts are occurring within and between the City’s industrial, urban center and neighborhood commercial areas. In numerical terms, by far the strongest growth has been within Portland’s institutional geography.

As a final note, this Task 1 report has focused on employment in terms of Goal 9 requirements for an Economic Opportunities Analysis. The resulting employment analysis addresses trends with respect to the number and types of jobs including categorization by land use designation. However, it is important to note that employment is one of many approaches to measuring economic activity.

Because the focus of this report is how business uses land, employment and building development are emphasized. Other factors – such as wage levels, technology and capital intensiveness, monetary output and comparative regional advantage (or location quotients) – are not directly considered. This report also does not evaluate which industries and jobs the region should endeavor to encourage, but rather reports past trends as illustrated via employment data.

APPENDIX A. FOCUS GROUP PARTICIPANTS

As identified by the following listing, a total of 58 individuals participated in six focus groups conducted in 2009 for this Economic Opportunities Analysis. The interest and time given by all participants is gratefully acknowledged.

Figure 41. Focus Group Participants

Participant Name	Firm/Organization
Central City Office:	
Gregory Goodman	City Center Parking
Ted Gilbert	Gilbert Brothers
David Lake	Liberty NW
Scott Andrews	Melvin Mark Companies
Jeff Bourlag	NBS Realtors
Brian Owendoff	Opus NW
Steve Pfeiffer	Perkins Coie
Bernie Bottomly	Portland Business Alliance
Carly Riter	Portland Business Alliance
Josh Schlesinger	Schlesinger Companies
Matt Cole	Shorenstein
Close In Incubator:	
Pete Eggspuehler	Beam Development
Eva Schweber	Cube Space
Debbie Kitchin	Inter Works
Mickael Zokoych	Michael's Italian Beef & Sausage
Peter F. Fry	Planning Consultant
Daniel Yates	Portland Spirit
Bob Rogers	Robert R. Rogers Co.
David Lorati	School Specialty Co.
Manufacturing & Distribution:	
Corky Collier	Columbia Corridor Alliance
D. A. Albrecht	Concordia University
Jay Griffith	Evraz Inc NA
Wayne Matulich	ITT Technical
Linda Craig	Norris & Stevens
Gary Hunt	Oregon Transfer
Ann Gardner	Schnitzer Steel
Mike Williams	Silver Eagle Manufacturing
Deon Kampfer	WM

Participant Name	Firm/Organization
Neighborhood Commercial:	
Michael Zokoych	Central Eastside Industrial Council
Cindy Sturm	Cindy Sturm Real Estate
Bob LeFeber	Commercial Realty Advisors
Jean Baker	Division Clinton
Tony Fuentes	NW Children's Business/Fox Chase Alliance
Michelle Marx	SERA Architects
Gerry Boeher	St. Johns Boosters
TOD/Mixed Use Corridors:	
Pete Eggspuehler	Beam Development
John Carroll	Carroll Investments
Kevin Cavanaugh	Cavanaugh Development
Jeana Woolley	JM Woolley & Associates
Tom Kemper	Kemper Company, LLC
Vern Rifer	Rifer Development
Kim Knox	Shiels Oblatz Johnsen
Rick Gustafson	Shiels Oblatz Johnsen
Campus Institutional:	
Theresa Paulson	Concordia University
Michael Sestric	Institutional Facilities Coalition
Scott Davis	Kaiser Permanente
Richard Bettega	Lewis & Clark College
David Groff	Linfield College
Glenn Ford	Linfield College
Gary Andeen	Oregon Independent Colleges Association
Wing-Kit Chung	Portland Community College
Ty Wyman	Providence Medical Center
Edwin McFarlane	Reed College
Jennifer Baters	Reed College
Townsend Angel	Reed College
Andrea Cook	Warner Pacific College
Steve Stenberg	Warner Pacific College

APPENDIX B. SUPPLEMENTAL DATA TABLES

On the following pages are provided supplemental detailed U.S. employment trend and projection data covering:

- U. S. Non-Farm Employment Trend and Projection (by employment sector and covering the 1980 – 2035 time period)
- Portland Metro Location Quotients Relative to the U.S. (by employment sector and covering the 1990 – 2035 time period)

Figure 42. U.S. Non-Farm Employment Trend & Projection (1980-2035)

	U. S. Employment (in millions)												Annual % Change		% of Total		
	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025	2030	2035	1990-05	2005-35	1990	2005	2035
Total Non-Farm Jobs	90.53	97.51	109.49	117.31	131.79	133.69	135.62	146.5	153.33	159.9	166.49	173.54	1.3%	0.9%	100.0%	100.0%	100.0%
Private Employment	74.15	80.98	91.08	97.87	111	111.89	113.24	123.29	129.36	135.4	141.28	147.88	1.4%	0.9%	83.2%	83.7%	85.2%
Manufacturing	18.73	17.82	17.70	17.24	17.27	14.23	11.99	12.78	12.63	12.00	11.52	11.14	-1.4%	-0.8%	16.2%	10.6%	6.4%
Durable Goods	11.68	11.03	10.74	10.37	10.88	8.96	7.46	8.20	8.04	7.57	7.28	7.10	-1.2%	-0.8%	9.8%	6.7%	4.1%
Lumber	N/A	N/A	0.54	0.57	0.61	0.56	0.43	0.55	0.53	0.49	0.46	0.47	0.2%	-0.6%	0.5%	0.4%	0.3%
Primary Metals	N/A	N/A	0.69	0.64	0.62	0.47	0.37	0.38	0.37	0.37	0.33	0.29	-2.5%	-1.6%	0.6%	0.4%	0.2%
Fabricated Metals	N/A	N/A	1.61	1.62	1.75	1.52	1.29	1.47	1.50	1.45	1.39	1.30	-0.4%	-0.5%	1.5%	1.1%	0.7%
Machinery	N/A	N/A	1.41	1.44	1.46	1.17	1.05	1.20	1.18	1.11	1.05	1.00	-1.2%	-0.5%	1.3%	0.9%	0.6%
Electronics	N/A	N/A	1.90	1.69	1.82	1.32	1.15	1.01	0.94	0.90	0.94	1.01	-2.4%	-0.9%	1.7%	1.0%	0.6%
Transport. Equipment	N/A	N/A	2.13	1.98	2.06	1.77	1.39	1.61	1.47	1.24	1.11	1.10	-1.2%	-1.6%	1.9%	1.3%	0.6%
Oth. Durables	N/A	N/A	2.45	2.43	2.56	2.15	1.79	1.99	2.05	2.01	1.99	1.92	-0.9%	-0.4%	2.2%	1.6%	1.1%
Non-Durables	7.05	6.78	6.96	6.87	6.39	5.27	4.53	4.58	4.59	4.43	4.25	4.04	-1.8%	-0.9%	6.4%	3.9%	2.3%
Food Proc.	N/A	N/A	1.51	1.56	1.55	1.48	1.45	1.55	1.62	1.62	1.62	1.61	-0.1%	0.3%	1.4%	1.1%	0.9%
Paper	N/A	N/A	0.65	0.64	0.60	0.48	0.41	0.42	0.43	0.42	0.40	0.38	-2.0%	-0.8%	0.6%	0.4%	0.2%
Other Non-Dur.	N/A	N/A	4.80	4.67	4.23	3.31	2.67	2.61	2.55	2.39	2.22	2.05	-2.4%	-1.6%	4.4%	2.5%	1.2%
Non-Manufacturing	71.79	79.69	91.79	100.07	114.53	119.45	123.63	133.71	140.71	147.90	154.95	162.39	1.8%	1.0%	83.8%	89.3%	93.6%
Natural Resources	1.08	0.97	0.76	0.64	0.60	0.63	0.72	0.66	0.56	0.55	0.53	0.53	-1.2%	-0.6%	0.7%	0.5%	0.3%
Construction	4.45	4.79	5.27	5.28	6.79	7.33	6.52	7.61	8.11	8.74	9.57	10.47	2.2%	1.2%	4.8%	5.5%	6.0%
Wholesale Trade	4.56	4.91	5.27	5.43	5.93	5.76	5.76	6.35	6.98	7.66	7.87	7.69	0.6%	1.0%	4.8%	4.3%	4.4%
Retail Trade	10.24	11.73	13.18	13.90	15.28	15.28	15.40	15.59	15.38	15.38	15.32	15.44	1.0%	0.0%	12.0%	11.4%	8.9%
Auto parts	N/A	N/A	1.49	1.63	1.85	1.92	1.95	1.81	1.79	1.78	1.80	1.80	1.7%	-0.2%	1.4%	1.4%	1.0%
Food & Bev.	N/A	N/A	2.78	2.88	2.99	2.82	2.94	2.78	2.61	2.60	2.55	2.52	0.1%	-0.4%	2.5%	2.1%	1.5%
Other Retail	N/A	N/A	8.91	9.39	10.44	10.54	10.51	10.89	10.96	11.00	10.99	11.12	1.1%	0.2%	8.1%	7.9%	6.4%
TWU	3.61	3.73	4.22	4.51	5.01	4.92	4.95	5.76	6.38	6.88	7.19	7.23	1.0%	1.3%	3.9%	3.7%	4.2%
Information	2.36	2.44	2.69	2.84	3.63	3.06	2.78	2.96	3.15	3.44	3.80	4.32	0.9%	1.2%	2.5%	2.3%	2.5%
Printing	N/A	N/A	0.87	0.91	1.03	0.90	0.80	0.82	0.84	0.86	0.89	0.95	0.2%	0.2%	0.8%	0.7%	0.5%
Internet, etc.	N/A	N/A	1.82	1.93	2.59	2.16	1.98	2.14	2.32	2.58	2.91	3.37	1.1%	1.5%	1.7%	1.6%	1.9%
Financial Activities	5.02	5.81	6.61	6.83	7.69	8.15	8.24	8.57	8.42	8.44	8.44	8.61	1.4%	0.2%	6.0%	6.1%	5.0%
Finance & Ins.	N/A	N/A	4.98	5.07	5.68	6.02	6.11	6.33	6.22	6.21	6.22	6.39	1.3%	0.2%	4.5%	4.5%	3.7%
Real Estate	N/A	N/A	1.64	1.76	2.01	2.13	2.13	2.24	2.20	2.23	2.22	2.22	1.8%	0.1%	1.5%	1.6%	1.3%
Professional Business	N/A	N/A	10.85	12.85	16.67	16.94	17.73	21.96	25.16	28.42	32.30	36.37	3.0%	2.6%	9.9%	12.7%	21.0%
Pro., Sci., Tech.	N/A	N/A	4.54	5.08	6.70	7.02	7.88	8.98	10.20	12.29	14.79	17.96	2.9%	3.2%	4.1%	5.3%	10.3%
Mgmt. of Companies	N/A	N/A	1.67	1.69	1.80	1.76	1.80	1.72	1.60	1.53	1.45	1.39	0.4%	-0.8%	1.5%	1.3%	0.8%
Admin & Waste	N/A	N/A	4.64	6.08	8.17	8.16	8.05	11.26	13.36	14.60	16.06	17.02	3.8%	2.5%	4.2%	6.1%	9.8%
Edu. & Health	7.07	8.66	10.98	13.29	15.11	17.37	19.90	21.61	22.87	23.64	24.09	24.81	3.1%	1.2%	10.0%	13.0%	14.3%
Education	N/A	N/A	1.69	2.01	2.39	2.83	3.24	3.06	3.01	3.05	3.06	3.09	3.5%	0.3%	1.5%	2.1%	1.8%
Health Care	N/A	N/A	9.30	11.28	12.72	14.54	16.66	18.55	19.86	20.60	21.03	21.73	3.0%	1.3%	8.5%	10.9%	12.5%
Leisure & Hospitality	6.72	7.87	9.29	10.50	11.86	12.81	13.53	14.12	14.39	14.73	14.95	15.33	2.2%	0.6%	8.5%	9.6%	8.8%
Arts & Entertain.	N/A	N/A	1.13	1.46	1.79	1.89	1.97	1.95	2.09	2.29	2.42	2.54	3.5%	1.0%	1.0%	1.4%	1.5%
Accomm. & Food Ser.	N/A	N/A	8.15	9.04	10.07	10.92	11.56	12.17	12.30	12.44	12.53	12.79	2.0%	0.5%	7.4%	8.2%	7.4%
Other Services	2.75	3.37	4.26	4.57	5.17	5.39	5.72	5.31	5.34	5.52	5.69	5.93	1.6%	0.3%	3.9%	4.0%	3.4%
Govt., Civilian, total	16.38	16.53	18.41	19.43	20.79	21.81	22.38	23.21	23.97	24.50	25.20	25.66	1.1%	0.5%	16.8%	16.3%	14.8%

Source: Global Insight, *2008 QR US Long-Term Outlook*, as compiled by Metro.

Figure 43. Portland Metro Location Quotients Relative to U.S. (1990-2035)

	1990	1995	2000	2005	2008	2010	2015	2020	2025	2030	2035
Manufacturing, total	1.06	1.09	1.12	1.18	1.22	1.27	1.23	1.22	1.26	1.28	1.30
Durable Goods, total	1.25	1.29	1.34	1.43	1.45	1.53	1.45	1.45	1.51	1.54	1.56
Wood Products	2.21	1.54	1.31	1.45	1.34	1.22	1.15	1.12	1.14	1.12	1.05
Primary Metal	1.86	1.47	1.68	1.77	2.09	2.22	2.03	1.82	1.67	1.66	1.72
Fabricated Metal	1.01	1.13	1.06	1.12	1.11	1.16	1.07	1.01	1.00	1.00	1.02
Machinery	0.98	1.01	0.97	0.96	0.95	0.96	0.85	0.80	0.80	0.80	0.81
Electrical Machinery	2.23	2.70	3.07	3.77	3.75	3.63	4.38	4.79	5.01	4.86	4.56
Transportation Equipment	0.67	0.67	0.73	0.69	0.71	0.83	0.74	0.82	0.97	1.07	1.06
Non-durable Goods, total	0.78	0.79	0.76	0.77	0.80	0.85	0.84	0.82	0.82	0.83	0.84
Food Processing	0.95	0.86	0.77	0.79	0.83	0.85	0.79	0.72	0.68	0.65	0.64
Paper	1.75	1.55	1.46	1.40	1.32	1.45	1.47	1.39	1.36	1.35	1.37
Non-manufacturing, total	1.03	1.03	1.01	1.01	1.00	1.00	1.01	1.01	1.01	1.01	1.01
Natural Resources	0.40	0.44	0.42	0.39	0.28	0.31	0.31	0.32	0.30	0.29	0.27
Construction	1.05	1.20	1.06	1.08	1.17	1.22	1.09	1.03	0.99	0.93	0.89
Retail Trade	0.94	0.93	0.95	0.93	0.95	0.94	0.98	0.96	0.96	0.97	0.98
Motor Vehicle & Parts	1.09	1.04	1.04	1.00	0.97	0.92	1.01	1.07	1.08	1.09	1.08
Food & Beverage Stores	0.82	0.80	0.85	0.89	0.93	0.89	0.97	1.01	1.01	1.03	1.05
Other Retail	0.96	0.95	0.96	0.93	0.95	0.96	0.97	0.93	0.93	0.94	0.94
Transp., Warehouse, & Utilities	1.13	1.08	1.04	1.02	0.98	1.01	1.00	0.95	0.91	0.90	0.93
Information, total	0.90	0.93	0.97	1.02	1.09	1.08	1.11	1.14	1.14	1.12	1.05
Publishing	0.78	0.99	1.27	1.37	1.56	1.66	1.86	2.14	2.36	2.51	2.48
Internet & Other	0.97	0.90	0.85	0.87	0.90	0.85	0.83	0.78	0.74	0.69	0.64
Finance Activities	1.14	1.13	1.14	1.14	1.13	1.12	1.20	1.28	1.34	1.39	1.42
Finance & Insurance	0.91	0.91	0.99	0.99	0.95	0.96	1.04	1.11	1.17	1.21	1.24
Real Estate	1.84	1.77	1.57	1.55	1.62	1.61	1.63	1.74	1.80	1.89	1.96
Pro. Business Services	1.08	1.14	1.06	1.03	1.01	1.01	0.93	0.88	0.83	0.78	0.73
Pro., Sci., & Tech.	1.21	1.20	0.98	0.95	0.91	0.90	0.89	0.85	0.76	0.67	0.59
Mgmt. of Companies	0.92	1.23	1.52	1.56	1.62	1.61	1.95	2.32	2.66	3.10	3.56
Admin. Support	1.01	1.05	1.02	0.99	0.96	0.99	0.81	0.73	0.70	0.67	0.65
Edu. & Health Care	1.01	0.92	0.92	0.94	0.92	0.90	0.95	1.01	1.07	1.14	1.19
Educational	1.04	0.98	1.02	1.00	0.96	0.96	1.09	1.21	1.29	1.38	1.45
Health Care	1.00	0.91	0.90	0.92	0.91	0.89	0.92	0.98	1.03	1.10	1.15
Leisure & Hospitality	1.03	1.01	0.98	0.96	0.96	0.95	0.99	1.03	1.05	1.08	1.09
Arts, Entertainment & Rec.	1.32	1.13	0.99	0.95	0.92	0.91	0.98	0.99	0.96	0.96	0.95
Accommodation & Food	0.99	0.99	0.98	0.96	0.97	0.96	0.99	1.03	1.07	1.10	1.12
Other Services	0.91	0.89	0.88	0.87	0.88	0.83	1.04	1.15	1.21	1.27	1.28
Government, Civilian total	0.89	0.85	0.90	0.90	0.91	0.91	0.86	0.85	0.85	0.83	0.85
Federal, Civilian	0.89	0.85	0.89	0.91	0.87	0.87	0.85	0.81	0.78	0.75	0.73
State & Local	0.81	0.79	0.84	0.85	0.86	0.86	0.82	0.81	0.82	0.81	0.83

Source: Global Insight, 2008 QR US Long-Term Outlook and Metro.

APPENDIX C. PORTLAND HARBOR INDUSTRIAL LAND SUPPLY ANALYSIS

Portland Harbor: Industrial Land Supply Analysis

Prepared for the City of Portland:
Bureau of Planning and Sustainability

Prepared by ECONorthwest

in association with:

Maul Foster & Alongi, Inc.
and
Bonnie Gee Yosick llc

ECONorthwest
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May 2012

Preface

This report addresses four questions about land in the Portland Harbor area. It supports the City of Portland's efforts to update its Economic Opportunities Analysis, plan for the land use in the Harbor area, and address issues related to the development and conservation of West Hayden Island.

ECONorthwest was the lead consultant to the City on this evaluation, assisted by subconsultants Maul Foster & Alongi, and Bonnie Gee Yosick LLC. This consultant team had substantial and appreciated assistance from many sources, but especially: City of Portland Bureau of Planning and Sustainability, Port of Portland, Port of Vancouver, Working Waterfront Coalition, and BST Associates.

Despite the assistance, ECONorthwest and its subcontractors alone are responsible for the report's contents. The report has been reviewed by City staff and an advisory committee, but the views expressed are those of the consultants and may not be shared by others who contributed to or reviewed this report.

Throughout the report ECONorthwest has identified sources of information and assumptions used in the analysis. Within the limitations imposed by uncertainty and the project budget, staff at ECONorthwest and the Bureau of Planning and Sustainability at the City of Portland have made every effort to check the reasonableness of the data, methods, and assumptions and to test the sensitivity of the results to changes in key assumptions. Any forecast of the future is uncertain. The fact that ECONorthwest and its team members evaluate the assumptions in this report as reasonable does not guarantee that those assumptions will prevail.

Summary

This evaluation starts from the assumption, embedded in the economic development policies of all local governments in the region, that the retention, expansion, and relocation to the region of industrial sectors is something that the region desires. It addresses the capacity of industrial land in the Portland Harbor area to accommodate future development, both for new public marine terminals and private marine-dependent businesses. It addresses *four questions posed by the City*:

1. Are the methods the City used to estimate the location and amount of vacant, partially vacant, and potentially buildable industrial land in the Portland Harbor area likely to yield reasonable estimates?
2. Given the estimated land supply in the Portland Harbor area, how suitable for a public marine terminal are the few sites identified by the City as having the best potential to accommodate such a terminal?
3. If those sites do not develop as marine terminals (for whatever reasons) to what extent can the Port of Vancouver play a role in accommodating forecasted cargo demand in the Portland region?
4. Finally, if existing vacant land in the harbor area and in Vancouver is estimated to be insufficient to accommodate forecasted or desired transshipment or industrial activity, what is the potential for more efficient use of industrial land in the Portland Harbor study area? That question implies answering the question: What does more efficient use of industrial land mean, and how would it be measured?

SUPPLY OF VACANT OR UNDERUTILIZED INDUSTRIAL LAND

The methods used for the City's evaluation of the supply of vacant land in the Harbor Area are sound, state of the practice, and produce results that have been confirmed by independent methods. When looking for where in the Harbor Area is vacant land that could potentially be assembled into a 100-acre (or, at a minimum, a 50-acre) site with waterfront access? the City correctly identified the two sites with greatest potential: Atofina and Time Oil.

POTENTIAL FOR MARINE TERMINAL SITES

Public marine terminals have specific land use requirements that are difficult to find. Ideally, sites must be large and flat, inside of an industrial zone, have significant shoreline on a navigable river, be served by both rail and truck, and free of contamination, wetlands, or other environmental constraints. Excluding West Hayden Island, there are no sites in the Portland Harbor that meet these ideal requirements, though there are a few sites that come close. This should not imply that West Hayden Island meets all the ideal site requirements (in fact West Hayden Island lacks sufficient truck access, and is constrained by wetlands), but is simply stating that the West Hayden Island site is outside the boundary of our study area. The questions are: how close do they come, and is there a way to cost-effectively develop these sites as productive public marine terminals?

The City of Portland identified the two sites in the Portland Harbor that are most likely to be suitable for development of a new public marine terminal: the Atofina site, and the Time Oil site. Of these two sites, development is technically possible on either, but there are major hurdles that would add significant costs. Both sites have some level of contamination, both sites would require negotiation and property acquisition from numerous property owners, and both sites are smaller than desirable, which precludes the possibility of an onsite rail loop. Ultimately, issues related to the Superfund cleanup of the Willamette River make all sites in the Portland Harbor very challenging (if not altogether unfeasible) for development in the near future.

ROLE OF VANCOUVER IN PROVIDING HARBOR-AREA INDUSTRIAL LAND

Recent forecasts suggest that under mid-range assumptions about cargo demand, the Port of Portland's existing marine terminals will reach the limits of their capacity (for at least some cargo types) in the next several decades. Once these facilities meet their capacity, the Port will need to develop new facilities, or else turn away demand. The Port of Vancouver shares many of the same attributes that make the Port of Portland an attractive place for marine shipping. Thus, the Port of Vancouver is a logical place to site new marine terminals, if sites are unavailable in the 4,000-acre Portland Harbor.

Projecting future land needs to accommodate demand for public marine terminals is difficult, and even the best forecasts suggest a wide-range of potential outcomes. Given mid-range (and presumably most likely) scenario for future demand, the Port of Vancouver may, in theory, have

enough developable land to accommodate regional growth in cargo volumes through 2040. The assumptions in variation of the mid-range forecasts show the Portland-Vancouver Region needing an additional 200 to 600 acres for new terminals by 2040: there is vacant industrial land with water-access that is in that range. In practice, however, competing demands for Port of Vancouver lands, policies and competition among affected jurisdictions, and the potential for higher growth in cargo volumes all make it possible, if not likely, that the land controlled by the Port of Vancouver would not be able to accommodate all of the regional demand for marine cargo. The “high” forecast of cargo demand, for example, is three times the mid-range demand.

From a regional perspective, it makes little difference whether terminal development occurs in Portland or Vancouver. Both cities function as part of the same regional economy, and share the same infrastructure and labor pool. At a local level, however, if demand for public marine terminals is shifted from Portland to Vancouver, the City of Portland would lose some industrial jobs and the income they generate to Vancouver.

POTENTIAL FOR INCREASED EFFICIENCIES IN THE USE OF LAND

Typical measures of efficiency of land use include employment, real market value, and built space. Harbor industrial development tends to have low floor-area ratios (FAR) and a relatively low number of jobs per acre. Thus, typical measures of efficiency would all tend to improve if industrial land were converted to other commercial uses. But industrial lands in general, and harbor lands in the case of this study, are clearly an important piece of the regional economy. Therefore, we suggest two alternative measures of efficiency that are more appropriate for harbor industrial land: value added and tonnage of cargo.

Data from recent years show some measures of economic output have been increasing faster than vacant land is being converted to developed land, and other measures have not. The region should continue to track these measures and adopt policies with the intention of increasing measures of economic output faster than vacant land is converted to developed land. This seems like an objective that could appeal to people with different interests: economic development, environmental amenity, or smart growth.

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Chapter 1 INTRODUCTION

Section 1.1 describes events leading to this study and what the City hopes to learn from it. The City wants to evaluate the potential for the Portland Harbor to support economic activity. It has four questions about the capacity of land in the Portland Harbor to support future economic activity: (1) about the supply of vacant and underutilized land in the harbor area for marine terminals or water-dependent industrial uses; (2) about the land needs and potential land available for new port terminals; (3) about the role of Vancouver as a regional port; and (4) about potential changes in the use of industrial land (one aspect of which is referred to as “land efficiency”). **Section 1.2** describes how the rest of the report is organized.

1.1 BACKGROUND AND PURPOSE

The City of Portland (City) is the center of a large regional economy: there are about one million jobs in the seven-county metropolitan area, and almost 400,000 jobs within the city limits.

Many factors have contributed to the growth of the Portland economy, but one important factor is its ability to transport goods. Portland benefits from accessibility by highways (at the intersection of Interstates 5 and 84), rail (two Class 1 railroads - Union Pacific and BSNF, and short-line railroads), air (Portland International Airport), and sea (the Columbia and Willamette rivers).

The Portland Harbor is an industrial area located along the Willamette River that relies on the confluence of transportation infrastructure in the City (Exhibit 1.1). It contains about 4,000 acres of land located south of the Columbia River, west of I-5, and on both the east and west shores of the Willamette River. River-related industrial activities operate as a partnership between public marine terminals (owned and operated by the Port of Portland) and private businesses, including many marine-dependent industries. Key industrial sectors in the Portland Harbor include construction, manufacturing, warehousing, and transportation.

Over the past decade several studies of the Portland Harbor have been completed. The 2010 *West Hayden Island Economic Foundation Study* (prepared by Entrix for the City of Portland) summarized the conclusions of these studies:

“Portland Harbor serves as an economic engine for the metro regional economy... Past studies indicate that cargo and manufacturing activities dependent on waterborne transportation contribute significantly to the metro region’s economy. These studies indicate that marine-related economic activity generates from 20,000 to 100,000 jobs and from \$1.4 to 3.4 billion annually in regional income.”

Exhibit 1-1. Portland Harbor study area



Source: City of Portland, Bureau of Planning, 2011.

Another recent study, *Portland's Working Rivers: The Heritage and Future of Portland's Industrial Heartland* (2008 report prepared by Carl Abbott for the Working Waterfront Coalition) describes the impact of the harbor on the City. Some of its conclusions:

- The Portland Harbor is the nexus of a multi-modal system. The Willamette and Columbia rivers serve marine terminals, ocean shipping lines, barge lines, and bulk handling facilities. These waterborne facilities connect to railroads, interstates, commercial and general airports, and pipelines.
- Approximately 90% of harbor sites have access to rail routes, improving efficiency of transporting large loads from sea to land.
- Cargo forecasts by the Port of Portland further highlight the importance of the harbor: the volume of trade through Portland is expected to double by 2035.

In 2004, four river-related districts (Northwest Industrial District, Swan Island / Central Eastside, Rivergate, and Columbia Corridor) had employment about equal to the metropolitan area's three other industrial districts: the Sunset Corridor and 217 Corridor (where the electronics and computer industry is concentrated), and the Milwaukie/Clackamas Corridor (with a mix of manufacturing and distribution).

The importance of the harbor to the regional economy would be sufficient reason for the City to evaluate the harbor's needs for continued operation and expansion. But additional issues motivate the current evaluation. First, the City is in the process of concluding an extensive study of the City and regional economy (its *Economic Opportunities Analysis*, or EOA) as required by state land-use law. Second, the City has been engaged in studies of West Hayden Island, where there is a question about which land should be made available for future port development and which should be preserved as natural areas.¹ Answering that question depends in part on whether alternative areas in or near the Portland Harbor study area have land that is appropriate and sufficient for the water- and port-related development that is expected or desired.

Thus, though several studies of development issues in the Portland Harbor area have occurred in the last five years, the City wanted an evaluation to (1) synthesize and evaluate the findings of previous studies as they relate to the harbor economy and industrial land uses, and (2) address three specific questions related to the development of industrial land in the Portland Harbor.

To that end, the City asked ECONorthwest (ECO) to re-examine the inventory of existing harbor lands, both in Portland and the broader region (including Vancouver). This report addresses the capacity of industrially-designated land in the harbor area to accommodate future development,

¹ A current proposal for West Hayden Island is to devote 300 acres of land for marine terminal development, while setting aside 500 acres for open space.

both for new public marine terminals and private marine-dependent businesses. It addresses four questions posed by the City, each new question building from the answer of the question preceding it:

1. Are the methods the City used to estimate the location and amount of vacant, partially vacant, and potentially buildable industrial land in the Portland Harbor area likely to yield reasonable estimates?
2. Given the estimated land supply in the Portland Harbor area, how suitable for a public marine terminal are the few sites identified by the City as having the best potential to accommodate such a terminal?
3. If those sites do not develop as marine terminals (for whatever reasons), to what extent can the Port of Vancouver play a role in accommodating forecasted cargo demand in the Portland region?
4. If existing vacant land in the harbor area and in Vancouver is estimated to be insufficient to accommodate forecasted or desired transshipment or industrial activity, what is the potential for more efficient use of industrial land in the Portland Harbor study area? That question implies answering the question: What does more efficient use of industrial land mean, and how would it be measured?

By answering these questions, this report helps the City move forward in its planning processes. It provides information to help with assumptions that the City's *Economic Opportunities Analysis* may be making about industrial land supply and the efficiency (density) at which that land is likely to develop. It helps the City assess the importance of West Hayden Island as a site for future development of new public marine terminals by evaluating the (limited) potential of suitable sites for such development elsewhere in the Portland Harbor.²

² This report does not, however, include any analysis regarding the applicability of its findings to state, regional or local planning policies: such information will presumably be provided as part of any additional analysis by the City.

1.2 ORGANIZATION OF THIS REPORT

This report has three additional chapters and three appendices:

Chapter 2, Framework and Methods: Summary of economic concepts underlying the analysis, and specific methods used to answer the four questions that are the focus of this report.

Chapter 3, Analysis: Current and likely future conditions for key factors affecting economic activity in the Portland Harbor.

Chapter 4, Summary of Findings: Briefly restates the important conclusions of our analysis.

Appendix A: Research Methods: Framework for understanding and methods for conducting our analysis (more detail than is provided in Chapter 2 of the main report).

Appendix B: Port Terminal Site Evaluation Criteria: Used by Maul Foster & Alongi, Inc. to evaluate the feasibility of potential sites in the Portland Harbor.

Appendix C: Analysis of Harbor Land Capacity and Demand, Portland and Vancouver: Provides greater detail (including a wealth of tables) on the data-driven methods used, in part, to determine the potential for the Port of Vancouver to accommodate forecast demand for the Portland Harbor, if there are insufficient sites in Portland to accommodate all of the expected demand.

Appendix D: Mapping Analysis: Presents the results of the City's visual survey of aerial maps of the Portland Harbor to classify the lands in one of several categories.

Chapter 2 **FRAMEWORK AND METHODS**

Section 2.1 discusses a *framework* for evaluation: concepts that underlie any evaluation of this type. It discusses (1) the role of industrial activity in the economy, (2) definitions of industrial use and industrial land, (3) factors relating to the supply of and demand for industrial land, and (4) the concept of land efficiency: what is it, why does it matter, and how is it measured. **Section 2.2** is more specific about the *methods* used for the evaluation (review of previous studies, secondary data, case studies, interviews) and how they are used to address this study's four questions. **Appendix A** provides a more detailed description of our framework and methods.

2.1 FRAMEWORK

2.1.1 WHY CARE ABOUT INDUSTRIAL LAND?

This study starts from the assumption, embedded in the economic development policies of all local governments in the region, that the retention, expansion, and relocation to the region of industrial sectors is something that the region desires. Industrial activity and employment is mainly classified as export oriented (“traded sector”) and is likely to have jobs at higher than average wages.

2.1.2 DEFINING INDUSTRIAL LAND AND USERS

- **Industrial land:** What is commonly referred to as “industrial” land is land designated by a local government (in its comprehensive plan, and implemented by its zoning ordinances) to allow (but not necessarily require) industrial uses. In the Portland Harbor, the City does strictly limit non-industrial uses, and allows only river-related and river-dependent industry.
- **Harbor land:** A smaller subset of industrial land pertinent in this study is “harbor” land. For this study, we use the City’s definition of the “Portland Harbor.” A map of the Portland Harbor is shown previously in Exhibit 1-1.
- **Industrial users:** A recent analysis of industrial land published by the American Planning Association³ used NAICS codes to define “industrial use” in urban areas, including a “strict” definition of construction, manufacturing, wholesale trade, and transportation and warehousing. This list, however, does not necessarily reflect the types of businesses that require industrial land. For example, many jobs in the construction industry are not physically located at a

³ Howland, Marie. 2011. “Planning for Industry in a Post-Industrial World: Assessing Industrial Lands in a Suburban Economy.” *Journal of the American Planning Association*. Winter, Vol 77, No 1. pp 39-53.

central, industrial location, but instead operate on sites throughout the region. Therefore, one should not focus exclusively on a list of NAICS codes to identify the range of businesses that could have demand for industrial land in Portland.

- **Public marine terminals:** Our analysis treats public marine terminals (i.e., the Port of Portland facilities) differently from other uses of harbor industrial land. These port terminals function as public infrastructure, facilitating economic activity for other industries in the region.

2.1.3 SUPPLY OF AND DEMAND FOR INDUSTRIAL LANDS

The total amount of land inside the Portland city limits is essentially fixed. Thus, for the City of Portland, the question of land supply focuses on how much land is vacant, partially vacant, or underutilized, and how much land is constrained (by environmental contamination, environmental overlays, and other issues).

In general, industrial land must accommodate most job growth in “industrial” sectors. It must also accommodate some job growth in “non-industrial” sectors. In other words, not all jobs in “industrial” sectors use industrially-designated land, and not all industrially-designated land is used by “industrial” sectors.

Analysis of land *supply* is about estimation, not forecasting. The use of “data layers” from Geographic Information Systems (GIS) is the standard technique for such estimation. Because it is estimation, the uncertainty is not about the future, but about the data and assumptions that are used to describe what is on the ground now. Our evaluation consists of a review of the data and assumptions.

Factors affecting supply and demand are not independent. Businesses and developers choose the land with the best value. Price makes a difference. In the Portland Harbor land may be more expensive (cost per acre) than at the region’s periphery. But land in the Portland Harbor is also close to the downtown, labor markets, port terminals, and interstate highways. If it is only a little more expensive, it may still be a preferred location for growth. If it becomes too expensive, then prospective industrial users may locate elsewhere, on land that provides a better value (for example, because lower land cost and congestion are judged to more than offset the higher costs of being more distant from a preferred location). Businesses that need water access would have an incentive to bid more for land providing that access, and other businesses would find better value in alternative locations.

2.1.4 “EFFICIENT” USE OF INDUSTRIAL LAND

Efficiency is a measurement of how much output is produced per unit of input. In this case, the City’s concern is about the amount of economic activity (output) generated per acre of land (input).

Traditional measures of efficiency

Typical measures of efficiency of land use include employment, real market value, and built space. These measures look at the amount of economic activity occurring on a property, but give relatively low marks to industrial development. Compared to an office tower, an acre of industrial development is likely to have much lower assessed value, employment, and gross square footage of built space. Thus, measures of the efficiency of employment land based on any of these measures in the numerator would all tend to improve if industrial land were converted to commercial uses.

But industrial lands (and harbor lands) are clearly important to the regional economy. If every jurisdiction allowed vacant industrial land to convert to commercial uses on the assumption that some other jurisdiction would provide the industrial land, the regional supply of industrial land would get smaller quickly. Land with port access is a particularly important and relatively rare component of all regional industrial land. Marine terminals provide access to other markets, facilitating commerce, and allowing traded-sector businesses to export their goods to other markets.

Alternative measures of the output component of efficiency

To evaluate the efficiency of the use of industrial land in the Portland Harbor, one needs a definition of efficiency that makes sense for industrial land. We suggest two alternative measures of efficiency that are most appropriate for harbor industrial land: value added, and tonnage of cargo.

- **Value added:** Value added is defined as the value of outputs (per unit or in the aggregate) minus the cost of inputs purchased from other firms used to create output.⁴ Proponents of the industrial and manufacturing sectors point to its potential for high “value added.” One measure of the efficiency of a fixed supply of industrial harbor land would be the amount of value added generated per acre for businesses located in the harbor.
- **Cargo:** There is a reasonable argument that much of the industrial land in the Portland Harbor area serves a regional need for

⁴ In that sense, value added is a measure of a firm’s contribution to GDP. Another way to think about this is that everything that a firm itself puts into the production of a product (primarily the labor of its employees and capital) “add value” to the raw materials and intermediate goods and services it purchases to make its final product.

transshipment. Therefore, a regional measure of transshipment activity might be appropriate for measuring the efficiency of such land. Some measure of cargo (e.g., tonnage, volume, value, berth utilization) is an obvious choice. Because data are more readily available for tonnage of cargo, that is an alternate measurement of land-use efficiency in the Portland Harbor that we examine in this report. If the City were interested in tracking these alternative efficiency measures in the future, then tracking multiple measures of cargo (i.e., tonnage and value) would provide a more complete picture of cargo trends.

2.2 METHODS

2.2.1 GENERAL DATA SOURCES AND TECHNIQUES

To conduct our analysis, we used the following data sources:

- **Existing studies.** Extensive analysis has been conducted regarding the Portland Harbor, industrial land, and port terminals. These efforts result in a library of reports and studies addressing different aspects of the regional economy. Appendix A includes a list of recent (or ongoing) studies that were reviewed in our analysis.
- **Secondary data sources.** ECO incorporated many secondary data sources into its analysis.⁵ As with “existing studies,” the objective is to leverage past research efforts to answer the questions posed in this study. Appendix A includes a list of the secondary data sources used in our analysis.
- **Interviews:** Many people in the Portland area have special knowledge of, and interest in, the Portland Harbor. ECO interviewed individuals from both the public and private sectors, and reviewed notes on past interviews that had been conducted for recent related studies.

2.2.2 EVALUATING CITY METHODS USED TO ESTIMATE PORTLAND HARBOR BUILDABLE LAND SUPPLY

ECONorthwest used the following methods to address this question:

⁵ Secondary data sources are ones collected and readily available by someone other than the user (in this case ECONorthwest). Typical secondary sources are government agencies (e.g., U.S. Census, ODOT, Metro, Port of Portland).

- Review of studies summarizing industrial and harbor land supply: *Industrial Districts Atlas* (2004) and *Harbor ReDI Industrial Sites Analysis* (2009).
- Review of GIS shape files and cross-referencing to staff aerial analysis of harbor lands and Google Earth aerial photos (August 2011).
- Discussion of methods and BPS staff, and comparison to standard methods for developing land inventories and identifying buildable land.

2.2.3 ADDRESSING THE POTENTIAL SITES FOR NEW MARINE TERMINALS

To determine which sites might best accommodate a public marine terminal, we began by identifying the technical site requirements for a marine terminal. ECO interviewed representatives of the Port of Portland to identify their ideal site requirements, as well as which of these requirements could be reduced while still accommodating a working port facility. Members of the ECONorthwest team with experience running west coast ports looked for creative ways to adjust these site requirements to create a working terminal on smaller or otherwise constrained sites.

BPS staff identified sites that could potentially meet these criteria, based upon an aerial analysis of existing development in the Portland and Vancouver harbors.⁶ ECO, reviewed the sites identified by the City of Portland, and toured the sites, conducting a visual inspection, documenting conditions affecting the suitability of each site for the proposed development.

2.2.4 ADDRESSING THE ROLE OF VANCOUVER IN HARBOR INDUSTRIAL LAND SUPPLY

We began by attempting a data-driven analysis. In principle, if we knew the capacity of existing marine terminals in Portland and Vancouver, and subtracted the forecast future demand for these areas, then we could identify the amount of demand that could not be accommodated by existing facilities. This demand (in tons of cargo) could then be translated into the acres of land necessary for new terminals to accommodate this growth. Comparing the required acres to support new terminals with the available land supply in the Portland Harbor and in Vancouver, we could identify how much of Portland's demand might need to be accommodated

⁶ Aerial photos were taken in 2010 and 2011.

in Vancouver, and whether or not Vancouver had sufficient land to accommodate it.

This analysis established a high and low boundary for the potential land need. We also defined a “most-likely” scenario that falls between the two extremes. In order to give these numbers more context, and to help us arrive at the most-likely scenario, we conducted numerous interviews with representatives of the ports of Portland and Vancouver.

2.2.5 ADDRESSING THE POTENTIAL FOR INCREASED EFFICIENCIES

The City is interested in knowing if industrial land in the Portland Harbor can be used more efficiently in the future. To answer, we looked at recent economic trends in the Portland Harbor and in the City of Portland as a whole for changes in land-use efficiency for industrial users. For this analysis, we considered several measures of output in an efficiency measure: employment, real market value, value added, and tonnage.

We began by identifying all parcels in the Portland Harbor using GIS. We examined data from two different years: 2002 (one of the earliest years that data are available using North American Industry Classification System codes), and 2008 (the most recent year Quarterly Census of Earnings and Wages data are available). Comparing data from the two years we calculated the change in developed acreage in the Harbor, the corresponding change in real market value, and the net change in employment.⁷

We also collected data from different sources for two alternative measures of output (for the denominator): value added and cargo (volume, tonnage, and value). Unlike employment and real market value, data for value added and cargo tonnage is not tracked at a parcel-specific level. Instead, data is available at the regional, City, zip code or Census tract level. For our analysis, we used Port of Portland data on historical levels of cargo tonnage in the Portland Harbor, and the IMPLAN economic model for the zip codes that most closely align with the boundaries of the Portland Harbor for value added. We used the same years (2002 and 2008) as were used for other measures of efficiency.

⁷ The time period used in this analysis, 2002 to 2008, does have limitations. Only having data for two years, doesn't allow for a detailed view of trends during the interim years. Moreover, a six-year period is relatively short, and may not be indicative of long-term trends. Nonetheless, these years allowed us to make the most efficient use of available data for our analysis. Moreover, the analysis focused on comparing how these different measures of efficiency changed relative to each other over the same period of time, and not on establishing long-term trends for each measure.

Chapter 3 ANALYSIS

Section 3.1 addresses whether or not the methods used by the City to estimate the location of buildable land in the Portland Harbor area yields reasonable estimates: it concludes that they are. **Section 3.2** addresses the potential for land in Portland Harbor (not including West Hayden Island) to accommodate a new Port terminal. It finds that the two areas that might have enough vacant land to be assembled into a development site of sufficient size are relatively constrained: they could, theoretically, accommodate small terminals of various types, but some of the costs of development would be high relative to alternative sites. **Section 3.3** addresses the potential for the Port of Vancouver to accommodate regional demand for expanded Port facilities. It concludes that under the most-likely scenario, the Port of Vancouver has about the right amount of land to accommodate the bulk of the region's forecast growth in marine cargo through 2040, but that alternative and reasonable assumptions lead to the conclusion that more land than what the Port of Vancouver now controls will be needed. **Section 3.4** addresses the potential for increased efficiency for the use of industrial land in the Portland Harbor. It concludes that value added and tonnage of cargo per acre are more appropriate than traditional measures of efficiency for harbor industrial lands, and that recent historical trends demonstrate the Portland Harbor has become more efficient by most efficiency measures.

3.1 EVALUATION OF METHODS USED BY THE CITY TO ESTIMATE BUILDABLE LAND

The question is whether the methods used by BPS to identify vacant and buildable land are likely to be accurate. Will they systematically over or under estimate the land supply? In particular, are they likely to miss areas of vacant, buildable land that are big enough for a marine terminal (sites of at least 50 acres of contiguous vacant or underutilized land that has river access and could be serviced)?

To begin to answer these questions, we looked at recent studies that sought to determine the supply of buildable land in the Portland Harbor. Exhibit 3-1 summarizes the findings of the City of Portland Economic Opportunities Analysis (EOA), including the first draft (Hovee, 2009), and final report (Hovee, 2012), as well as the West Hayden Island Economic Foundation Study (Entrix, 2011), and the City of Portland Bureau of Planning and Sustainability's internal effort to quantify buildable lands, described in Exhibit 3-2 as "BPS Aerial Survey."

Exhibit 3-1. Summary of previous study estimates of Portland Harbor buildable land supply

Study	Year	City of Portland Harbor Land Supply		Parcels of Size: (3)	
		Gross Acres (1)	Effective Acres (2)	50-250 Acres	250+ Acres
EOA Draft 1, Hovee	2009	266	61	0	0
EOA, Hovee, BPS	2012	326	108	0	0
Entrix, Inc.	2010	299	<50	2	0
BPS Aerial Survey	2011	590	178	3	0

Compiled by the City of Portland Bureau of Planning and Sustainability, from the following original data sources: City of Portland Economic Opportunities Analysis, (E.D. Hovee and Company, 2012), and first draft (2009) West Hayden Island Economic Foundation Study (Entrix, 2011)

Notes:

- (1) Total acres of vacant land, without regard to environmental or contamination constraints
- (2) Total acres adjusted for environmentally sensitive land, contaminated land, or land with insufficient infrastructure
- (3) Number of individual parcels or polygons of the stated acreage

Although these recent studies come to different conclusions on the amount of vacant, buildable land, all of the studies show a relatively small supply of effective acres, ranging from less than 50 acres in the Entrix study, to 178 acres in the BPS Aerial Survey. For the purpose of identifying sites for public marine terminals, we need to consider not only the total acreage, but the size of the individual parcels. Scattered small parcels of vacant land cannot accommodate a marine terminal, a single site (typically of 50 acres or more) is needed. These recent studies show that no more than three such sites are present in the Portland Harbor.

The City asked ECONorthwest to confirm that the methods used to identify these sites were reasonable. Some simple ideas and calculations help to answer that question:

- The state of the practice for land inventories is quite advanced. The Oregon statewide planning program’s requirements for “buildable land analysis” (from the mid-1970s) spurred the use of Geographic Information Systems (GIS) throughout the state. All large cities and Metropolitan Planning Organizations in Oregon have been developing their GIS tools and datasets for over 25 years. Metro is looked to as a leader in the country on the use of GIS for land-use evaluation. The City of Portland has advanced its data in parallel with Metro. Databases that started as crude approximations have improved substantially. They have been reviewed and updated many times; data from more and more sources have been added (e.g., tax assessment, public works); computer power and software have improved; digitized mapping of aerial photographs now allows accurate registration of those photographs to underlying layers of thematic maps. In short, the data are current and accurate, and the

ability to manipulate and summarize them is substantial, fast, and technologically reliable.

- The Portland Harbor area is not big by regional standards. The detailed BPS GIS data put it at just over 4,000 acres. As a back-of-the-envelope corroboration using different datasets and tools, ECO used Google-Earth to draw the approximate boundaries of the study area (Exhibit 1-1 above) and calculate areas: the result was 4,100 acres, the equivalent of a square 2.5 miles on a side. Just inspecting aerial photographs would allow one to find large, undeveloped acreages.
- The City has conducted three extensive studies of industrial and harbor land that resulted in detailed mapping: *Industrial Districts Atlas* (2004), *Harbor ReDI Industrial Sites Analysis* (2009), and the GIS-based inventory (2011). The 2011 inventory maps and data table are included as an Appendix to this report.
- ECO has worked on a dozen buildable land evaluations, and has written many reports on the steps for working from “all land” to “vacant, buildable land.” ECO’s conversations with BPS staff led to the conclusion that staff had used state-of-the-practice techniques. In summary, (1) from “all land” the land not in parcels is removed (e.g., water bodies, street and other rights of way); (2) of the land in parcels, the land that is developed and judged unlikely to redevelop easily (usually based on the value of improvements) is removed; (3) from the undeveloped or under-developed land, the land with physical or policy constraints is removed (e.g., wetlands, in flood ways, steep slopes).

All of the previous points strongly suggest that the information about the supply of developable industrial land in the Portland Harbor area that BPS has generated is very reliable. The buildable land inventory using GIS data that was done for the update of the Economic Opportunity Analysis looks reasonable by the tests we noted.

But despite good intentions and good analysis, there are details in any such analysis that require assumptions, and the assumptions can make a difference to the outcomes. For example:

- Which constraints are absolute, and which are restrictive? Does a slope of more than 10% preclude industrial development? 15%? What if the average slope on a large parcel is 10%, but half of the parcel has slopes less than 5%? What about soil contamination: can the site be remediated, or is the extent of the contamination and legal complexities such that the site is effectively off the market for the foreseeable future?
- When is land “underutilized”? Some vacant areas around buildings may be necessary for vehicle movement, production staging, or

occasional storage. Are large parking lots “vacant” or are they an essential part of the operations in the buildings adjacent to them? A low value for improvements does not necessarily mean that the owner has any interest in redevelopment.

- Ownership patterns. What might look like relatively large areas of vacant land on an aerial photograph may be in many parcels with many different owners. Land assembly and development may be very difficult. This point is illustrated by the findings in Exhibit 3-1, which show up to three sites with at least 50 acres using the BPS methods (ignoring parcel boundaries and looking at aerial photographs), but no sites of that size when using the methods in the Economic Opportunities Analysis (which did look at parcel boundaries).

For the Harbor Area land evaluation, our evaluation is that the buildable land inventory using GIS data that was done by BPS to update of the Economic Opportunity Analysis has generally made inclusionary rather than exclusionary assumptions: we think that is appropriate. BPS did not, for example, eliminate from its search for large, buildable parcels those with arbitrarily defined thresholds for buildability (e.g., proximity to services or the river, steep slopes, contamination), or those that had a particular ownership. All those parcels are still part of the dataset from which large sites were identified. The result, as Section 3.2 shows, is that the large sites identified have several challenges for development: challenges that were not screened out by earlier assumptions about buildability criteria. In other words, on that score, the methods used by BPS were inclusive, and the result is that there would be less chance of screening out land that might eventually prove to be capable of contributing to a large site for a marine facility.

An assumption that BPS did make, and that all buildable land evaluations that we are familiar with also make, is that developed parcels are, in general, not buildable parcels. They can, of course, become buildable parcels if their buildings are removed. Thus, it is theoretically possible that parcels that look developed (from assessment data, aerial photographs, and field surveys) could eventually be part of a land assembly large enough to accommodate a large marine terminal. The kind of detailed, property-level analysis needed to make judgments about land redevelopment and site assembly is not done as part of a regional or city buildable land evaluation.

But there is still the issue of “underutilized” land. A buildable land dataset, like the one BPS has developed, will be quite good (after field testing – and there has been plenty in the Harbor Area over the last 10 years) at distinguishing developed parcels from vacant parcels in most cases. But it is more difficult to determine when a generally vacant parcel is underutilized, and more difficult still to determine whether parcels that are

developed have underutilized remainders that might be considered as vacant and eligible for consolidation into a larger, developable site.

The documentation of the City of Portland's GIS-based Development Capacity Model⁸ says that it (1) identifies (and presumably flags as undevelopable) "constrained" properties (i.e., significant environmental or historic resources), and (2) identifies developed parcels "significantly underutilizing their allowed development capacity (using less than 20% of available capacity, not including any development bonuses or incentives)" [that determination can be over-ridden by a judgment by BPS staff that a property is "likely" or "not likely" to redevelop]. The dataset has detailed information on parcel attributes (around 100 attributes per parcel), including building footprint (which allows a calculation of the amount of land not currently developed as a building). It has an algorithm for calculating "site area" by combining the acre of contiguous "underutilized" lots. In short, this is an extensive and well-documented dataset.

The BPS identification of potentially developable sites in the Portland Harbor did not rest entirely on technical analysis using GIS. Additional analysis done as part of the specific to the Harbor Lands Inventory also relied extensively on a review of aerial photographs, with staff performing a visual inspection of all sites along the Willamette River to ensure that any large areas of apparently vacant land had been included in the database of potential terminal sites, and that all of the sites identified by GIS appeared to have the development potential that was suggested by the data. Additionally, BPS staff made reasonable efforts to acquaint themselves with the sites, talking to Port of Portland officials, and visiting the areas, to make sure that the BPS analysis was grounded in a solid understanding of what was actually occurring on key sites in the Portland Harbor. In short, land uses and vacant lands identified in the visual survey were compared with the GIS/BLI data to ensure there were no large information gaps.

As a final check on the site inventory, we relied on our familiarity with the study area, the City documents cited above, and aerial photographs to see whether there were any large areas of vacant or underutilized land besides the two (Atofina and Time Oil sites) that the City identified as the best candidates for a new marine terminal. On the west bank of the Willamette River, we found nothing beyond the Atofina site: the north reach has only a narrow strip of mainly developed land; the south reach has a wider land area but is entirely developed along the waterfront. We found the following candidates on the east bank:

⁸http://www.portlandonline.com/cgis/metadata/viewer/display.cfm?Meta_layer_id=52965&Db_type=sde&City_Only=False

- Swan Island Industrial Park. Land at the south edge on the NE bank of the Willamette River could be classified as underutilized: it is an operation for transshipment of aggregate (10 acres). But even if the parking and storage on both sides of the site is counted, the site would still fall way short of the minimum threshold of 50 acres.
- McCormick and Baxter site, SE of BNSF bridge on east side of the Willamette River. Depending on what land is counted (e.g., backing out land for rail right of way, some existing buildings), this site may be 50 – 70 acres in size. This site was excluded from the City’s analysis, primarily because it was recently proposed to be rezoned as EG2 in the River Plan, which (although it allows industrial development) does not allow rail yards, and requires greater setbacks and landscaping than other industrial zones (like IH for heavy industrial). Conversations with BPS staff indicate that the EG2 zone designation is one element of the River Plan that has been challenged, and there is a good chance that a revised River Plan will not propose the EG2 zoning for the site, which would make this site potentially available for marine terminal development.
- “Underutilized” land north of St. John’s Bridge on east side of the Willamette. What may seem underutilized from a high-level aerial photograph is actually space for parking new cars from Asia – this is the Port of Portland’s Terminal 4 operation (about 260 acres total, handling autos, forest products, steel, and dry and liquid bulks). This site is already part of the Portland area’s supply of marine terminals and cannot be counted to add new capacity, unless it were redeveloped. Evaluating that possibility is beyond the scope of our study.
- Sites in the Terminal 5 and Terminal 6 area. There are some sites for infill (e.g., 50 acres off North Lombard in Terminal 6) but there is no water frontage available for a new terminal. Evaluating redevelopment of Port terminals is beyond the scope of our study.
- Kelly Point Park. About 50 acres at the confluence of the Willamette and Columbia Rivers, abutting Port properties of Terminals 5 and 6 is park land that is not available for development.

Of all the sites examined (beyond the Atofina and Time Oil sites already identified by BPS), the only one that met the minimum size requirements (and was not parkland) was the McCormick and Baxter site. The development potential of this site was studied extensively by the City in the past, and the results are described in the *McCormick & Baxter Site Reuse Assessment: Final Report* (June, 2001). The site could have potential for marine terminal development, but (as detailed in the 2001 site assessment) it is heavily constrained in several areas: relatively shallow water at the shoreline, inability to expand to adjacent parcels due to existing uses (Metro

open space and University of Portland campus), isolation from truck routes that require traveling through residential neighborhoods and up a relatively steep bluff, other infrastructure insufficiencies, and significant liens and encumbrances. While the challenges are substantial, they are not necessarily insurmountable, and the other sites identified by BPS face some similar challenges.

Ultimately, the site was excluded from further analysis, because it is less likely that adjacent lands could be assembled into the site, due to the adjoining zoning, and because past brownfield remediation work on the site was carried out in a way that limits future industrial uses, unlike the Atofina and Time Oil sites. Our brief review of the site constraints suggest it is at least as constrained as the Atofina and Time Oil sites, and would not be a better site for marine terminal development, due to the access constraints mentioned above. Thus, our answer to question posed is:

- BPS has used appropriate measures to identify vacant and buildable land.
- The two sites it has identified as meeting the minimum size requirements for a new marine terminal (Atofina and Time Oil) appear to be the two best sites that meet that size requirement with vacant land. Any other location would require assembling and redeveloping properties that now have buildings on them.⁹

3.2 POTENTIAL SITES FOR NEW MARINE TERMINALS

This section addresses the question: How suitable for a public marine terminal are the few sites in the Portland Harbor that have been identified by the City as having the best potential to accommodate such a terminal? Through previous planning efforts,¹⁰ the City of Portland Bureau of Planning and Sustainability (BPS) identified the following minimum criteria to meet forecasted demand for new marine terminal sites in the Portland Harbor:

- Industrial zoning
- Deep-water harbor access
- Railroad access

⁹ Whether such redevelopment could be, in some cases, financially feasible is a question beyond the scope of this study.

¹⁰ West Hayden Island Economic Foundation Study, prepared by Entrix and Bonnie Gee Yosick LLC for the City of Portland Bureau of Planning and Sustainability, May 2010. City of Portland Economic Opportunities Analysis: Working Draft, prepared by E.D. Hovee and Company, LLC for the City of Portland Bureau of Planning & Sustainability, June 2011.

- Truck street access
- Vacant (unimproved or unoccupied brownfield) site-assembly area approaching 100 acres.

Using the methods described in Section 3.1 above, BPS staff identified only two sites that could potentially meet all these criteria. These are the two largest vacant sites in the Portland Harbor area: the 59-acre Atofina site, and the 43-acre Time Oil site. Both are brownfields, and both could potentially be assembled with nearby vacant sites.

This analysis looked only at vacant sites. It is always possible that some sites that are non-vacant today could be redeveloped as marine terminals in the future. When considering the opportunity to redevelop non-vacant sites, it is important to look at the net impact in economic activity. In other words, redeveloping existing sites would only be beneficial to the economy if the new use of the site were more efficient and able to accommodate more economic activity (whether measured by employment, output, cargo volumes, etc.) on the same acreage. Evaluating all non-vacant sites in the Portland Harbor to attempt to determine which might be most likely to redevelop in the future was beyond the scope of our analysis.

The ECONorthwest team reviewed the two vacant sites identified by the City of Portland, and evaluated maps of the Portland Harbor, including zoning, infrastructure and aerial photographs. Our preliminary review confirmed the City's findings: most of the Portland Harbor has active development on it, and these two sites have the greatest opportunity to accommodate new public marine terminals.

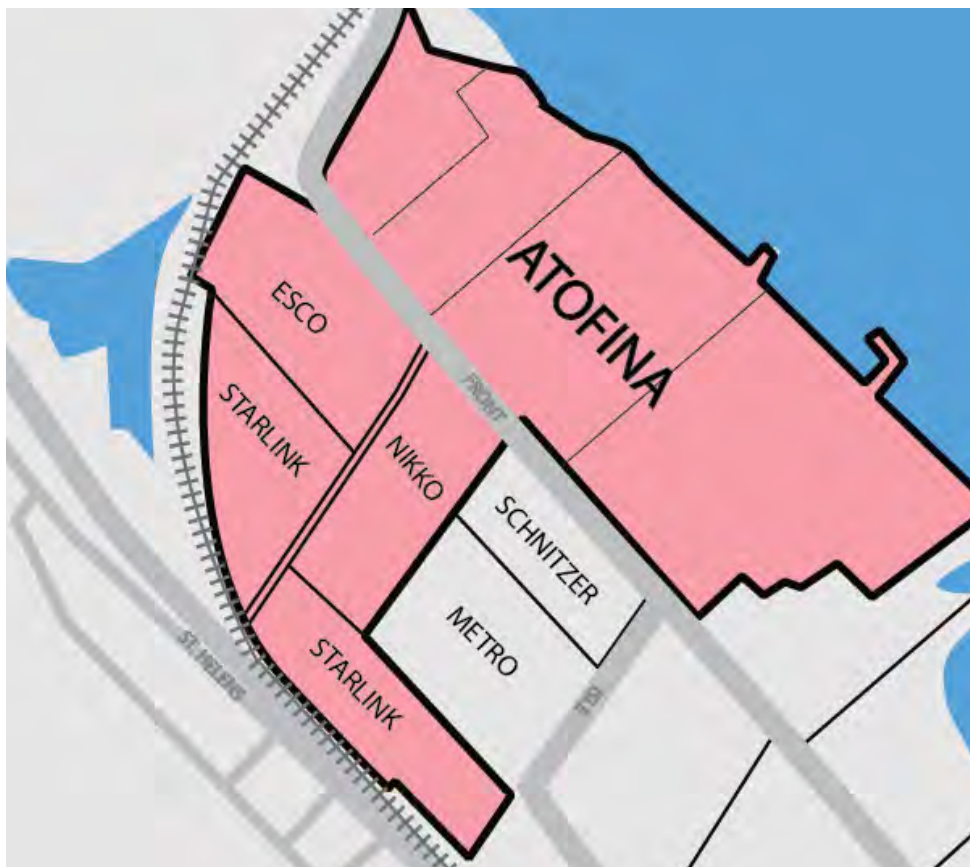
Staff from ECONorthwest and Maul Foster & Alongi toured these sites with BPS staff, documenting conditions affecting the suitability of each site for the proposed development. Key factors considered in the evaluation were: site access, existing uses, natural features, and contamination / remediation. After conducting this site visit, Maul Foster & Alongi developed a set of criteria for evaluating site feasibility for typical port terminals (see Appendix B).

Using these criteria, Maul Foster & Alongi evaluated the potential opportunities and constraints of these sites to accommodate development of a public marine terminal. A cursory site visit is insufficient to make a final determination of site feasibility. Nonetheless, the methods are consistent with the scope and budget, and are sufficient for identifying major opportunities and constraints for these potential sites, and for making a preliminary determination of site feasibility. Further investigation of these sites could be conducted to refine our feasibility findings.

3.2.1 ATOFINA

The Atofina site is a collection of parcels under several ownerships, which total approximately 114 acres (59 acres in the four main Atofina parcels, and an additional 55 acres in adjacent parcels across Front Ave.). The parcels are zoned heavy industrial (IH), and are bordered by industrial uses. The site is adjacent to SR 30 and fronts the Willamette River within the Portland Harbor. Exhibit 3-2 shows a map of the Atofina site.

Exhibit 3-2. Atofina site



Source: ECONorthwest, 2011.

The parcels that the Atofina site comprises have the following owners:

- Atofina: four vacant parcels totaling 59.14 acres
- Schnitzer: an 8.32-acre parcel, currently occupied by Air Liquide America Corporation
- Metro: a 10.43-acre parcel housing the regional solid waste transfer station
- Nikko (Gould Electronics): a 9.21-acre parcel, which is partially occupied by an operating RCRA C hazardous material landfill
- ESCO: a 10.51-acre parcel, which is a former landfill

- Starlink (Aventis Cropscience USA LP; Rhone Poulenc Ag): two significantly contaminated parcels totaling 16.42 acres, currently under remediation.

Access

Water depth in the Willamette River near the Atofina site ranges from 30 to 40 feet. The site has historically been used as a bulk-commodity manufacturing and shipping terminal. The waterside parcels (Atofina) provide a total of 2,700 feet of shoreline, and currently accommodate three existing piers on leases from the State of Oregon, Department of State Lands.

The aggregated Atofina site is served by a rail siding from the BNSF mainline. The siding is approximately 2,200 feet in length with three road 'at grade' crossings. While the site has rail access, it appears to be of insufficient size to accommodate a loop track, which would hamper efforts to build an efficient, modern port facility. Highway 30 access has been somewhat hampered by the closure of local streets accessing the highway.

Existing uses

Current industrial uses on the Schnitzer property as well as the Metro property seemingly eliminate 18.75 acres, while the existing Gould Superfund disposal site on the Nikko property reduces the available footprint by an additional 9.21 acres. The Nikko property contains an operational on-site 4.5-acre containment facility (Subtitle C closed hazardous waste landfill), and is approximately 25 to 30 feet higher in elevation than the surrounding property, with a structured fill containing 77,000 cubic yards of contaminated materials. The former ESCO landfill received non-recyclable wastes (e.g., foundry sand, slag, demolition debris) from ESCO's foundry operations from approximately 1953 to 1983. The landfill was closed with the approval of the Oregon Department of Environmental Quality (DEQ) and the Oregon State Health Division in 1983. The Starlink properties are undergoing extensive investigation and remediation.

Natural features

The property generally rises in grade from the Front Street ROW in the east to the rail ROW in the west, and has considerable natural gain exclusive of the Subtitle C landfill mass. Along the north and northwest perimeter of the site is a berm with a steep slope leading up to the BNSF main line on its approach to the rail bridge. Across the rail line, North Doane Lake and an environmental conservation land designation wrap the 'site' to the north and west.

The waterside parcel is partially within the FEMA Special Flood Hazard Area or was partially inundated by a 1996 flood event. The area is in a low to moderate earthquake hazard exposure area.

Contamination and remediation

The Atofina parcels are being remediated by Legacy Site Services (LSS), as the Atofina agent, under a consent order with DEQ, requiring source control and a site-wide feasibility study. The source control measures include both groundwater and stormwater migration controls. The site is included in the area of the Lower Willamette River that was designated a Superfund site in 2000 by the Environmental Protection Agency. Final remediation plans for the Portland Harbor Superfund site have not been determined. The potential liability for remediation of the Superfund adds a high level of risk for all affected properties, making prospective real estate transactions or development unlikely.

Other constraints

In addition to these property encumbrances the Atofina site is transected by Front Avenue (Service Level B; Priority Truck Route; peak-hour volume average of 106 vehicles and an average daily traffic volume of 640 vehicles, of which 92% are automobiles). Front Avenue separates the Atofina-owned parcels from the remainder of the site. Front Avenue provides primary access to the adjacent Siltronic site and is a public right of way. The Siltronic property does have alternate direct highway access to US 30, but there is an 'at-grade' rail crossing, and it does not readily serve the current land use configuration for the site. In addition to the Front Avenue ROW there is a pipeline easement adjacent to the east side of the street ROW.

While the total aggregated acreage appears to adequate for serving as a barge or bulk facility, current encumbrances, uses, and rights of way limit the useable area to 59 acres: the four parcels owned by Atofina to the East of Front Avenue, fronting the Willamette River.

Site assessment

Significant changes would need to be overcome to develop this site as a productive public marine terminal. To develop the entire site, NW Front Avenue would need to be closed, requiring additional infrastructure investments to provide alternative access to the Siltronic property. Without closing NW Front Avenue, this site is practically limited to 59 useable acres, with limited road and rail siding access.

While the site has rail access, site size and dimensions are insufficient to accommodate a rail loop track. Providing adequate rail service for the site is

even more challenging if development is limited to the 59 acres east of NW Front Avenue.

If NW Front Avenue were closed to accommodate development of the 114-acre site, the properties owned by Metro and Schnitzer are in active use, and would be unlikely to relocate. Property acquisition for the remaining parcels would be challenging, as it would require negotiations with five different private property owners. While acquiring these properties would provide additional acreage for development, acquisition would also involve additional costs as well as need for environmental remediation on these sites.

Ultimately, the site may be suitable for break bulk commodities, such as project cargoes, but the uncertainty of the planned and ongoing environmental remediation on the Atofina parcels--in addition to the uncertain liability for the Lower Willamette River Superfund remediation--probably make the cost of the land prohibitively high. The site *could* be big enough for a terminal, but the cost of preparing the site to accommodate such a terminal will make the effective land price very high relative to other industrial properties.

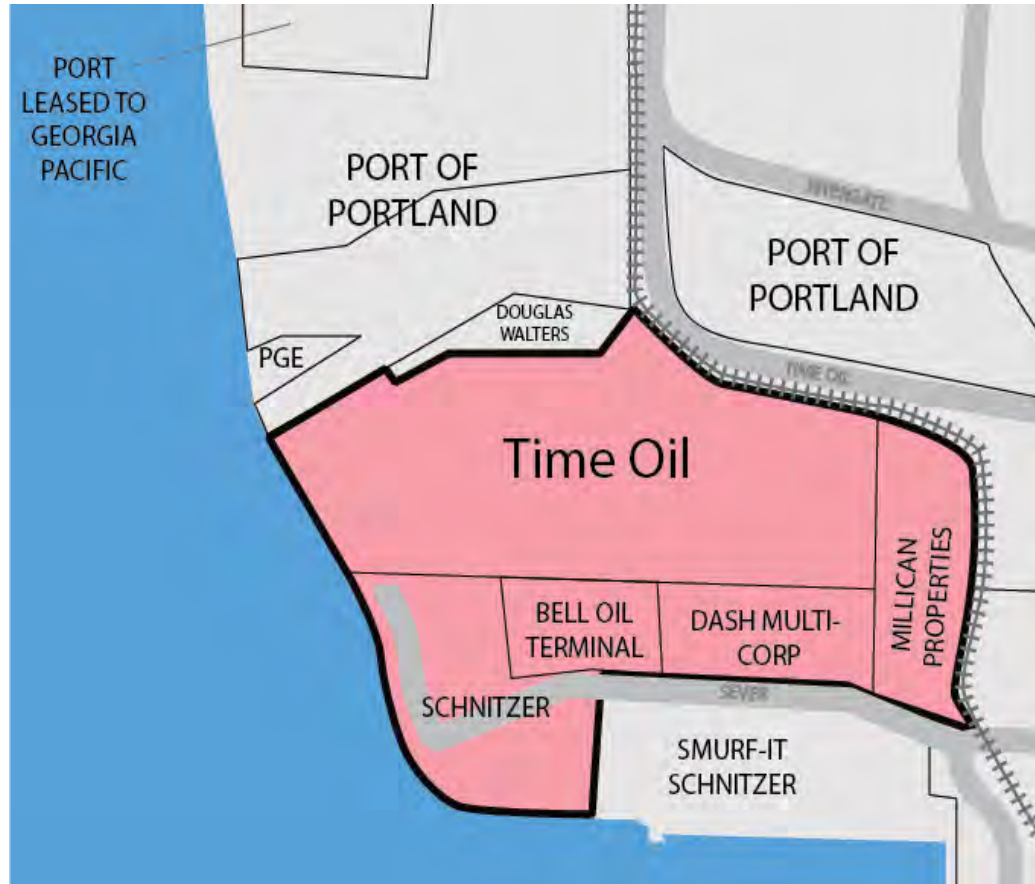
3.2.2 TIME OIL

The Time Oil site includes several separately owned parcels totaling approximately 84.2 acres. The subject parcels are adjacent to the Willamette River within the Portland Harbor and are zoned heavy industrial (IH) with a 'River' overlay designation. The site is bordered by industrial uses and also an area governed by a soon-to-expire natural resource management plan. Exhibit 3-3 shows a map of the Time Oil site.

The Time Oil site comprises parcels with the following owners:

- Time Oil: 43.41 acres
- Schnitzer Investment Corporation: 13.79 acres
- Bell Oil: 6.04 acres
- Dash Multi Corporation: 9.82 acres
- Millican Properties: 11.12 acres

Exhibit 3-3. Time Oil site



Source: ECONorthwest, 2011.

In addition to the aggregated property initially considered for the Time Oil site, there appears to be additional parcels totaling approximately 57 acres to the east of the Time Oil site, and bounded by Time Oil Street and Burgard Street. Including these parcels (not shown in Exhibit 3-3), the total potential aggregate site would be approximately 139 acres.

Access

Water depth in the Willamette River ranges from 30 to 40 feet. The aggregated site has approximately 1,400 feet of shoreline (pier head): the Time Oil parcels with 550 lineal feet, and the Schnitzer parcel with 850 lineal feet.

Historically there have been two piers on the parcels. The side channel serving the Schnitzer parcel is navigable, and is likely to be addressed in the Portland Harbor cleanup project.

The Time Oil site is served by a rail siding from the Union Pacific Railroad mainline of approximately 2,500 feet in length with two road 'at-grade' crossings and on-site railroad access. While the site has rail access, it appears to be of insufficient size to accommodate a loop track, which would

hamper efforts to build an efficient, modern port facility. Access to the specific site would require use of a private or Port-owned right of way, connecting to either Rivergate Blvd. or Burgard St., ultimately connecting to N Lombard St, a district collector and priority truck roadway.

Existing uses

Current industrial uses on the Schnitzer property appear to be temporary in nature. The Bell Oil Terminal is inactive; the Millican parcel is underutilized, and the Dash Multi Corp parcel is an operational tire recycler. There are several existing structures on the Time Oil and Schnitzer site, and evidence of removal of liquid storage tanks. The western half of the site is in a floodplain.

Contamination and remediation

Like most properties in the Portland Harbor, sediment in the adjacent channel and berthing area have known or suspected contamination. The upland properties have known or suspected contamination and are in various regulatory phases of investigation and remediation. The site is included in the area of the Lower Willamette River that was designated a Superfund site in 2000 by the Environmental Protection Agency. Final remediation plans for the Portland Harbor Superfund site have not been determined. The potential liability for remediation of the Superfund adds a high level of risk for all affected properties, making any real estate transactions or development highly unlikely.

Other constraints

To the north of the subject site there are high-tension power lines; a small parcel owned by PGE and a series of parcels owned by the Port of Portland with the presence of wetlands (some of these wetlands have environmental conservation zoning). The site is generally flat with mild slope to the river.

Site assessment

The Time Oil site faces challenges that would need to be overcome to be developed as a productive public marine terminal. While the core of the site (57 acres) has only two different private property owners, the remainder of the site is divided into several different owners. Depending on the desired use and scale of a proposed port terminal, additional property to the east of the site may need to be acquired. The number of private properties and owners makes site assembly a challenge, but not an insurmountable obstacle.

Compared to the Atofina site, the Time Oil site appears to have fewer challenges to redevelopment: it does not require closing a public street, it

appears to have less severe environmental contamination, and the possibility exists to acquire a larger aggregate site. The contamination is mainly along the river, not upland. It may be possible that lower lying contaminated land could be used as fill on other parts of the site and capped under the footprint of a new building.

The site would be a viable candidate for a marine terminal with the appropriate aggregation of key properties. Aggregating 80 to 140 acres would accommodate the transshipment of break bulk and some bulk commodities. Property configuration to make 1,400 feet of pier face accessible is critical to its usability. This site could be explored further for marine terminal use. It will be difficult, however, to negotiate any real estate transactions for this site while the liability for the Lower Willamette River Superfund remediation remains uncertain.

3.2.3 IMPLICATIONS

Public marine terminals have specific land use requirements that are difficult to find. Ideally, sites must be large and flat, inside of an industrial zone, have significant shoreline on a navigable river, be served by both rail and truck, and free of contamination, wetlands, or other environmental constraints. There are no sites in the Portland Harbor that meet these ideal requirements, though there are a few sites that come close. The questions are: how close do they come, and is there a way to cost-effectively develop these sites as productive public marine terminals?

The City of Portland identified the two sites in the Portland Harbor that are most likely to be suitable for development of a new public marine terminal: the Atofina site, and the Time Oil site. Of these two sites, development is technically possible on either, but there are major hurdles that would add significant costs. Both sites have some level of contamination, both sites would require negotiation and property acquisition from numerous property owners, and both sites are smaller than desirable, which precludes the possibility of an onsite rail loop.

Of the two sites, the Time Oil site is most suitable for development, as it does not have certain challenges faced by the Atofina site. The development of the Atofina site is further restricted by NW Front Ave. that bisects the site, and provides primary access to the Siltronic property. With this road in place, the site is limited to just 59 acres. Vacating the road would be costly, and would likely require significant infrastructure investments to be made to provide access to the Siltronic property. Even if the road were vacated, property on the other side of the road is contaminated or in active use. And the nature of the contamination on the Atofina site is considered to be more severe than contamination elsewhere in the Portland Harbor.

Ultimately, issues related to the Superfund cleanup of the Willamette River make all sites in the Portland Harbor unfeasible for development in the near future. Until a final agreement is reached, determining the specific liability for all property owners in the Harbor, there is too much cost uncertainty to negotiate a reasonable price for the land acquisition that would be necessary to assemble a site large enough for a new public marine terminal.

3.3 ROLE OF VANCOUVER IN HARBOR INDUSTRIAL LAND SUPPLY

The third question we were asked by the City is: What role can the Port of Vancouver play in accommodating forecast demand for cargo volumes in the Portland region? To answer this question, we reviewed estimates from recent studies on the current capacity and forecast demand for cargo in the region, and augmented this data-driven analysis through interviews with port officials. A more detailed description of our analysis is found in Appendix C: Analysis of Harbor Land Capacity and Demand, Portland and Vancouver.

3.3.1 EXISTING CAPACITY

The Port of Portland has four marine terminals located along the Willamette and Columbia Rivers. These terminals accommodated 575 ocean-going vessels in 2010, though over the past two decades it was not uncommon for the Port to accommodate 800 to 1,000 ocean-going vessels in a year. Not counting cargos received or shipped via inland barges, the Port of Portland shipped over 13 million short tons of cargo in 2010.

While the Port's existing marine terminals have excess capacity, that capacity is limited. As demand increases over time, the Port will reach a point when existing facilities are unable to accommodate the demand that is forecasted. If the Port is unable to find new ways to improve the efficiency of existing terminals, or find suitable sites to build new terminals, then the Port of Portland may miss potential cargo opportunities. The Port of Vancouver, located across the Columbia River from the Port of Portland, could accommodate some unmet demand.

Exhibit 3-4 summarizes the estimated capacity of public marine terminals in the Port of Portland. Total capacity for all cargo types in the Port of Portland is estimated to be over 21,000,000 metric tons. This capacity is significantly above current cargo volumes for all cargo types, except for grain, which saw a reduction in capacity when the Port closed the terminal

4 grain elevator in recent years, and is unable to accommodate historical levels.

Exhibit 3-4. Estimated capacity of public marine terminals, and recent peak cargo volumes, Port of Portland

Cargo Type	Estimated Capacity	Recent Peak Volume	Peak Year
Automobiles (units)	675,000	460,000	2006
Containers (TEUs)	700,000	330,000	1995
<i>Metric Tons</i>			
Automobiles	889,000	606,000	
Containers	3,999,000	1,885,000	
Breakbulk	2,100,000	1,130,000	2007
Grain	4,100,000	5,400,000	1995
Dry Bulk	10,700,000	5,460,000	2008
Liquid Bulk	-	-	N/A
Total	21,788,000	14,481,000	

Source: Estimates of capacity are from Port of Portland, reported in West Hayden Island Economic Foundation Study (Entrix, 2010), and confirmed through interviews with Port of Portland officials. Reported recent peak cargo volumes are from Port of Portland Marine Terminal Statistics, 1980-2010.

3.3.2 FORECAST OF FUTURE CARGO VOLUMES

Our analysis did not include forecasting future cargo demand for the region. Instead, we were tasked with obtaining and reviewing the most recent forecasts. These forecasts were contained in the *Portland and Vancouver Harbor Forecast Update* (BST Associates, 2012). These forecasts were based on a 2010 study by BST Associates, but were refined to specifically call out cargo demand for the City’s of Portland and Vancouver, and were updated with the most recent economic data.

Exhibit 3-4 shows the *capacity of existing public* marine terminals. Exhibit 3-5 shows the forecast *demand for existing and future public and private* marine terminals (measured as cargo volume) in the City of Portland in 2040. The forecast demand ranges from 28 million to 43 million metric tons. For context, in 2010 (the most recent year for which data is available) the Port of Portland reports it moved 13 million tons of cargo. Even the low scenario forecasts demand to be more than double 2010 levels by the year 2040, with an average annual growth rate of 1.5% per year.

Exhibit 3-5. Forecasted cargo volume, public and private, City of Portland, 2040

Cargo Type	Low	Medium*	High
Automobiles (units)	811,000	912,500	1,014,000
Containers (TEUs)	379,000	452,500	526,000
<i>Metric Tons</i>			
Automobiles	1,076,000	1,206,000	1,336,000
Containers	2,162,000	2,583,500	3,005,000
Breakbulk	1,132,000	1,242,000	1,352,000
Grain	6,686,000	9,078,000	11,470,000
Dry Bulk	10,278,000	14,093,500	17,909,000
Liquid Bulk	6,912,000	7,461,500	8,011,000
Total	28,246,000	35,664,500	43,083,000

Source: Low and High forecasts were made by BST Associates for the *Portland and Vancouver Harbor Forecast Update* (2012).

*Medium scenario is calculated by ECONorthwest as the average of the BST low and high scenarios.

Note that 2040 is an arbitrary date. It is not a key milestone. Demand for cargo does not stop growing for some assumed reason in 2040. It is simply the last date for which there is a forecast for cargo demand. Thus, our advice is not to focus on exact tonnage requirements, or exact acres needed to accommodate demand in 2040. It is more important to focus on the big picture. The City of Portland has a limited supply of land suitable for marine terminal development, and this supply will not increase. Demand for cargo has increased steadily for decades, and is forecast to continue to do so in the future. Over a long-enough period, the City will use its capacity to accommodate future growth. As it does, land prices will increase and redevelopment will become more possible than it appears now.

Nonetheless, the inevitable reduction of vacant land available for water-dependent uses in the Portland Harbor area is the motivation for considering ways to use the land efficiently, and whether neighboring jurisdictions might accommodate some additional amount of the forecasted growth. Looking at the 2040 gives good idea of how close the City (and the region) is to reaching its full capacity for public marine terminals.

3.3.3 CAPACITY SHORTFALL

Comparing the capacity of existing facilities with the forecast demand provides an estimate of the potential capacity shortfall for the Port of Portland in 2040. Two factors complicate this analysis: (1) private marine terminals also handle a portion of the City's cargo volume, and there are not accurate estimates of the capacity of private terminals in the City; and (2) if the growth in cargo volumes comes from a different mix of clients and commodities than the terminals are currently handling, then the existing facilities may not be able to accommodate the new opportunities, which

means these facilities may not reach 100% of their capacity before new terminals are needed.

Our analysis needed to make assumptions on how to deal with these two issues. Variations in assumptions, combined with the wide range of the BST forecasts for cargo demand in 2040, result in an even wider range of estimates for capacity shortfall. To bookend our analysis, we created assumptions that would give us the lowest and highest possible shortfall, and then selected assumptions for a “most-likely” scenario.

The lowest shortfall scenario assumes the low demand forecast from BST, and assumes that existing facilities would be able to operate at 100% efficiency to accommodate forecast demand, and that private terminals will be able to continue accommodating cargo at their recent peak levels. The highest shortfall scenario uses the high demand forecast from BST, and assumes that existing facilities would continue operating at their historical peak levels, with all additional demand coming from new market opportunities that require new terminals. The most-likely scenario uses assumptions that fall between the range of these two bookends. Key assumptions for the most-likely scenario are existing facilities operate at 90% of capacity (i.e. to accommodate the forecast growth in cargo, we do not assume that existing facilities are able to use 100% of their capacity, since part of the growth in cargo volumes may be due to new users and new commodities that cannot use existing facilities), and we use the medium demand scenario, calculated as the average of the low and high scenario by BST Associates.

The results of these three scenarios are shown below in Exhibit 3-6. Note that the potential capacity shortfall ranges from less than 200,000 metric tons in the low shortfall scenario to more than 17 million metric tons in the high scenario. Ultimately, our most likely scenario shows a potential shortfall of 5,760,000 metric tons, with all of the shortfall occurring in dry bulk, grain, and automobiles.

Exhibit 3-6. Potential capacity shortfall, City of Portland, public and private marine terminals, 2040 (metric tons)

Cargo Type	Low	High	Most Likely
Automobiles (units)	(136,000)	(554,000)	(310,000)
Containers (TEUs)	-	(196,000)	-
<i>Metric Tons</i>			-
Automobiles	(187,000)	(730,000)	(410,000)
Containers	-	(1,120,000)	-
Breakbulk	-	-	-
Grain	-	(4,370,000)	(2,390,000)
Dry Bulk	-	(10,949,000)	(2,960,000)
Liquid Bulk	-	-	-
Total	(187,000)	(17,169,000)	(5,760,000)

Source: Calculated by ECONorthwest, with demand forecasts from BST Associates (2012).

3.3.4 LAND NEED FOR NEW PORT TERMINALS

Translating cargo volumes into acres for port terminals is challenging, and depends on a host of variables for which we have little or no data for this analysis. Will the terminal need rail access, if so will it need a dedicated rail loop, or will it be able to share rail infrastructure with adjacent terminals? Would another rail configuration like a ladder track work?¹¹

The composition of the demand is important as well. For example, if you have demand for 10 million pounds of dry bulk, will that all be the same commodity type? If not, you may not be able to use the same terminal (for example a coal exporter and potash exporter may need to have completely separate terminals even though they are both dry bulk and would have very similar needs. Even the ownership of the cargos makes a difference (e.g., one exporter with a throughput of 10 million tons of potash may require different facilities, than 5 exporters each handling 2 million tons of potash a piece).

Because of the many variables, it is difficult to translate the potential shortfall numbers shown in Exhibit 3-6 into the number of terminals that would be needed to service that demand, and even more difficult to translate the number of terminals into acres. For the purposes of our analysis, we first looked to recent studies to find an industry standard or a rule of thumb for the size of marine terminals for various cargo types. The three sources we looked at were the *West Hayden Island Economic Foundation Study* (Entrix, 2010), the Draft Report on *Operational Efficiencies of Port/Terminal World Wide* (Worley Parsons, 2012), and the Maul Foster and Alongi evaluation criteria included with this report as Attachment B.

Unfortunately, there is little consensus among these sources on the land needed for each terminal. This is because the unique characteristics of each site, the needs of each unique user and commodity, and the market conditions and technologies available at the time existing facilities were built result in a wide-range of variables that are difficult to control for. In short, no conclusive rule of thumb exists, and if it did exist, it would not necessarily be applicable to each of the sites in the Portland and Vancouver harbors. Nonetheless, for the purposes of our analysis, we needed to make some assumptions on the acreage requirements for new terminals for various commodities. We again sought to use different assumptions to present a high and low bound on our analysis, and then to select

¹¹ Representatives of businesses in the Portland Harbor, as well as Port Officials, and other consultants with expertise in marine terminal development and cargo forecasts have stressed that there is no equal substitute for a loop track, and that other rail configuration such as a ladder track will not work, for attracting new port users in a competitive global economy.

assumptions in the middle of the range that we believe resulted in a most-likely scenario.

The details of these scenarios are shown in Appendix C: Analysis of Harbor Land Capacity and Demand, Portland and Vancouver. The most-likely scenario uses our most-likely capacity shortfall estimates, and assumptions on throughput (tons per acre of terminal land) from the *Operational Efficiencies of Port/Terminal World Wide* (Worley Parsons, 2012), based on tons per acre for case study ports in North America and Europe. It is optimistic, however, to think that all new terminals would achieve the level of efficiency identified in the Worley Parsons draft report, so we have shown another column for the “practical” (i.e., more conservative assumption of land need) land need, based on an average value of the assumptions in the various supporting documents used in our analysis. A final column was added to show the land need if a dedicated rail loop is included with the terminals that would require rail access. Exhibit 3-7 shows the results of our most likely scenario, with at least 170 acres of land needed, and up to 470 acres if rail access is included.

Exhibit 3-7. Acres of land needed for new public marine terminals in the City of Portland, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Acres Needed		
			Minimum	Practical	w / rail
Automobiles	(410,000)	Yes	120.0	270.0	270.0
Containers	-	No	-	-	-
Breakbulk	-	No	-	-	-
Grain	(2,390,000)	Yes	30.0	50.0	100.0
Dry Bulk	(2,960,000)	Yes	20.0	70.0	100.0
Liquid Bulk	-	No	-	-	-
Total	(5,760,000)		170	390	470

Source: Calculated by ECONorthwest

Note: This table estimates acreage needed, not the number of terminals needed. Terminal size can range from 150 to 200 acres for automobiles and containers, to as small as 5 acres for liquid bulk. Depending on terminal size assumptions, the acreage need for automobile cargo could be accommodated by anywhere from one to five terminals in the City of Portland.

Comparing the demand for land for public marine terminals in the City of Portland shown in Exhibit 3-7, with the supply of land in the Portland Harbor shown in Exhibit 3-1, shows an insufficient land supply. As described in Sections 3.1 and 3.2, the Portland Harbor has the potential for two (or perhaps three, if the barriers to development at the McCormick and Baxter site can be overcome) sites to accommodate public marine terminals. These sites (Atofina and Time Oil) have serious development constraints, and even if these constraints can be overcome, they would each only be able to accommodate one terminal of practical size.

The Portland Harbor probably has insufficient land to accommodate the forecast growth for public marine terminals in the City of Portland. An optimistic scenario would show the Portland Harbor with capacity to

accommodate perhaps two terminals of relatively small size (and without a modern rail loop to serve these terminals). A more conservative outlook (and a real possibility) is that the two potential sites in the Portland Harbor may be unable to overcome their significant barriers to redevelopment, which would mean the Harbor may not have any capacity to accommodate future development of marine terminals.

Given the expected growth in demand over the next 30 years, there are few easy solutions to accommodate the City of Portland's anticipated shortfall in land for public marine terminals. The City can take action to address the existing constraints to facilitate redevelopment, or look elsewhere for buildable land for public marine terminals. The following section addresses the latter solution: looking outside of the City of Portland for land for new marine terminals.

3.3.5 PORT OF VANCOUVER DEVELOPABLE LAND

This analysis presupposes that from a regional perspective, there is no benefit to having port development occur in Portland vs. Vancouver. Leadership for the ports, and for the cities, counties, and states they are located in, may have different opinions. Indeed many public policies exist that emphasize the importance of retaining and attracting industrial jobs, like those created by marine terminal development. However, the purpose of this analysis was to determine if it was *technically* possible (as opposed to *politically* desirable) to accommodate future marine terminal demand at the Port of Vancouver.

Additionally, our analysis assumed that the type of port users that would be attracted to the Port of Portland if land were available, would find the Port of Vancouver equally as attractive if there were no developable sites in Portland. This assumption may be true for many, but not necessarily all public marine terminal users. Portland and Vancouver are similar in many ways, sharing the same regional infrastructure and labor pool. But differences do exist between the two jurisdictions, and more so for specific sites within each jurisdiction. For the purposes of our analysis, we have assumed land at the Port of Vancouver would be an acceptable substitute for potential marine terminal users unable to find developable land in the Port of Portland.

Ideally, our analysis for the supply and demand for public marine terminals in the Port of Vancouver would have used the same methods as were used for the Port of Portland. Unfortunately, our analysis was constrained by both data limitations, and time/budget. Thus, we were asked to conduct a less rigorous analysis of the Vancouver land supply, making use of the best available data, gathered mostly from conversations and correspondence with officials from the Port of Vancouver.

ECO interviewed officials with the Port of Vancouver to understand their long-term plans for harbor industrial lands, and the challenges and opportunities that would arise from a greater share of regional industrial development locating in Vancouver versus Portland.

The Port of Vancouver is located along the banks of the Columbia River, with access to the same markets and same multi-modal transportation infrastructure as the Port of Portland. The port handles more than 500 ocean-going vessels each year, as well as river barges, with total annual cargo of more than 5 million metric tons.

The Port of Vancouver has room to grow. An analysis of aerial photos of Port land indicate roughly 750 vacant acres. The Port of Vancouver sent a memorandum to the City of Portland that further clarified their intentions for these 750 acres. The land includes approximately 450 acres of undeveloped greenfield land called Columbia Gateway. Approximately 350 acres of this property is planned to be developed as maritime, and the remaining 100 acres planned for heavy industrial. In addition, the port has 110 acres of available undeveloped light industrial land called Centennial Industrial Park. The light industrial properties could be available for development within 12-14 months, while the Columbia Gateway area is not expected to be ready for development for another 8-15 years. The Centennial properties are not waterfront parcels.

Terminal 5, now under development, added 200 acres of heavy industrial and maritime land. All but four acres of this property is river-dependent maritime land. The maritime portion has been, or will be, filled with rail infrastructure, new tenants, and cargos, including wind energy exports and a dry bulk exporter with up to 16 million ton export capacity. The sole industrial tenant is a rail-dependent propane distributor.

The Port of Vancouver is in a period of rapid growth and is currently undertaking a number of public and private development projects, including the West Vancouver Freight Access project. This public rail improvement project will create a unit train facility, more than doubling the miles of track within the port, along with adding a new, grade separate entrance from the BNSF Railway mainline. This project will increase capacity from 45,000 rail cars per year, to more than 160,000 per year, with 40 percent less delay.

Given the Port of Vancouver's holdings of vacant land, the recent dredging of the Columbia River to a depth of 43 feet, and ongoing investment in new rail infrastructure (i.e., the West Vancouver Freight Access project), the Port of Vancouver is well positioned to capture growth in the future. Officials from the Port of Vancouver believe that neither the Port of Portland or the Port of Vancouver have sufficient land and resources to accommodate **all** of the region's future growth on their own.

Instead, ports on both sides of the Columbia River will need to supply land for new public marine terminals.

The Port of Vancouver’s undeveloped, unpermitted maritime and industrial land will accommodate some regional growth – from those businesses selecting the Washington business environment and requirements. Using the BST forecasts of cargo demand for the City of Vancouver, we conducted a similar capacity shortfall analysis for Vancouver as we did for Portland (as was described in sections 3.3.1 to 3.3.4).

Combining these analyses allows us to view the regional demand for and supply of land for public marine terminals. The result of this analysis is shown in Exhibit 3-8. Our most likely scenario shows that regional cargo volumes in 2040 could require between 210 and 570 acres of land for new marine terminals.

Exhibit 3-8. Acres of land needed for new public marine terminals in the Portland Metro Region (including Portland and Vancouver), 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Acres Needed		
			Minimum	Practical	w / rail
Automobiles	(570,000)	Yes	160.0	370.0	370.0
Containers	-	No	-	-	-
Breakbulk	(90,000)	No	-	-	-
Grain	(2,390,000)	Yes	30.0	50.0	100.0
Dry Bulk	(2,960,000)	Yes	20.0	70.0	100.0
Liquid Bulk	-	No	-	-	-
Total	(6,010,000)		210	490	570

Source: Calculated by ECONorthwest with demand forecasts from BST Associates, and other assumptions based on conversations with officials from the Port of Portland and Port of Vancouver, as well as supporting documents including: *Operational Efficiencies of Port/Terminal World Wide* (Worley Parsons, 2012) and *West Hayden Island Economic Foundation Study* (Entrix, 2010).

Note: This table estimates acreage needed, not the number of terminals needed. Terminal size can range from 150 to 200 acres for automobiles and containers, to as small as 5 acres for liquid bulk. Depending on terminal size assumptions, the acreage need for automobile cargo could be accommodated by anywhere from one to seven terminals in the Portland Region.

If each new port terminal requires a dedicated rail loop, the total acreage needed to accommodate regional cargo volumes in 2040 exceeds the current supply of 350 acres of vacant developable land at the Port of Vancouver planned for marine terminal development.¹² However, the Port of Vancouver has about 200 acres of vacant developable land that could technically accommodate marine terminal development, but is planned for other industrial uses. But about 100 acres of this amount is part of

¹² It is important to note that these projections are based on our “most-likely” scenario. The range of possible assumptions that could be used in this analysis is significant. When using our most conservative assumptions, our analysis showed a regional land need as low as 70 acres, and our most aggressive assumptions resulted in a land need of over 2,250 acres.

Centennial Industrial Park and are not on the waterfront parcels or linked to waterfront parcels, so 100 acres might be a more appropriate estimate. If these acres were included in the total supply, then the Port of Vancouver comes close to having a supply of land to accommodate regional cargo demand through 2040.

While this scenario is technically possible, it may not be politically feasible or consistent with adopted policies of the affected jurisdictions: Vancouver's land supply could fall short. The high and low demand forecasts differ by + or - 20% from the most-likely forecast, and assumptions about whether a new terminal has rail loop access or not can easily double the need for land. Portland and Vancouver probably have adequate land now to accommodate a low-demand forecast with few new terminals sized for loop trains. But in our simulations, high demand plus loop-train access at all new terminals led to a overall land shortfall of almost 1,500 acres. If only 350 acres at the Port of Vancouver are available for marine terminal development (its current estimated based on policy) then unmet demand for public marine terminals in the region would be around 1,100 acres.¹³

3.3.6 IMPLICATIONS

The most recent forecasts for future cargo demand show the Port of Portland will be unable to accommodate forecast demand by 2040 without adding new capacity. However, the extent of that capacity shortfall depends on the assumptions used. Interviews with officials from the Port of Portland, and the author of the most recent cargo forecasts indicate that although actual tonnage for specific cargo types may differ from the forecasts, long-term trends have shown past forecasts for total cargo volume to be fairly accurate, and the most recent forecasts should be seen as reliable.

Taken at face value, these forecasts suggest that additional port capacity will likely be utilized in the future; however, accurately and reliably forecasting the future is impossible. Although our forecasts (and the BST forecasts which underpin them) include a broad range of assumptions, reflecting the high degree of uncertainty, there is no way to guarantee that the future will fall within our forecast range, let alone our "most-likely" scenario. No one knows exactly how demand for port facilities in the lower

¹³ Although this is the "high-scenario," it is not also "highly unlikely." BST Associates, authors of the cargo forecasts used in this analysis, note that the high-scenario calls for 3.1% growth in cargo volumes per year, which is actually lower than the 4.1% average annual growth experienced on the Columbia River between 1962 and 2011.

Columbia will change in the future. Economist HE Haralambides effectively summarizes the difficulty forecasting port demand, stating:¹⁴

“As a result of intertwined and extended hinterlands; abundant land infrastructure and short-sea feeding networks; continuously evolving liner shipping networks; and the infamous ‘mobility’ of the container, demand is very volatile and unpredictable. Port market shares are unstable; investments in one region or country have an impact on another ... In such a ‘fluid’ environment, how could one forecast port demand with any degree of credibility?”

Competitive and volatile environments do not support reliable forecasting because outcomes depend on many randomly moving variables. Ultimately, whether or not demand for additional port facilities on the lower Columbia materializes will depend on market conditions – demand (what’s produced and consumed in the Portland region), supply (what technologies are used to ship goods, what competing port capacity exists), and price. These factors will inevitably change over the next 30 years in ways that no one can predict, which means any attempt to forecast them should be taken with a grain of salt.

In other words, individual cargo types fluctuate year to year and are difficult to predict with accuracy, but long-term historical trends show that demand for total cargo volumes is less volatile, more predictable, and tends to grow at a pace that is linked to the global economy. While the Port’s four public marine terminals are not operating at 100% of capacity today, it is very likely that they will reach the limits of their capacity in the next several decades, as demand increases. Once these facilities reach capacity, the Port of Portland will need to develop new facilities, or else turn away demand.

The Port of Vancouver shares many of the same attributes that make the Port of Portland an attractive place for marine shipping. Thus the Port of Vancouver is a logical place to site new marine terminals, if sites are unavailable in Portland.

From a regional perspective, it makes no difference whether terminal development occurs in Portland or Vancouver. Both cities function as part of the same regional economy, and share the same infrastructure and labor pool. However, at a local level, if demand for public marine terminals is shifted from Portland to Vancouver, the City of Portland would lose out on high-paying industrial jobs (and some of the residents that fill those jobs), which would have a detrimental effect on the Portland economy, and a

¹⁴ Haralambides, H.E. (2002), Center for Maritime Economics and Logistics, “Competition, Excess Capacity, and the Pricing of Port Infrastructure”.

positive impact on Vancouver's. In other words, some amount of economic activity (measured any number of ways: jobs, wages, output, value added, etc.) would occur in Vancouver, rather than Portland, and Portland would miss out on the resulting direct, indirect, and induced economic benefits.

Given the most recent forecasts of demand, and reasonable assumptions on current capacity and the likely size of new terminals, it would appear that the Port of Vancouver has a surplus of vacant industrial land to accommodate their likely future demand, and should the Port of Portland be unable to accommodate forecast growth, the Port of Vancouver could accommodate some (and perhaps all) of that growth. However, officials from the Port of Vancouver stress that a regional strategy will be necessary to respond to future demand for public marine terminals in the region, and if actual cargo volumes reflect the high-scenario projections from the BST forecasts, then the region is likely to have a significant shortfall of suitable land for new public marine terminals.

3.4 POTENTIAL FOR INCREASED EFFICIENCIES

What is the potential for more efficient use of industrial harbor land? The total amount of land inside the Portland city limits is essentially fixed. Unless submerged land is filled to create new dry land, the only way the City can get more land is to expand its boundaries, which is unlikely to occur due to the constraints of surrounding land. Therefore, the City is interested in using its supply of industrial land as efficiently as possible to accommodate the most economic activity.

3.4.1 RECENT TRENDS IN EFFICIENCY OF PORTLAND HARBOR LANDS

We examined trends in efficiency in the Portland Harbor using several measures. Because of data limitations (see Chapter 2 and Appendix A) we focused our analysis on the period between 2002 and 2008. We calculated the economic activity in the Portland Harbor for these years, measured in terms of employment, real market value, value added, and cargo tonnage. We then divided each of these measures by the number of developed industrial acres in the Portland Harbor for each year to get a measure of land efficiency: i.e., some amount of some measure of economic activity, per acre. We then looked at the change in that measure of efficiency over this period of time.

Recent trends in the Portland Harbor show different results, depending on the measure of efficiency used. These results are summarized in Exhibit 3-9.

**Exhibit 3-9. Measures of economic activity
per acre, Portland Harbor, 2002 and 2008**

	2002	2008	AAGR
Value Added	\$1,147,614	\$1,217,173	1.0%
Real Market Value	\$776,715	\$838,091	1.3%
Employment	6.21	5.75	-1.3%
Cargo Tonnage	3,873	4,928	4.1%

Calculated by ECONorthwest with data from:

Value Added: IMPLAN

Real Market Value: Metro RLIS

Employment: Oregon Employment Department, Quarterly Census of Employment and Wages

Cargo Tonnage: Port of Portland

Acreage: Metro RLIS and Multnomah County Office of Assessment and Taxation

From 2002 to 2008, developed industrial land within the Portland Harbor increased from 2,757 acres to 2,863 acres, an average of 18 acres per year. Value added, real market value, and cargo tonnage all grew at a faster pace than developed industrial acres. By those measures, land was used more efficiently. Employment in the Portland Harbor, however, declined over that period (both in absolute terms, and per acre of developed industrial land). The measure of efficiency that is chosen makes a difference when evaluating trends in land use efficiency.

The next section explains each of these measures in more detail.

Employment

Employment density is a traditional measure of land-use efficiency. In fact, it is typically the basis for forecasting supply of and demand for employment land for all jurisdictions across the State, as they conduct periodic Economic Opportunity Analyses that are required by State law.

For our analysis, we obtained employment data from the Oregon Employment Department for all businesses in the City of Portland for 2002 and 2008. We used GIS software to isolate all employment located within the Portland Harbor for these two years. Total employment in the Portland Harbor declined from 17,134 to 16,466 over this period, a decline of roughly 111 jobs per year (or -0.7% per year).

The Oregon Employment Department QCEW data do have limitations that are worth noting:

- Although the geocoding process OED uses produces accurate results, it is possible that the exact location of some employers could be wrong by one or two hundred feet. This means that some employment in the Portland Harbor may appear outside the harbor boundary when using QCEW data, and conversely, some employment that is actually outside of the Portland Harbor may appear inside the harbor boundary.

- Some firms have multiple locations, but may only report employment at one location (such as at a company headquarters). Depending on how a company reports multi-site employment, all of the company's employment may be incorrectly reported as being inside or outside of the Portland Harbor boundary.
- QCEW data represents the number of *covered workers*. The data excludes members of the armed forces, the self-employed, proprietors, domestic workers, unpaid family workers, and railroad workers covered by the railroad unemployment insurance system. In the case of the Portland Harbor, the most important of these omissions is likely railroad workers. Other studies have shown a significant economic impact from railroad activity in the Portland Harbor, but these workers are excluded from the data.

We do not wish to imply that tracking employment density as a measure of economic activity is wrong or pointless. It is indeed an important measure, and one that the policy-makers, and the general public find useful for understanding the scale of economic activity. Despite the limitations listed above, the QCEW data is widely recognized as one of the most accurate employment data sources updated on an annual basis with site-specific data on all industries. We are just acknowledging that employment isn't the **only** measure of economic activity, and due to its limitations, other alternative measures may prove more useful for evaluating the economic performance of the Portland Harbor.

Real market value

Real market value is another typical measure of land-use efficiency. The relationship is a fundamental principle of urban economics: higher prices reflect the relative scarcity of some type of land or location, and that relative scarcity causes developers to substitute capital for land (i.e., to build more intensively). Higher-value development typically translates into higher assessed values and property taxes, which is seen as a benefit to local governments.

For our analysis, we obtained real market value for all parcels in the Portland region from Metro RLIS data for 2002 and 2008. Using GIS software, we calculated the sum of the real market value of all parcels within the Portland Harbor. The Harbor saw real market values grow from \$2.14 billion in 2006 to \$2.40 billion in 2008, an average annual increase of 1.9%. However, the US Consumer Price Index grew by 3.0% per year over this same time period, indicating that real market value in the Portland Harbor grew at less than the pace of inflation.

Data on real market value for this time period should be treated cautiously. The local and national real estate markets were booming during

this period. Multnomah County real estate values grew at above average rates: more than 8% during this period. The region has now had three consecutive years of declining real market values since 2008; a detailed analysis of property values in the Portland Harbor would probably mirror these broader regional trends. Over a long period (long enough to include the ups and downs of several business cycles – say, 20 years) inflation-adjusted changes in real market value in the Portland Harbor might be a useful indicator of land-use efficiency. For shorter periods, it is not a measure that can be used without interpretation.

Value added

Value added is a measure of economic activity that is not commonly used to measure land use efficiency. Value added, simply defined, is the difference between the sale price and the production cost of a good or service.¹⁵ It is directly comparable to Gross Domestic Product (GDP) at the national level. Value added only considers the final cost of goods and services (the total of four components: wages, business income, other income, and indirect business taxes), and excludes the value of intermediate goods, to avoid double counting.

While value added is a good measure of economic activity at a regional level, the data are not typically collected at smaller geographic levels, and certainly are not available as time-series data at a parcel-specific level. This presents challenges for using value added as a measure of efficiency for the Portland Harbor.

We used the IMPLAN economic modeling software to obtain value added information for the smallest geographic areas possible (zip codes). ECO used the IMPLAN forecast of value added for the four zip codes that overlap the Portland Harbor for 2002 and 2008. Using a geographic boundary that is close to, but not exactly the same as, that of the Portland Harbor means that the measure of value added per gross developed acre should not be viewed as accurate in an absolute sense. But because our geographies and data sources were consistent in both years, the measure is still useful for observing trends over time.

Our analysis showed value added in the zip codes approximating the Portland Harbor increased from \$3.16 billion in 2002 to \$3.48 billion in 2008, an increase of 1.6% per year. However, the US Consumer Price Index grew by 3.0% per year over this same time period, indicating that value added in the Portland Harbor grew at less than the pace of inflation.

¹⁵ More accurately, the production costs are the outside purchases of materials and services, but do not count payments to employees for wages, salaries, and benefits. Thus, a lot of value added is a “return to labor;” it also includes returns to land and capital.

Cargo

The Port of Portland tracks cargo tonnage on a monthly basis and publishes annual data, dating back 30 years. While the data are only available for Port of Portland public marine terminals, and not privately-operated terminals, they are a good proxy for cargo shipped in the Portland Harbor, and the most comprehensive historical data available. The Port data show cargo volumes (measured in short tons¹⁶) increased from 10.7 million in 2002 to 14.1 million in 2008, an increase of 4.8% per year. Over this period, cargo volumes experienced more robust growth than any of the other efficiency measures used in this analysis. In other words, despite a decline in employment, and modest gains in real market value and value added, the Portland Harbor saw strong growth in cargo volumes per developed acre of industrial land.

Note that is not the same as saying that land in the Portland Harbor is what generated or somehow caused that tonnage to go through the Port.

3.4.2 OPPORTUNITIES FOR INCREASED EFFICIENCIES

The available data provide limited answers for understanding the potential for industrial land in the Portland Harbor to be used more efficiently. To supplement them, we interviewed key stakeholders in the Portland Harbor to solicit their input on (1) ways to measure efficiency, (2) challenges to improving efficiency, and (3) strategies to overcome those challenges.

To conduct these interviews as efficiently as possible, ECO staff met with about a dozen members of the Working Waterfront Coalition (WWC), rather than conducting separate interviews with similarly qualified individuals. Established in 2005, the WWC is an organization of businesses concerned about the environmental health and economic vitality of the Portland Harbor. Members of the WWC who were interviewed for this project, included representatives of the following businesses and organizations:

¹⁶ 2,000 pounds per ton, as opposed to metric tons (1,000 kilos, about 2,200 pounds).

- The Greenbrier Companies
- CalPortland
- Northwest Pipe Company
- Schwabe, Williamson & Wyatt
- Kinder Morgan
- Smart Decisions
- Port of Portland
- Perkins Coie
- Schnitzer Steel
- Columbia Pacific Planning
- Evraz Oregon Steel Mills

Group members had different views based on their individual experiences in the Portland Harbor, yet the group as a whole agreed on most key points. Although no votes were taken at the meeting, the following points seemed to achieve consensus:

- **The Portland Harbor has many attributes that provide a competitive advantage for water-dependent industrial activity.** The Harbor benefits from its amazing connectivity: the confluence of two rivers, access to domestic markets via two major rail lines, inland waterways via the Columbia/Snake River system, and I-5 and I-84, and access to global markets via the Pacific Ocean. Having all of this connectivity in the heart of the City of Portland, with strong local policies in place to preserve harbor land for industrial use, creates a special place for water-dependent industrial firms. Members of the WWC recognize the importance of the Portland Harbor, and are committed to maintaining and enhancing its competitive advantages.
- **The constrained land supply is an issue.** Members of the WWC recognize that the industrial harbor land supply in the Portland region is fixed, and vacant developable land is rare and constrained. They believe this limitation is an important issue, and one that will become more important over time.
- **Businesses adjust to these constraints by taking measures that have the effect increasing output on an existing site (i.e., of increasing land efficiency).** Such measures include extra shifts, better machinery, tighter processing procedures, and more.
- **There are bigger public policy issues that are affecting demand for new development in the Portland Harbor.** While members of the WWC were concerned about the constrained land supply, they were more concerned with issues affecting demand: Superfund liability and a burdensome permitting process.
 - **Superfund liability.** The specter of the Superfund is hanging over the heads of all property owners in the Portland Harbor. They know that their liability for the Willamette River cleanup effort will be significant, but they do not know what their individual liability will be, or when a final agreement will be

reached. Members of the WWC expressed concern that it is nearly impossible to sell land in the Portland Harbor for new industrial development until a final agreement has been reached on the Superfund liability.

- **Permitting process.** Members of the group believe the local permitting processes to be time consuming, costly, and uncertain. Such beliefs are typical of most cities. But members of the group who operate facilities across the globe expressed their view that Portland's permitting process is more costly and difficult than most other places they do business. An implication for land efficiency is that permitting, its other intended benefits notwithstanding, makes private sector efforts to improve sites and increase efficiency more difficult. Thus, the City should be sure that the intended benefits are worth the tradeoff, and adjust its permitting process if they do not appear to be.
- **Traditional measures of efficiency do not apply for harbor industrial land, and alternative measures should be used.** Regarding the efficiency of land use, members of the WWC supported the conclusions of this report, that traditional measures (employment, real market value, and FAR) are ill suited for measuring the performance of water-dependent industrial land. The group suggested other measures of economic output, such as value added and cargo tonnage, are more appropriate measures of land-use efficiency in the Portland Harbor.

3.4.3 IMPLICATIONS

In our opinion, the main value of this attempt to measure land-use efficiency was to show what a slippery notion it is, and why simple statements about that efficiency are more likely to derive from opinion and a simple causal model than from an even semi-rigorous empirical analysis. In other words, things are complicated.

For example, many would say that land is being used more efficiently if it accommodates more employees. That kind of definition would be consistent with land-use planning practice and law in Oregon. By that measure, land use efficiency in the Portland Harbor decreased from 2002 to 2008.

But an alternative view – and one more likely to be taken by economists – is that labor (employment) and land are both inputs to a production process. They may be substitutes, or at least there is no necessity that they move together. If a business can use less land and even less labor and still increase its production, it is getting more efficient. If a lot

of businesses in an area are increasing their output on the same land they have always been on, then “land efficiency” can be said to be increasing.

In Portland Harbor the data shows mixed results. Despite declining employment, and growth in real market value and value added that is less than the rate of inflation, the Portland Harbor experienced an increase in efficiency as measured by cargo tonnage. If the City is interested in generating the most economic activity on the fixed supply of harbor industrial land, then value added and cargo tonnage may be more appropriate measures than employment. But these measures are inconclusive on whether the harbor increased in land use efficiency from 2002 to 2008.

That last point leads to a suggestion for policy discussion: instead of talking broadly about “land efficiency,” talk specifically about changes in certain economic output per acre. Accept that there are different measures of output, and track several of them. That is what we did above. Our conclusion is that some measures of economic output have been increasing faster than vacant land is being converted to developed land, and other measures have not. The region should continue to track these measures, and adopt policies with the intention of increasing measures of economic output faster than vacant land is converted to developed land. This seems like a good objective for people with different passions: economic development, environmental amenity, or smart growth.

Finally, our simple analysis does not answer other questions that could be important for policy, such as (1) What is causing the increase or decrease in economic activity? (2) How does that change compare with other areas in the Portland region, or with other port areas in the U.S.? and (3) What policies would allow for even greater growth?

SUMMARY OF FINDINGS

This report focused on issues related to the demand for and supply of land for water-dependent industrial employment in the Portland Harbor (about 4,000 acres of land along the Willamette River, from approximately the I-405 Bridge north of downtown to the confluence of the Willamette and Columbia Rivers). Its main conclusions are:

- The City and its partner agencies have spent years in study and data development for the study area. The City's mapping of vacant parcels is detailed and support its conclusion that outside of land already in Port of Portland Terminals, the best potential sites in the study area of a location and size that a new marine terminal would require are Atofina and Time Oil.
- These two sites meet mandatory criteria for minimum size (more than 50 acres) and location (frontage on the Willamette River) for a new marine terminal. That makes them *possible* sites, but not necessarily *likely* sites. The analysis in this report reconfirms findings of previous studies: small size and a lot of site constraints (especially the need to deal with the legal liabilities of prior soil contamination) make development of these sites for a marine terminal challenging.
- Even using the most detailed and recent data available, it is difficult to predict future land needs for public marine terminals with precision. While the potential land need through 2040 varies greatly depending on key assumptions, the most-likely scenario shows that the Port of Vancouver may, in theory, have enough developable land to accommodate regional growth in cargo volumes through 2040. In practice, however, competing demands for Port of Vancouver lands, competition among and public policies of affected jurisdictions, and the potential for higher growth in cargo volumes all make it possible, if not likely, that the land controlled by the Port of Vancouver would not be able to accommodate all of the regional demand for marine cargo.
- Regarding the efficiency of land use, for the time periods evaluated, we found a decline in employment, modest growth in real market value and value added (though less than the rate of inflation), and stronger growth in cargo volumes per developed acre of industrial land. The mixed results of the various measures of economic activity prevent us from drawing a strong conclusion. The region should continue to track these measures, and adopt policies with the intention of increasing measures of economic output faster than vacant land is converted to developed land. This seems like an objective that could appeal to people with different interests: economic development, environmental amenity, or smart growth.

Appendix A Research Approach

Section A.1 describes why getting clear about definitions and assumptions at the beginning of a study is important. **Section A.2** discusses a *framework* for evaluation: concepts that underlie any evaluation of this type. It discusses (1) definitions of industrial use and industrial land, (2) factors relating to the supply of and demand for industrial land, (3) the role of industrial activity in the economy and (3) the concept of land efficiency: what is it, why does it matter, and how is it measured. **Section A.3** is more specific about the *methods* used for the evaluation (review of previous studies, secondary data, case studies, interviews) and how they are used to address four key questions: about land supply for water-dependent uses, a new marine terminal, the role of Vancouver in the regional land supply for marine terminals, and land efficiency.

A.1 OVERVIEW

The purpose of research on public policy issues to provide information to a public debate about public action. The research *informs* decisions; it does not *make* decisions. Those decisions are usually made by elected and appointed officials on behalf of the citizens they represent.

Some of the issues that require action are controversial. People and groups have different opinions about the extent of the problem, its causes, and best ways it can be mitigated. Ultimately, most solutions that get adopted are a result of debate and compromise. Fundamental to a productive debate about problems and solutions are (1) an agreement on definitions, and (2) clarity about assumptions. Many discussions fail to lead to consensus on action because there was never consensus on definitions. Moreover, it is common for evaluation results to depend more on the assumptions selected than on the data collected in support of those assumptions.

Thus, the analysis in this report starts by trying to describe clearly the context for the questions being asked. That context is a foundation from which to identify data sources and analytical methods. Stated another way, the methods used for evaluation should be consistent with generally accepted ideas about how a regional economy and industrial development work. What do theory and prior empirical work suggest are fundamental contributors to (causes of) economic activity and industrial development, and which of those factors are most closely related to the questions this study is addressing?

Section A.2 provides a *framework* for evaluation: evaluation concepts that underlie any evaluation of this type. Section A.3 then discusses more specific *methods* for data collection and analysis that are consistent with that framework.

A.2 FRAMEWORK FOR THE EVALUATION

This section discusses a *framework* for evaluation. It discusses (1) definitions of key concepts used in the analysis, (2) the role of industrial activity in the economy, (3) factors relating to the supply of and demand for industrial land, and (4) the concept of land efficiency: what it is, why it matters, and how it is measured.

A.2.1 WHY CARE ABOUT INDUSTRIAL LAND?

No city or region exists that does not engage in economic activity. A concentration of economic activity is a defining characteristic of all cities.

A substantial but inconclusive literature investigates which economic activities provide the greatest net benefits to cities. Most of that literature assumes, at least implicitly, that (1) specialization allows consumers to get a variety of goods and services at lower prices; (2) if places specialize where they have comparative advantages, they will (a) produce goods more efficiently and be more competitive, but (b) have to trade to get everything they want; and (3) trading requires having something to trade; it means exporting some goods and services so that that money is available to pay for imports. It is that logic that leads economic development specialists to emphasize the importance of growing and retaining local firms that export goods and services: the payment for those exports brings money into the local economy that, among other things, allows purchases of desired goods and services not provided in the local economy.

Whether industrial activity generates larger economic benefits than other economic activities is a matter of debate in the professional literature of development economics.¹ Most economic development practitioners, however, believe that:

- Manufacturing is central to a strong regional economy (for a variety of reasons related to assumptions about greater value added, export

¹ See a recent debate sponsored by *The Economist* on the motion "This house believes that an economy cannot succeed without a big manufacturing base." (<http://www.economist.com/debate/days/view/714>; accessed 24 August 2011). The opening remarks of the moderator stated "Our topic for the next few days is one that has divided economic practitioners and commentators for as long as anyone can remember: how important is manufacturing?" Hypothetically, if the U.S. were manufacturing more products being sold abroad, its debt would be less. But are global and U.S. economic conditions such that manufacturing is the comparative advantage of the U.S.; maybe it should be exporting services (e.g., financial, accounting, medical, engineering, and so on) instead. Pro and con arguments are posted on-line and readers vote. Readers voted 3 to 1 in favor of the proposition.

orientation, multiplier effects, average wages, and employment social diversity) and their missions.²

- By extension, the supply of land to accommodate manufacturing (i.e., industrial land) is important: too little industrial land hinders the growth or utilization of regional economic capacity. It is not uncommon for economic development discussions to include a statement that a region lacks sufficient land for industrial development at what someone has judged to be reasonable prices.

While proponents of manufacturing and industrial development have arguments and data to support their beliefs, so do groups that have different opinions about the importance of manufacturing relative to other sectors. Some of their arguments: too much industrial land could impose opportunity costs on the regional economy and hinder the growth or utilization of regional economic capacity; land markets and resulting land price should be allocating land to highest and best use, and that preserving land for industrial users at the exclusion of non-industrial users would reduce regional economic well-being.

The disagreement between groups stems from different assumptions about the value of industrial uses on particular parcels of land relative to alternative uses. In debates about public policy on land use and development, advocates for any particular use usually argue that:

- Their preferred use of the lands in question generates greater net benefits for a region than the other potential uses.
- Regions should preserve lands for their preferred use even if other users are willing to pay higher prices for these lands. Stated differently, all sides frequently assume that their uses produce positive externalities for a local economy that justify the effective subsidy associated with keeping other users that might pay more for the lands at issue.
- Where the alternative use would pay *less* for land than their preferred use, their arguments go the other way: the preferred uses generate greater net benefits to a region because the alternative uses will not generate sufficient positive externalities to offset the lost consumer and producer surplus that results from requiring the land to be used for purposes that the market prices do not show to be the highest and best use.

² One should note, however, the likelihood of self-selection bias here: local economic development has typically been funded with a mission to retain and attract manufacturing jobs, and people attracted to the field of economic development are likely to start with or acquire that point of view.

The arguments for public-sector involvement in urban land markets (e.g., planning, zoning, urban renewal) are based fundamentally on arguments about external effects that are not incorporated into the market price of land transactions. Proponents for policies favoring industrial land (or any type of land use³) might make both sides of the argument: because of the important external benefits of industrial use (1) protect industrial land from being converted to uses that will pay more for that land, and (2) do not prohibit industrial uses from converting other land to industrial uses when it is willing to pay more for the land than those other uses.

This study cannot resolve the longstanding debate about the net benefits of industrial uses and land relative to other uses and land. Rather, *this study starts from the assumption, embedded in the economic development policies of all local governments in the region, that the retention and expansion of industrial sectors is something that the region desires.* The City of Portland specifically addresses industrial land uses in its Comprehensive Plan and Zoning Code. The Urban Development goal of the Comprehensive Plan calls for industrial sanctuaries, where industrial land is preserved for manufacturing purposes exclusively. This stance is reiterated in Goal 5: Economic Development, which identifies retention of industrial sanctuary zones, including maximizing linkages with and within these areas, as a primary objective. These policies are implemented via the city's zoning code, which restricts certain commercial uses in industrial zones and only permits changes to Industrial and Employment Comprehensive Plan designations, if stringent criteria are met. These policies demonstrate the City of Portland's commitment to protecting industrial lands for industrial use. With this commitment in mind, this study then investigates land and in the Portland Harbor to see what capacity they have (given different assumptions about user types and changes in technology and operations) to accommodate industrial users.

A.2.2 DEFINING INDUSTRIAL LAND AND USERS

A.2.2.1 Industrial land

What is commonly referred to as "industrial" land is land designated by a local government (in its comprehensive plan, implemented by its zoning ordinances) to allow (but not necessarily require) industrial uses.⁴ Thus, land may be defined by public policy (e.g., plan or zone designation) or by actual uses. Such definitions may lead to an identification of roughly the

³ For example, the fundamental argument for the preservation for West Hayden Island is that such preservation has external natural and social benefits that make the land more valuable to the region in its natural state than in development.

⁴ Much of the overview in section A.2.2 is drawn from previous work ECO has done on industrial lands, especially work for the City of Tukwila, WA.

same land, but they are not identical. Industrial uses exist on land not zoned for those uses, and non-industrial uses exist on lands zoned industrial. Either definition, or both, may be appropriate for a particular policy issues.

A smaller subset of industrial land pertinent in this study is “harbor” land. That land could be defined in any of several ways. It could be, for example, land parcels that are within the boundaries defined for this study and also:

- With docking facilities
- Abutting a navigable waterway
- With active water-dependent industries (however “water-dependent” may be defined
- Owned by the Port of Portland
- Any combination of the above.

For this study, we use the City’s definition of the “Portland Harbor,” based on land designated industrial by the City’s Comprehensive Plan in close proximity to the Willamette River. A map of the City’s harbor lands is shown below in Exhibit A-1.

Exhibit A-1. Map of harbor lands in Portland



Source: City of Portland, 2011.

A.2.2.2 Industrial users

All industrial users

Land is designated industrial because it meets, or is intended to meet, the needs of the industrial users. These needs typically include proximity to transportation routes (interstate roadways, rail, water ports, airports),

relatively low-cost land (to accommodate the relatively large land needs of many industries), and a location that reduces conflict with other uses.

Industrial users are usually identified as a collection of sectors from the North American Industrial Classification System (NAICS). A recent analysis of industrial land published by the American Planning Association⁵ used NAICS codes to define “industrial use” in urban areas. It described a *strict* definition and *loose* definition. The industries included in both definitions are shown in Exhibit A-2.

Exhibit A-2. NAICS codes presumed to be highly correlated with industrial land use

NAICS	Industry
Strict Definition	
23	Construction
31-33	Manufacturing
42	Wholesale trade
48-49	Transportation and warehousing
Loose Definition	
23	Construction
31-33	Manufacturing
42	Wholesale trade
48-49	Transportation and warehousing
221	Utilities
444	Building material and garden equipment and supplies dealers
511	Publishing industries (except Internet)
517	Telecommunications
518	Internet service providers, web search portals, and data processing services
562	Waste management and remediation services
811	Repair and maintenance
812	Personal and laundry services

Source: *Planning for Industry in a Post-Industrial World*, Marie Howland. See text for full citation.

These sectors share some basic characteristics. First, they are often referred to as part of the “traded” sectors, presumably because they have a greater propensity to be export-oriented and involved in direct creation of physical goods.⁶ Second, they generally have the same building and land needs and site requirements. They cannot typically locate in high-rise office space or in storefront retail space, or in converted homes. This limitation is in part related to possible external effects that can make them unattractive neighbors; they can generate more noise, dust, smells, and visual impacts than other uses. (But many industrial uses can have *fewer* external impacts

⁵ Howland, Marie. 2011. “Planning for Industry in a Post-Industrial World: Assessing Industrial Lands in a Suburban Economy.” *Journal of the American Planning Association*. Winter, Vol 77, No 1. pp 39-53.

⁶ But note that this distinction has always been fuzzy and is getting blurrier in today's economy. Many businesses in the Services sector are export-oriented: e.g., business services and tourism. Moreover, the notion of “basic” is also fuzzy and increasingly questioned.

of some types than businesses in other sectors have: e.g., on traffic). The limitation also relates to their general need for cheap land and proximity to transportation routes.

The industrial sectors shown in Exhibit A-2 are defined by industrial activities, but the list does not necessarily reflect the types of businesses that require industrial land. For example, many jobs in the construction industry are not physically located at a central, industrial location, but instead operate on sites throughout the region. Similarly, many utility jobs in the region are often in office towers in the Central City, and do not require industrial land. Therefore, the list of NAICS codes that constitute industrial uses (as defined by the American Planning Association) do not necessarily reflect the range of businesses that would have demand for industrial land in Portland.

Water-dependent industrial users

For this analysis, more important than “all industrial” users is the subset of industrial users that are either “water dependent” or “water related.” Every type of job must, by definition, fit into one of 17 broad (“two-digit”) NAICS categories. But at the most detailed level (six-digit) there are about 1,175 categories. If one wants information about “water-dependent” employment, one must define it as some combination of NAICS codes, and those codes, even at the finest level of disaggregation, may have firms that one might call water-dependent and others one would not. No standard data source defines business this way; one has to either combine NAICS codes or do primary research (e.g., site evaluations of phone surveys).

Even seemingly obvious NAICS codes like 3366, ship and boat building, may not be completely populated by water-dependent firms: smaller pleasure boats may be built or refurbished for shipping by truck or rail. And codes that may appear to have little to do with water (e.g., 3112, oil seed and grain milling) may have reasons to be close to the water because of the importance of bulk shipment. This report does not conduct analysis that requires a definition of water-dependent industrial users, and because of the difficulties of defining water-dependent industries by NAICS codes, we have not attempted to do so.

The City of Portland defines river-dependent uses as those that can be carried out only on, in, or adjacent to a river because they require access to the river for waterborne transportation or recreation. Included is any development, which by its nature, can be built only on, in, or over a river. The zoning language, however, does not distinguish specific water-dependent industrial uses.

Public marine terminals

Our analysis treats public marine terminals (i.e., the Port of Portland facilities) differently from other users of harbor industrial land. These port terminals function as public infrastructure, facilitating economic activity for other industries in the region. In this report, we examine certain questions related to broader harbor industrial land efficiencies, and other questions related to land supply specifically for new public marine terminals.

A.2.3 EVALUATING THE SUPPLY OF AND DEMAND FOR INDUSTRIAL LANDS

This section looks at how cities answer critical questions like: How much developable industrial land is there? How is it likely to be used? Will it be enough for the expected demand in the future?

A.2.3.1 Supply of industrial land

The total amount of land inside the Portland city limits is essentially fixed. Unless submerged land is filled to create new dry land, the only way the City can get more land is to expand its boundaries. But such expansions are unlikely, because the City is mainly surrounded by rivers, protected areas (Forest Park), and incorporated municipalities.

Thus, for the City of Portland, the question of land supply focuses on how much land is vacant, partially vacant, or underutilized, and how much land is constrained (by environmental contamination, environmental overlays, and other issues).

The Bureau of Planning and Sustainability (BPS) at the City of Portland has done extensive work to characterize the land supply in the Portland Harbor. It uses state-of-the-practice procedures (e.g., GIS data layers) consistent with Oregon planning law (e.g., statutes and administrative rules for statewide Goals 9 and 14).

Exhibit A-4 shows the typical process for categorizing and evaluating land supply. In summary:

- All land is either fully developed or not.
- If not, it is either (1) under development (in the pipeline), (2) buildable, or (3) not buildable (because of prohibitive physical or policy constraints).
- If buildable, a parcel of land may be (1) fully vacant, (2) partially vacant, or (3) potentially redevelopable.

- Buildable land in any of those categories has a *capacity* to accommodate new development. That capacity is defined by public policy and may be partially constrained by public policy.

Exhibit A-4. Conceptual framework for buildable land inventory and capacity analysis

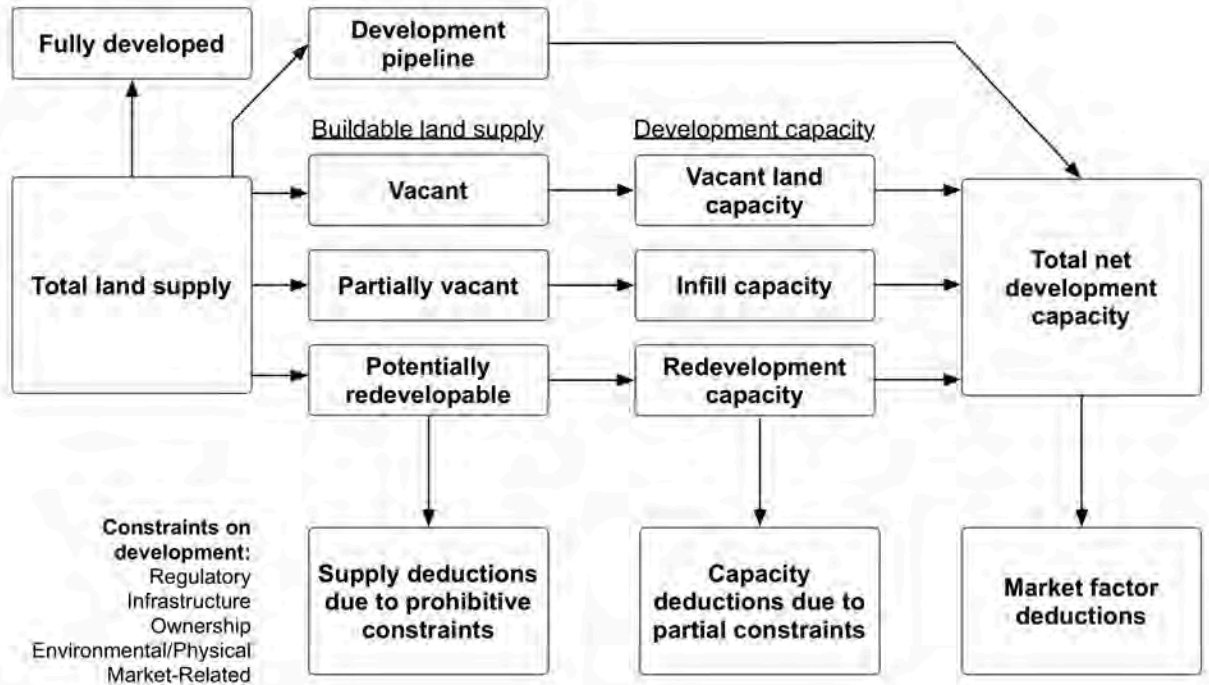


Fig. 7-4 Land supply and capacity analysis process. Source: Moudon and Huber 2000. This material is used by permission of John Wiley & Sons, Inc.

The concepts and definitions illustrated in Exhibit A-4 are relatively well understood in Oregon planning practice. Our investigation suggests that the extensive work by BPS on the land supply in the Portland Harbor generally accepts these concepts, even if its definitions and methods are slightly different.

A.2.3.2 Demand for industrial land

Forecasting demand for industrial demand begins by identifying what types of users will consider locating on land designated industrial. In general, industrial land must accommodate most job growth in “industrial” sectors. It must also accommodate some job growth in “non-industrial” sectors.

Not all jobs in “industrial” sectors use industrially-designated land. For example, a head office of a manufacturing company may be in a downtown office/commercial zone rather than in an industrial part of a city. Another

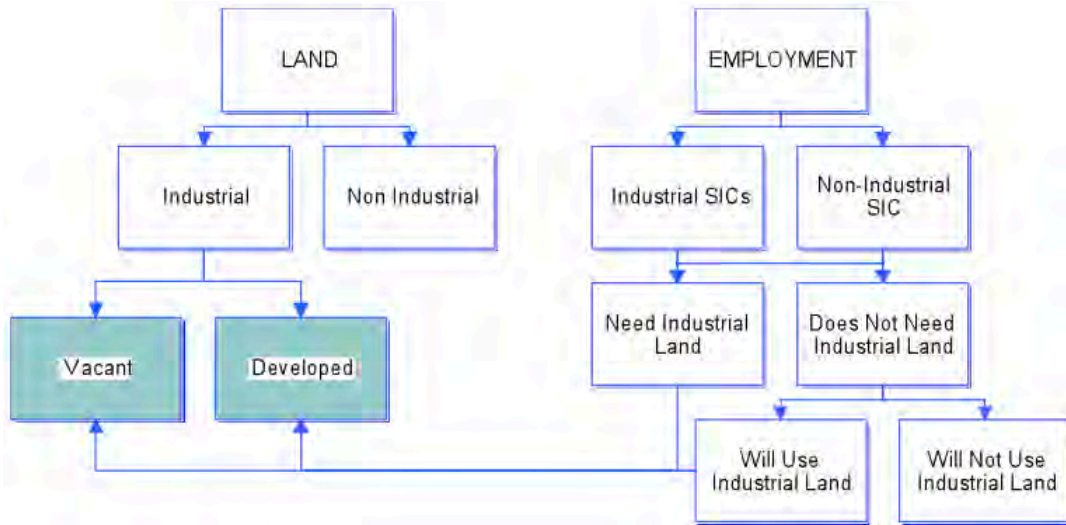
example is that some firms in the industrial sectors are allowed to locate in general commercial or mixed-use zones and may do so.

Not all industrially-designated land is used by “industrial” sectors. Some businesses that are referred to by the NAICS system as “services” need industrial land (for example, auto repair) because they share the same need for a location where land is cheap and where their activity is compatible with the surrounding neighborhood. In addition, non-industrial uses that don’t necessarily *require* the characteristics of industrial land (low price, access to transportation, etc.) may nevertheless locate there if (1) they are not prohibited from doing so, and (2) the market conditions allow them to out-bid industrial uses. Big-box retailers with sufficient drawing power may not need surrounding retail: they can stand alone in industrial areas, where they may find cheaper land and better access to customers and suppliers. Services may locate in an industrial area to serve food and other convenience needs of industrial workers. Residential uses may also find an industrial area attractive if the environmental effects of industry are not too deleterious and the location is convenient for residential living. Most significantly, given the focus of this study, professional offices and other commercial uses may locate on industrial land because they can out-bid industrial uses.

This is one of the City of Portland's concerns: that large amounts of industrial land will convert to non-industrial uses. The City has already taken actions to alleviate this concern. Existing policies in the City’s Comprehensive Plan and Zoning Ordinance (see Section A.2.1 of this document) aim to prevent the use of industrial land for non-industrial uses. Industrial sanctuary zones, for example, preserve land zoned as industrial for industrial purposes exclusively. The code does, however, allow for conditional use of industrial land for non-industrial purposes in these same areas.

Exhibit A-5 shows this relationship between “industrial” uses (as measured by industrial employment) and “industrial” land, and why studies of industrial land like this one are tricky.

Exhibit A-5. How industrial and non-industrial businesses use industrial land



Source: ECONorthwest, 2011.

On the "Land" side, the analysis in this study is concerned with only land designated as industrial, and is concerned with both vacant and developed industrial land. On the "Employment" side, the study cannot limit itself to industrial NAICS codes⁷: non-industrial users use industrial land. It also cannot limit itself to a subset of businesses that in some sense "need" industrial land, because many businesses that fail to meet whatever need criteria we might develop will still be users of industrial land.

In Oregon, state law requires that cities provide adequate land for 20 years of forecasted economic growth (Goals 9 and 14 of the statewide planning goals). As a matter of practice, (1) the common measure of economic growth used in a 20-year forecast is employment, and (2) some estimate of employees per developed acre, by broad industry type (e.g., retail, office commercial, industrial), is used to convert forecasted future employment to needed acres of land.

For several reasons related to market conditions and public policy, it is possible for (1) employment density to increase over time, and (2) an increasing amount of new employment-related development to occur as an intensification of development on an already developed parcel (rather than as new development on a "greenfield" parcel). If a region uses its land more "efficiently" (due to public policies, market forces, or a combination of both), then the ratio of employees per acre should increase, which would reduce the amount of demand for land in the forecast period.

⁷ Formerly SIC codes, as shown in Exhibit A-3.

While employment is typically the measurement used to forecast demand for land, it may not be the best measurement for forecasting industrial land demand. Later, this appendix discusses other measurements that could be used to forecast demand, and to measure land efficiency.

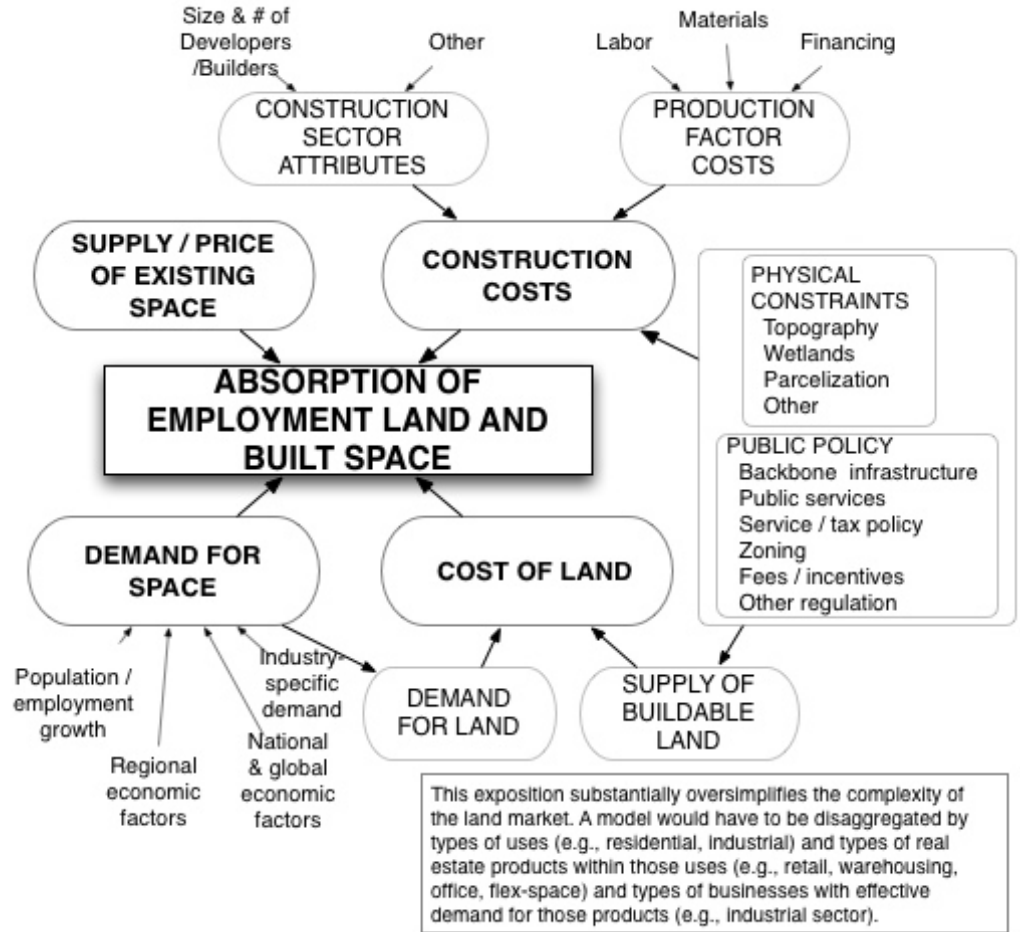
A.2.3.3 Comparing supply and demand

Factors affecting demand and factors affecting supply are not independent: in theory those factors interact to result in a market clearing price. Businesses and developers do not necessarily choose the cheapest land or the best (most expensive) land: they choose the land with the best value. In other words, price makes a difference. Below are some key points that describe how factors of supply and demand interact to determine where industrial development occurs:

- In any production processes, businesses try to economize on scarce (relatively expensive) resources by finding substitutes or changing the production process. For example, if serviced lands become scarcer, their prices should increase and businesses will substitute other factors (e.g., equipment) for land. In other words, as land gets scarcer, its price should rise and it should get used more intensively.
- With a fixed supply of total land, the supply of vacant, buildable land will decrease as development occurs.
- As the supply decreases (and as the real costs of providing services to that land increase), the price of land for new development will increase.
- As the price increases, users of land (businesses and developers) will try to economize on the use of land. They may do that by (1) using the available land in Portland more intensively, (2) choosing locations in other cities in the region more distant from the center that have more and less expensive buildable land, or, if no land elsewhere in the region has the desirable attributes at an affordable price, then (3) locating somewhere other than the Portland region.

Exhibit A-6 shows some of the many factors that affect the absorption of employment built space and land.

Exhibit A-6. Factors affecting the price and absorption of vacant land



may be willing to pay only, say, \$5 per square foot for the land, such a firm may be willing to pay, say, \$8 per square foot. Thus, the question becomes one of making some assessment of whether the particular package of land attributes for properties in the Portland Harbor is going to be especially desired by some subset of businesses (e.g., water-dependent businesses).

A.2.4 “EFFICIENT” USE OF INDUSTRIAL LAND

Efficiency is a measurement of how much output is produced per unit of input. Thus, an efficiency measure requires a numerator (output) and a denominator (input). In this case, we care about the amount of economic activity (output) generated per acre of land (input). The denominator – acres – is relatively clear in theory and straightforward to measure. Thus, the bigger challenge is in choosing and measuring the numerator: economic activity. This section describes the various ways to measure efficiency of industrial land, and why some of these measures may be more appropriate than others.

If land use in an area becomes more efficient, then any given amount of economic activity will require less land than it would have otherwise. In an area with a fixed supply of industrial land, like the Portland Harbor, it makes sense to consider ways to use the land more efficiently to accommodate more economic activity. Typical measures of efficiency, however, may not be ideal for evaluating industrial land and marine terminals.

A.2.4.1 Traditional measures of efficiency

Typical measures in the numerator of an efficiency measure of land use include employment, real market value, and built space. These measurements look at the amount of economic activity occurring on a property. In general, advocates of economic development would prefer larger buildings, with higher value, and more employees to locate on a given parcel of land. But these measures of efficiency tend to give relatively low marks to industrial development.

Harbor industrial development tends to have low floor-to-area ratios (FAR) and a relatively low number of jobs per acre. Compared to an office tower, an acre of industrial development is likely to have much lower assessed value, employment, and gross square footage. Thus, measures of the efficiency of employment land based on any of these measures in the numerator would all tend to improve if industrial land were converted to commercial uses.

But industrial lands in general, and harbor lands in the case of this study, are clearly an important piece of the regional economy. If every

jurisdiction allowed vacant industrial land to convert to commercial uses on the assumption that some other jurisdiction would provide the industrial land, the regional supply of industrial land would get smaller quickly and, at the margin, industrial expansion would be slower than it would have been. Land with port access is a particularly important and relatively rare component of all regional industrial land. Marine terminals provide access to other markets, facilitating commerce, and allowing traded-sector businesses to export their goods to other markets.

In the context of the discussion in A.2.1 above, land with port access is necessary for the development of port and port-related facilities, and such facilities may have large external benefits for the region. Since the benefits are external (and, by definition, cannot be readily captured by owners of the land), they do not influence the price that private developers will pay for land. Thus, land prices that industrial users are willing to pay for land in the Portland Harbor probably do not reflect the full value to the Portland region of having that land in industrial use.⁸

A.2.4.2 Key issues for measuring efficiency

Regardless of what measure of economic activity is used in the numerator for calculating efficiency, there are fundamental issues that present challenges for defining and measuring efficiency and changes in efficiency for industrial land.

Efficient use of land versus efficient production of goods and services

Fundamental to land-use planning regulation in Oregon is the assumption that sprawl is inefficient, and that reducing sprawl saves valuable natural land (for farming, forestry, and the provision of ecosystem services) and promotes more intensive use of urban land (i.e., more density). This system intends to promote more efficient use of land. Denser development, however, does not necessarily mean more efficient production of goods and services for all types of businesses. Put another way, a public-sector mandated increase in certain measures of intensity of industrial land use (e.g., minimum FAR) may or may not increase the efficiency of a particular operation (measured by value added, employment, etc.).

This issue is critical when discussing land-use efficiency in the Portland Harbor. For some (perhaps many) industrial businesses located in the

⁸ Proponents of other uses could make the same argument: that their external benefits are substantial and not capitalized in land value. A full technical evaluation of the relative net benefits would require extensive empirical work, is unlikely to be definitive, and is beyond the scope of this study.

Portland Harbor, pressure to develop at greater density is unlikely to increase the efficiency of their operations.

Site-specific land efficiency versus regional land efficiency

Site-specific efficiency refers to the economic activity on an individual site. If a user of a one-acre industrial parcel were to double some measure of economic activity (e.g., employment, value added, etc.) without developing more land, one could call that an example of increasing the efficiency of industrial land as a factor of production. This is often what is meant by increasing efficiency.

But what if a parcel serves the regional economy: in other words, what if it provides external benefits? For example, a warehouse may allow other businesses in the region to transport their goods. The warehouse could appear unchanged over time by many measures of economic activity (e.g., assessed value, employment, FAR), but it may be accommodating more goods for other businesses in the region, allowing these businesses to grow.

There are at least three implications. First, standard measures of economic activity like employment may be the wrong ones. The warehouse and its employment may not have changed: it may be that both are now more efficient because the warehouse is now processing more goods because of increases in demand, changes in technology, or some other factor. Second, even if the production per acre for that warehouse were to remain the same in terms of tons or cubic feet of cargo processed, the value of that cargo may have increased (so an argument can be made that efficiency should be measured as value, not tonnage). Third, and related, even if the value of cargo did not change much, its transshipment is a necessary component of what may be a different and rapidly growing industrial sector that is contributing to the regional economy.

An example of this regional land efficiency is the Port of Portland itself. A port's economic impacts extend well beyond its land and the land that surrounds it. In Oregon, the economy of eastern Oregon and Washington depend on the port facilities in the Portland area to ship grain and other products. Looking just at measures of production on land around a port can easily miss the point: a port is a regional facility that may benefit many businesses a great distance from the port. Thus, it may be "efficient" for a port to have relatively low-density uses that allow efficient transportation of goods, facilitating economic growth throughout the region.

Economies of scale and threshold effects

For many enterprises, as they grow from small and start-up to bigger and established, they achieve economies of scale. There are start-up costs that they have to incur, and there are relatively fixed ongoing operating costs

that must be amortized. It is common for costs per unit of output (or, in the case of transshipment) throughput to decline.

Economies of scale (because of declining marginal costs) almost certainly exist for port facilities. There is a large initial capital investment in facilities: once they are there, they can be used more intensively at a low additional (marginal) cost per unit of activity (e.g., tonnage handled). As more facilities, even of different types are available, the per-unit cost of operation and maintenance can decrease, and the attractiveness of and demand for the facilities may increase for users.

Politically, getting to some scale is probably important for users and for higher levels of government (state and federal) that provide financial assistance to ports: in the case of Portland especially, for dredging the Columbia River. In other words, there may be subtle or not-so-subtle threshold effects: if port operations drop below some level, its ability to sustain even those lower levels of activities may be seriously diminished.

Markets versus public policies

Many economists would argue that the best judges of the efficiency of a particular industrial use at a particular site are the owners and managers of the use in question. If they believe that they can operate more efficiently by adding employees, buildings, or equipment to their site, they will do so. If they believe they can profitably increase production without adding land, they will do so. If their land and land around their site has locational characteristics that make it particularly valuable for certain types of production, and if there are a number of businesses involved in that type of production, its price will rise, and the price is a measure of the increasing value (efficiency) of the land in production.

That argument, however, does not address a concern of cities like Portland about that market-based process: what if non-industrial and non-water-dependent commercial uses (e.g., offices and retail) outbid industrial uses for the land? Yes, the land value has increased (as have the cities' property-tax revenues), but perhaps at a greater cost to the regional economy.

A.2.4.3 Alternative measures of the output component of efficiency

In short, to address the question about the efficiency of the use of industrial land in the harbor area, one needs a definition of efficiency that makes sense for industrial land. Such a definition must make sense not only in theory, but also in the context of the data and methods that are available for measuring efficiency. We suggest two alternative measures of efficiency

that are most appropriate for harbor industrial land: value added, and tonnage of cargo.

Value added

Proponents of the industrial and manufacturing sectors point to its potential for high “value added.” Value added means that the value of outputs (per unit or in the aggregate) less the cost of inputs purchased from other firms used to create output.⁹ In economic terms, industrial activity is a “goods-producing” activity, and is generally considered to have strong potential for value added. A service industry, in contrast, tends mainly to sell transformed labor services. There is value added, of course, but this value added is often lower than in a goods-producing setting.¹⁰

Setting aside cross-sector comparisons, value added may be a better measure of output over time *within* sectors than employment or built square footage. A measure of the efficiency of a fixed supply of industrial harbor land would be the amount of value added generated per acre for businesses located in the harbor.

Cargo

There is a reasonable argument that much of the industrial land in the Portland Harbor area serves a regional need for transshipment. Therefore, a regional measure of transshipment activity might be appropriate for measuring the efficiency of such land. Some measure of cargo (e.g., tonnage, volume, value) is an obvious choice. Because data are more readily available, we suggest tonnage of cargo as an alternate measurement of land-use efficiency in the Portland Harbor.

The economic activity occurring on a parcel is only part of the impact that land has on the regional economy. Many users of harbor industrial land facilitate economic activity throughout the region. While most measures of efficiency fail to measure this broader impact, tonnage of cargo is a measurement that is consistent with the idea that port facilities have broader regional economic benefits.

⁹ In that sense, value added is a measure of a firm’s contribution to GDP. Another way to think about this is that everything that a firm itself puts into the production of a product (primarily the labor of its employees and capital) “add value” to the raw materials and intermediate goods and services it purchased to make its final product.

¹⁰ Often lower, but not always lower. Service sectors that use highly-trained human capital may have high productivity and high value added. In addition, as technology increases the productivity of physical capital, less manufacturing and construction activity is required to produce the same output. Communication systems, for example, are much more productive than they were in the past, but require much less “brick and mortar” type activities and, hence, less construction activity.

Methodologically, such an analysis should be done for the Portland Harbor in the aggregate, not for individual businesses or parcels. For this measure, it does not matter how much cargo occurs on a given parcel; it matters how much the amount of tonnage per developed acre of land is increasing.

A.3 METHODS

Section A.2 is a *framework*: it is about definitions and concepts related to the issues this study is investigating. It is a basis for selecting specific methods (data and analytical approaches) for addressing the four questions posed:

- Are the methods the City used to estimate the location and amount of vacant, partially vacant, and potentially buildable industrial land in the Portland Harbor area likely to yield reasonable estimates?
- How suitable for a public marine terminal are the few sites in the Portland Harbor that have been identified by the City as having the potential to accommodate such a terminal?
- What role can the Port of Vancouver play in accommodating forecast demand for cargo volumes in the Portland region?
- What is the potential for more efficient use of industrial harbor land?

We describe the methods we used to answer those questions in the rest of this section.

A.3.1 GENERAL DATA SOURCES AND TECHNIQUES

To conduct our analysis, we used the following data sources:

- **Existing studies.** Extensive analysis has been conducted regarding the Portland Harbor, industrial land, and port terminals. Local governments and service districts in the region (e.g., Metro, the City of Portland, the Port of Portland) are constantly evaluating past economic growth patterns, and planning for future economic development opportunities. These efforts result in a library of reports and studies addressing different aspects of the regional economy. These recent (as well as ongoing) efforts contain useful information for the analysis. *The scope for this study emphasized synthesizing and interpreting existing data over collecting new data.* Thus, ECO reviewed these related research efforts, and pulled their key findings into the analysis where appropriate.

The City of Portland provided ECO with a list of over 30 recent, relevant documents. After an initial review of all of these documents,

ECO selected a subset of documents of particular value to its analysis:

- Portland Economic Opportunities Analysis (2010)
- West Hayden Island Economic Foundation Study (2010)
- West Hayden Island: Marine Cargo Forecasts & Capacity Assessment (2010)
- Portland Vancouver Trade Capacity Analysis (2006)
- West Hayden Island Planning Document
- Oregon Commodity Flow Forecast (2005)
- Portland's Working Rivers: The Heritage and Future of Portland's Industrial Heartland (2008)
- Port of Portland annual reports

ECO focused on data and text related to historical trends and future projections for economic growth: in the region in general and the Portland Harbor in particular.

- **Secondary data sources.** ECO incorporated many secondary data sources into its analysis.¹¹ As with "existing studies," the objective is to leverage past research efforts to answer the questions posed in this study. Examples of secondary data sources we used are:
 - Buildable Lands Inventory (City of Portland). This source includes multiple data layers in the City's Geographic Information System (GIS)
 - Port of Portland Marine Terminal Statistics
 - Multnomah County Assessment & Taxation
 - RLIS (Metro)
 - Quarterly Census of Employment and Wages
 - IMPLAN
- **Interviews:** Many people in the Portland area have special knowledge of, and interest in, the Portland Harbor. ECO interviewed individuals from both the public and private sectors, and reviewed notes on past interviews that had been conducted for recent related studies. Interviewees included:

¹¹ Secondary data sources are ones collected and readily available by someone other than the user (in this case ECONorthwest). Typical secondary sources are government agencies (e.g., U.S. Census, ODOT, Metro, Port of Portland).

- Port of Portland officials
- Port of Vancouver officials
- Authors of relevant studies and reports
- Members of the Working Waterfront Coalition
- Other local economic development professionals

Data from these sources were used to address the three specific questions that are the focus of this study. The next sections explain how.

A.3.2 EVALUATION OF PRIOR EFFORTS TO IDENTIFY LAND SUPPLY IN THE PORTLAND HARBOR

The City asked ECO to evaluate whether the methods the City used to estimate the location and amount of vacant, partially vacant, and potentially buildable industrial land in the Portland Harbor area likely to yield reasonable estimates? More specifically, the question was whether it is reasonable to assume that the two sites that the City identified (Atofina and Times Oil) are the only two in the Harbor study area (as defined in Exhibit A-1) that are of a size and location that they *might* be suitable for a new Port of Portland marine terminal?

To answer that question we needed an estimate of the minimum feasible size of a marine terminal. Maul, Foster & Alongi provided that estimate (documented in Section 3.2 of the report and Appendix B): 50 acres. We then looked for 50 acres of vacant land with waterfront access in the study area by:

- Reviewing studies summarizing industrial and harbor land supply: *Industrial Districts Atlas* (2004) and *Harbor ReDI Industrial Sites Analysis* (2009).
- Reviewing GIS shape files and cross-referencing to Google Earth aerial photos (August 2011).
- Discussing methods with BPS staff, and comparing those to standard methods for developing land inventories and identifying buildable land.

A.3.3 ADDRESSING THE POTENTIAL SITES FOR NEW MARINE TERMINALS

Much of the analysis in this report deals with the supply of harbor industrial lands in general: it includes both public and private ownership and uses of the land. This task deals specifically with land supply for new, public, marine terminals.

To determine which sites might best accommodate a public marine terminal, we began by identifying the technical site requirements for a marine terminal. ECO interviewed representatives of the Port of Portland to identify their ideal site requirements, as well as which of these requirements could be reduced while still accommodating a working port facility. ECO compared these site requirements with the findings of the Worley Parsons, a consultant to the City evaluating the potential site design of a new marine terminal on West Hayden Island. Finally, ECO turned to internal team members with experience running west coast ports, and looked for creative ways to adjust these site requirements to create a working terminal on smaller or otherwise constrained sites.

BPS staff identified only two sites that could potentially meet these criteria. ECO, reviewed the sites identified by the City of Portland, and evaluated maps of the Portland Harbor, including zoning, infrastructure and aerial photographs. Our preliminary review confirmed the City's findings, that most of the Portland Harbor has active development on it, and these two sites have the greatest opportunity to accommodate new public marine terminals.

The ECONorthwest Team, including Maul Foster & Alongi, Inc., toured these sites with BPS staff. Maul Foster & Alongi, Inc. conducted a visual inspection of the sites, documenting conditions affecting the suitability of each site for the proposed development. Key factors considered in our analysis were: site access, existing uses, natural features, and contamination/remediation. After conducting this site visit, we developed a set of criteria for evaluating site feasibility for typical port terminals. This set of criteria is included with this document as Appendix C.

Using these criteria, Maul Foster & Alongi evaluated the potential opportunities and constraints of these sites to accommodate development of a public marine terminal. A cursory site visit is insufficient to make a final determination of site feasibility. Nonetheless, our methods are consistent with our scope and budget, and are sufficient for identifying major opportunities and constraints for these potential sites, and making a preliminary determination of site feasibility.

A.3.4 ADDRESSING THE ROLE OF VANCOUVER IN HARBOR INDUSTRIAL LAND SUPPLY

The third question we were asked by the City is: What role can the Port of Vancouver play in accommodating forecast demand for cargo volumes in the Portland region? To answer this question, we used a combination of interviews with port officials and reviews of past reports.

We began by attempting a data-driven analysis. In principle, if we knew the capacity of existing marine terminals in Portland and Vancouver, and subtracted the forecast future demand for these areas, then we could identify the amount of demand that could not be accommodated by existing facilities. This demand (in tons of cargo) could then be translated into the acres of land necessary for new terminals to accommodate this growth. Comparing the required acres to support new terminals with the available land supply in the Portland Harbor and in Vancouver, we could identify how much of Portland's demand might need to be accommodated in Vancouver, and whether or not Vancouver had sufficient land to accommodate it.

The specific steps in our analysis, and detailed tables showing our results are contained in Appendix C: Analysis of Harbor Land Capacity and Demand, Portland and Vancouver. In short, we relied on the following data sources:

- Capacity of existing facilities: Estimates for the public marine terminals in the Port of Portland were taken from the *West Hayden Island Economic Foundation Study*, prepared by Entrix for the City of Portland in May 2010. These estimates were produced in interviews conducted by Entrix with Port of Portland staff. For estimates of capacity of private terminals in the City of Portland, as well as all terminals in the City of Vancouver, we relied on historical data on cargo volumes reported by BST Associates in their *Portland and Vancouver Harbor Forecast Update*, prepared for the Port of Portland in February 2012. Our estimates were confirmed and refined through interviews with Port of Portland officials.
- Future cargo demand: Estimates of cargo demand for all public and private terminals in the cities of Portland and Vancouver in the year 2040 were taken from the BST Associates *Portland and Vancouver Harbor Forecast Update*. These forecasts included a low and high scenario.
- Acreage necessary for new terminals: Estimates of the acreage required for new marine terminals were taken from a variety of sources, including the *West Hayden Island Economic Foundation Study* (Entrix, 2010), the Draft Report on *Operational Efficiencies of Port/Terminal World Wide* (Worley Parsons, 2012), and the Maul Foster and Alongi evaluation criteria included with this report as Attachment B.
- Available land supply: Finally, estimates of available land in the Portland Harbor are based on our own analysis of developable sights, described in Sections A.3.2 and A.3.3. Estimates of available

land in Vancouver, were based on the *West Hayden Island Economic Foundation Study* (Entrix, 2010), and verified through GIS analysis, and conversations with officials from the Port of Vancouver.

The data-driven method described above has many advantages: it is a logical way to conduct the analysis, it relies on the best and most recent data and forecasts, and with any one-set of assumptions used in the analysis, it results in a definitive answer of the acres of land needed for new terminal development. However, there is one major limitation to this method: it relies on so many assumptions, which can be pulled from such a broad range, with each assumption compounding on all previous assumptions, that using different sets of reasonable assumptions can create largely different results.

Therefore, our analysis uses the data to establish a high and low boundary for the potential land need, and describes a “most-likely” scenario that falls between the two extremes. In order to give these numbers more context, and to help us arrive at the most-likely scenario, we also conducted numerous interviews with representatives of the ports of Portland and Vancouver.

A.3.5 ADDRESSING THE POTENTIAL FOR INCREASED EFFICIENCIES

Section A.2.4 provides a context for defining and evaluating the efficiency of the use of industrial land. This section builds on that context to describe specific data and analytical techniques that this study uses.

The City is interested in knowing if industrial land in the Portland Harbor can be used more efficiently in the future. To answer we looked at recent economic trends in the Portland Harbor and in the City of Portland as a whole for changes in land-use efficiency for industrial users. For this analysis, we considered several measures of output in an efficiency measure: employment, real market value, value added, and tonnage.

Ideally, we would like to have data with a long time series (20 – 30 years) for each efficiency measure. But changes in the type, definition, and collection of data make it impossible to get consistent time-series data for both the numerators and denominators of efficiency measures. Our method is an approximation based on available data. We create different measures of efficiency for two different time periods: (1) 2002 – 2008, when detailed and consistent data are available on both output and land area, and (2) 1960 - 1997 when the Port of Portland did occasional studies of its land and activity.

For 2002- 2008 we began by identifying all parcels in the Portland Harbor using GIS. We examined data from two different years: 2002 (one of the earliest years that data are available using NAICS codes), and 2008 (the most recent year QCEW data are available). Comparing data from the two years we calculated the change in developed acreage in the Harbor, and the corresponding change in real market value, and employment.

We also collected data from different sources for two alternative measures of output (for the denominator): value added and cargo (volume, tonnage, and value). Unlike employment, and real market value, data for value added and cargo tonnage is not tracked at a parcel specific level. Instead, data is available at the regional, City, zip code or Census tract level. For our analysis, we used Port of Portland data on historical levels of cargo tonnage in the Portland Harbor, and the IMPLAN economic model for the zip codes that most closely align with the boundaries of the Portland Harbor for value added. We used the same years (2002 and 2008) as were used for other measures of efficiency.

In summary, we created various measures of change in land-use efficiency between 2002 and 2008.

This method has limitations. Six years is not a long time to observe economic trends and changes in land-use efficiency if one is hoping to use those trends as a basis for long-run forecasts. Moreover, the period includes the recent recession, which began in 2007. Ideally, our analysis would include years before 2002, as well as years later than 2008. However, data after 2008 are not yet available, and data before 2002 have significant limitations. Prior to 2000, employment was recorded by SIC codes, rather than NAICS. The change in classification makes comparing data across this time period difficult and unreliable for time-series analysis. Additionally, land-use data, including data from the County Assessor is less accurate prior to 2000, as GIS and other technology had not yet been widely adopted.

For a long-run look at trends, we used yet another method based on cargo tonnage as a measure of output. The Port of Portland conducts periodic studies of land use and development in the Portland Harbor. The earliest Port study dates back to 1960, with additional studies in 1990 and 1997. Additionally, various data sources, including the Port of Portland, the US Department of Transportation, and the Corps of Engineers track cargo tonnage that is shipped through the Portland Harbor. Comparing these datasets, we were able to calculate the tons of cargo that were shipped per developed acre in the Portland Harbor from 1960 through 1997, and observe trends over this 37-year period.

Appendix B **Criteria for Evaluating Potential Sites for Marine Terminals**

One of the four questions that this study addressed was, “How well do the characteristics of the Atofina and Time Oil sites (the two identified by the City as meeting the minimum requirements for size and waterfront access) match the characteristics that would be needed to create a reasonable probability the sites could be developed as marine terminals?” To answer that question the consultant team had to specify those characteristics. Team member Maul, Foster & Alongi created the evaluation criteria summarized in the table that follows. Those criteria are used in the evaluation reported in Section 3.2 of the main report.

Marine Terminal Criteria

Criteria	Considerations	Comments
Water Access	Depth	Both berth and channel water depth are limiting considerations on vessel size and ultimately cargo type: (1) Barge: 15 to 20'; (2) Bulk: 35 to 52'; (3) Break Bulk: 30 to 40'
	Dredge Maintenance	Ability to maintain navigational depth through routine dredging. It is a function of siltation rate, cost, regulatory hurdles and physical restraints such as the presence of contaminated sediments.
	Pier Face Capacity	Vessel length and number of number of berths determine cargo type: <ul style="list-style-type: none"> ▪ Barge: 200 to 500' ▪ Bulk: 330 to 1200' ▪ Break Bulk: 400 to 800'
Land side transportation	Mainline Rail	Multiple rail service is desirable for competitive rates.
	Rail Siding	On site useable rail siding with sufficient on site car storage. The requirements for train length storage awaiting loading or unloading is a function of the cargo type. Bulk facilities including autos require 9,000 to 12,000 feet of track, whereas specialty project cargos can be managed on much smaller sidings and onsite storage track systems.
	Road	Proximity and ease of access to interstate freeway systems is an important criterion for marine terminals. Access should be on designated, all-weather truck routes with high levels of service including the access ramps to the interstate system.
Size	Total Acreage	Minimal acreage for cargo handling is required for various cargo types:* <ul style="list-style-type: none"> ▪ Barge: 10 to 75 acres (Mixed, bulk and project cargos) ▪ Bulk: 10 to 200 acres (Liquid and dry commodities) ▪ Break Bulk: 20 to 100 acres (Project cargos; autos)

Criteria	Considerations	Comments
Size (continued)	Unity of Ownership	Total acreage is a critical consideration and the assembly of property is often hampered by cost and timely assembly.
	Configuration	Parcel shape for marine terminals has an impact on terminal operating efficiency, most notably distance to pier face from remotest staging area. Configurations vary with cargo type and loading techniques. Dry conveyor and liquid piping configurations as well as auto handling are somewhat more forgiving.
Physical	Slope and elevation	Generally speaking facilities need to have minimal elevation change and slope. Bank heights have practical limitations, but fixed pier systems can be engineered to accommodate water to upland elevation differentials.
	Utilities	Power demands are limited to electricity for equipment operation and “at berth” vessel operations for on board systems to avoid ship engine fuel burn consistent with zero discharge environmental goals. Stormwater management is also a prime concern, but can readily be managed on most sites.
	Encumbrances	Encumbrances include easements, public rights of way and other deed restrictions that restrict or otherwise limit a site’s efficient use.
Regulatory	Zoning	Appropriate zoning is required consistent with local land use regulations. In Portland, although several zoning classifications may be appropriate for some aspects of marine terminals, the heavy industrial (IH) zone allows for the widest range of primary and assessor uses necessary for marine terminals; such as rail yards or handling of hazardous materials.
	Overlay Regulations	While Oregon does not have shoreline regulations, the City of Portland has overlay zones which may impose additional restrictions and protections.

Criteria	Considerations	Comments
Environmental and Natural Resources	Contamination	Shipping terminals have historically been in industrial sites which quite frequently have been exposed to contamination. Remediation of these sites are typically held to a long time industrial use standard and as a result continuing industrial use for shipping are wholly compatible with industrial level cleanup standards. However it should be noted that previously remediated sites are likely to have deed covenants on future use such as restrictions on potable water wells (not an encumbrance in a serviced urban environment), penetrations into protective caps and disruption of in situ treatment processes.
	Flood Plain	Flood plains are a consideration as most shipping terminals are at elevations that are often included in exposure areas.
Cultural & Historic	Historical and Cultural Significant Sites	Like critical areas, industrial properties that have been historically used for industrial purposes are unlikely to present any encumbrances for cultural and historical uses.

*Acreages vary considerable depending on the precise cargo handling and storage requirements. Storage and handling approaches that dramatically affect the required acreage include: on site storage in rail cars, bulk tanks and silos; warehouses and open air facilities, as well as handling mechanisms such as cranes, loading ramps and bulk material (dry and liquid) conveyors. These ranges are generally useable for the cargo category, but need to be further refined for a specific cargo. In selecting a site, one would err to the higher side of the range to afford the maximum market flexibility. The planned use of rail storage sidings has the single greatest impact on size, and materially affects a site's usability.

Appendix C **Analysis of Harbor Land Capacity and Demand, Portland & Vancouver**

The City of Portland asked us: to what extent can the Port of Vancouver play a role in accommodating forecast cargo demand in the Portland region? This question is addressed Section 3.3 of the main report. This appendix provides additional tables with more detail than was presented in the main report. Our analysis finds that the Portland Harbor has very limited capacity to accommodate future demand for public marine terminals, but that the Port of Vancouver may technically have sufficient capacity to accommodate all forecast demand for cargo for both the cities of Portland and Vancouver through the year 2040.

C.1 DISCLAIMER

All of this analysis described in this appendix depends on estimates of current variables that are uncertain, and forecasts that are even more uncertain, and themselves dependent on a wide range of possible assumptions. Like any analysis of future economic conditions, this one is built upon many layers of assumptions: each assumption widens the range of potential outcomes, and each layer of assumptions compounds on the previous layer to provide an even wider range of potential results. That fact does not necessarily make the analysis irrelevant: it can definitely inform public policy about possible and likely futures. Despite the uncertainty inherent in this analysis, it is helpful for bookending the potential land need for public marine terminals. Assumptions in the middle of the range give conclusions that should be useful for planning purposes, even if actual results may vary.

C.2 DEMAND FOR MARINE CARGO

We were tasked with obtaining and reviewing the most recent forecasts. These forecasts were contained in the *Portland and Vancouver Harbor Forecast Update* (BST Associates, 2012). These forecasts were based on a 2010 study by BST Associates, but were refined to specifically call out cargo demand for the City's of Portland and Vancouver, and were updated with the most recent economic data. Exhibit C-1 shows the forecast demand for public and private marine terminals in the City of Portland in 2040.

Exhibit C-1. Forecast cargo demand, public and private marine terminals, City of Portland, 2040

Cargo Type	Low	Mid-Range	High
Automobiles (units)	811,000	912,500	1,014,000
Containers (TEUs)	379,000	452,500	526,000
<i>Metric Tons</i>			
Automobiles	1,076,000	1,206,000	1,336,000
Containers	2,162,000	2,583,500	3,005,000
Breakbulk	1,132,000	1,242,000	1,352,000
Grain	6,686,000	9,078,000	11,470,000
Dry Bulk	10,278,000	14,093,500	17,909,000
Liquid Bulk	6,912,000	7,461,500	8,011,000
Total	28,246,000	35,664,500	43,083,000

Calculated by ECONorthwest with source data from BST Associates (2012).

Exhibit C-2 shows the forecast demand for public and private marine terminals in the City of Vancouver in 2040.

Exhibit C-2. Forecast cargo demand, public and private marine terminals, City of Vancouver, 2040

Cargo Type	Low	Mid-Range	High
Automobiles (units)	159,000	197,000	235,000
Containers (TEUs)	-	-	-
<i>Metric Tons</i>			
Automobiles	226,000	278,500	331,000
Containers	-	-	-
Breakbulk	534,000	568,500	603,000
Grain	3,808,000	4,109,000	4,410,000
Dry Bulk	5,931,000	11,663,500	17,396,000
Liquid Bulk	510,000	802,500	1,095,000
Total	11,009,000	17,422,000	23,835,000

Calculated by ECONorthwest with source data from BST Associates (2012).

BST Associates estimates that the regional demand for cargo at marine terminals will range from 39,255,000 to 66,918,000 metric tons in 2040, with roughly two thirds of the demand coming from Portland, and the remainder from Vancouver. Dry bulk is forecast to be the cargo type with the most demand (as measured by tonnage) in 2040, comprising just over half of total tonnage in the region.

C.3 EXISTING CAPACITY

Estimates of existing cargo capacity are difficult to obtain, particularly since our analysis looked at multiple geographies (Portland and Vancouver), and multiple ownerships (public and private). We used two methods to bookend our estimates of existing capacity, based on two different assumptions (1) assuming current facilities operate at 100% of maximum capacity before new terminals are needed, and (2) assuming all

growth in demand is from new opportunities that require new facilities, and current facilities continue to operate at current levels.

The Port of Portland provided us with estimates of maximum capacity, as well as annual historical cargo volumes for each cargo type for public marine terminals in the City of Portland. These estimates of capacity are shown in Exhibit C-3.

Exhibit C-3. Existing cargo capacity, public marine terminals, City of Portland

Cargo Type	Estimated	Recent Peak Volume	Peak Year
Automobiles (units)	675,000	460,000	2006
Containers (TEUs)	700,000	330,000	1995
<i>Metric Tons</i>			
Automobiles	889,000	606,000	
Containers	3,999,000	1,885,000	
Breakbulk	2,100,000	1,130,000	2007
Grain	4,100,000	5,400,000	1995
Dry Bulk	10,700,000	5,460,000	2008
Liquid Bulk	-	-	N/A
Total	21,788,000	14,481,000	

Calculated by ECONorthwest with source data from the Port of Portland, 2012.

Note: Recent peak volume for grain is no longer applicable, as the Terminal 4 grain elevator has closed since 1995 when the peak was measured.

For private marine terminals in the City of Portland, we compared historical data for total cargo volumes for the years 2000 and 2010 from the BST report with anecdotal data and conversations with the Port of Portland to determine the estimated current capacity. Key assumptions are that all historical liquid bulk cargo, and that none of the automobile and container cargo shown in the BST report for the City of Portland is handled by private marine terminals. For private marine terminals we only used one method for estimating existing capacity, under the assumption that existing facilities do not have significant excess capacity, and that recent historical peaks are a reasonable estimate of capacity.

Exhibit C-4. Existing cargo capacity, private marine terminals, City of Portland

Cargo Type	Estimated	Notes
Automobiles (units)	-	No private auto terminals
Containers (TEUs)	-	No private container terminals
<i>Metric Tons</i>		
Automobiles	-	
Containers	-	
Breakbulk	250,000	Conversation with Port of Portland.
Grain	3,000,000	Existing private terminals are old and nearing obsolescence
Dry Bulk	1,500,000	Conversation with Port of Portland, recent historical peak.
Liquid Bulk	8,280,000	BST reports citywide liquid bulk in 2000.
Total	13,030,000	

Source: ECONorthwest, informed by "Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012) and conversations with officials from the Port of Portland.

For the City of Vancouver, we were unable to obtain estimates of capacity from the Port of Vancouver or from the Port of Portland. Nor were we able to obtain detailed historical data by cargo type isolating public terminals from private terminals. Instead, we relied on the BPS report, which reported cargo volumes for just two years: 2000 and 2010. In our evaluation of Port of Portland public marine terminals (described previously in this section), we found that the recent peak volumes were equal to 66% of the total capacity. We applied that same percentage to the recent peak volumes for the City of Vancouver to estimate the total capacity, shown in Exhibit C-5. One adjustment, however, had to be made. The Port of Vancouver is in the planning process of developing a potash terminal, which will have capacity for up to 16 million tons of dry bulk. We added this capacity to the estimated capacity shown in Exhibit C-5.

Exhibit C-5. Existing cargo capacity, public and private marine terminals, City of Vancouver

Cargo Type	Estimated	Recent Peak	Peak Year
Automobiles (units)	90,000	60,000	2010
Containers (TEUs)		-	
<i>Metric Tons</i>			
Automobiles	137,000	91,000	
Containers	-	-	
Breakbulk	531,000	354,000	2000
Grain	5,544,000	3,696,000	2010
Dry Bulk	17,556,000	1,037,000	2010
Liquid Bulk	1,110,000	740,000	2000
Total	24,878,000	5,918,000	

Source: ECONorthwest, informed by "Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012) and conversations with officials from the Port of Portland.

C.4 CAPACITY SHORTFALL

Determining the capacity shortfall should be as simple as subtracting the existing capacity from the projected demand. However, we have two different estimates of capacity, and three different estimates of demand. And since we are interested in identifying the shortfall for public marine terminals, we also need to make assumptions for what portion of future demand for what cargo types will be accommodated by private terminals.

We created three scenarios for cargo capacity: low, high, and most likely. These scenarios are based on the following assumptions:

- The low shortfall scenario takes the estimates of facility capacity and subtracts the low BST forecast for 2040 demand. This assumes that all existing facilities are pushed to 100% of capacity to accommodate the forecast future demand.
- The high scenario takes the recent peak volume for facility capacity, and subtracts the high BST forecast for 2040 demand. This assumes that all facilities continue to operate at their current levels and that all additional demand will need to be accommodated in new facilities.¹
- The most-likely scenario takes the estimates of facility capacity and reduces them by 10% (this reduction reflects the fact that some forecast demand will be from new market opportunities that will not be able to take advantage of existing facilities, and therefore despite forecasting a capacity shortfall in the aggregate, not all existing facilities will be operating at 100% of capacity), then subtracts the mid-range demand forecasts (that we calculated as the average of the high and low BST forecasts). This scenario assumes that demand will fall in the middle of the range that BST forecast, and that existing facilities will be able to accommodate some of the future growth, but will never operate at 100% of capacity.

Exhibits C-6 through C-8 show the forecast of the cargo capacity shortfall for public marine terminals in 2040 for each of these three scenarios. In Exhibit C-6, we see the shortfall for the City of Portland public marine terminals could range from 187,000 metric tons to more than 17 million metric tons, with the medium scenario showing some shortfall for automobiles, grain, and dry bulk cargoes.

¹ Since the recent historical peak for grain for public marine terminals in the City of Portland is not applicable, due to the removal of the Terminal 4 grain elevator, we used the estimated capacity for grain in this scenario.

Exhibit C-6. Forecast cargo capacity shortfall, public marine terminals, City of Portland, 2040

Cargo Type	Low	Medium	High
Automobiles (units)	(136,000)	(310,000)	(554,000)
Containers (TEUs)	-	-	(196,000)
<i>Metric Tons</i>			
Automobiles	(187,000)	(410,000)	(730,000)
Containers	-	-	(1,120,000)
Breakbulk	-	-	-
Grain	-	(2,390,000)	(4,370,000)
Dry Bulk	-	(2,960,000)	(10,949,000)
Liquid Bulk	-	-	-
Total	(187,000)	(5,760,000)	(17,169,000)

Calculated by ECONorthwest with source data from Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012) and conversations with officials from the Port of Portland.

Exhibit C-7 shows the forecast cargo capacity shortfall for public marine terminals in the City of Vancouver could range from less than 100,000 to 1.9 million metric tons, with the medium scenario showing a shortfall of 250,000.

Exhibit C-7. Forecast cargo capacity shortfall, public marine terminals, City of Vancouver, 2040

Cargo Type	Low	Medium	High
Automobiles (units)	(69,000)	(120,000)	(175,000)
Containers (TEUs)	-	-	-
<i>Metric Tons</i>			
Automobiles	(89,000)	(160,000)	(240,000)
Containers	-	-	-
Breakbulk	(3,000)	(90,000)	(249,000)
Grain	-	-	(714,000)
Dry Bulk	-	-	(359,000)
Liquid Bulk	-	-	(355,000)
Total	(92,000)	(250,000)	(1,917,000)

Calculated by ECONorthwest with source data from Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012) and conversations with officials from the Port of Portland.

Exhibit C-8 shows the combined shortfall for public terminals in the City of Portland and City of Vancouver for the year 2040. The total shortfall is estimated to range from 279,000 metric tons to more than 19 million metric tons, with a medium scenario showing a shortfall of 6 million metric tons.

Exhibit C-8. Forecast cargo capacity shortfall, public marine terminals, Portland / Vancouver region, 2040

Cargo Type	Low	Medium	High
Automobiles (units)	(205,000)	(430,000)	(729,000)
Containers (TEUs)	-	-	(196,000)
<i>Metric Tons</i>			
Automobiles	(276,000)	(570,000)	(970,000)
Containers	-	-	(1,120,000)
Breakbulk	(3,000)	(90,000)	(249,000)
Grain	-	(2,390,000)	(5,084,000)
Dry Bulk	-	(2,960,000)	(11,308,000)
Liquid Bulk	-	-	(355,000)
Total	(279,000)	(6,010,000)	(19,086,000)

Calculated by ECONorthwest with source data from Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012) and conversations with officials from the Port of Portland.

C.5 TERMINAL SIZE

We were asked to translate the forecast cargo capacity shortfalls (described in Section C.4) into acres of land for public marine terminals. To accomplish this, we need assumptions on the size of public marine terminals.

As stated in Section C.1, all of this analysis suffers from a high degree of uncertainty and a wide range of possible assumptions. This aspect of the analysis (converting tons of cargo into acres of land for new terminals) is probably the most uncertain. There is no accepted rule of thumb for the minimum size of marine terminals, let alone the standard or average size. Some aspects of marine terminal size can scale with cargo volumes (e.g., an automobile terminal moving 100,000 cars may require roughly half the acreage of an automobile terminal moving 200,000 cars.). However, other aspects of terminal size may not scale proportionately to cargo volume.

We attempted to assemble recent studies from the City of Portland to see what we could learn about the likely size of marine terminals that would be needed to accommodate future demand in the City of Portland. The West Hayden Island Economic Foundation Study (Entrix 2011), provided a summary of site characteristics for marine-related land uses, including an acreage approximation for terminals of various cargo types in the Portland Harbor and other west coast harbors. The Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011 – Draft) provides other assumptions for terminal sizes for automobiles, grain, and dry bulk, based on case studies from North American and European terminals. The Worley Parsons analysis also provides a range of potential throughput per acre based on these case study ports.

Ultimately, we looked at both of these sources of data, and the Criteria for Evaluating Potential Sites for Marine Terminal produced by Maul, Foster & Alongi as part of the consultant team for this study (included as Appendix B to this same report) to determine a range of reasonable terminal sizes. These assumptions are shown in Exhibit C-9. We show both a minimum size, and a practical, case study-supported size. Note that the size for these marine terminals does not necessarily reflect land required for rail infrastructure to support these terminals.

Exhibit C-9. Summary of assumptions on acreage requirements for public marine terminals by cargo type

Cargo Type	ENTRIX		Worley Parsons		For This Analysis	
	Minimum	Practical	Minimum	Practical	Minimum	Practical
Automobiles	75	100	47	150	50	150
Containers	50	200			50	200
Breakbulk	15	50			15	50
Grain	40	50	15	45	30	50
Dry Bulk	5	100	30	30	20	70
Liquid Bulk	5	20			5	20

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)

Other experts and stakeholders may have different opinions on what is truly a practical size for a new marine terminal. The assumptions used in this analysis, are not asserted as the definitive answer for what size terminal is best for any and all new marine terminals. These assumptions simply reflect the range of terminal sizes that were reported as reasonable and practical in the two source documents that we reviewed. For this reason, in the rest of this document, we refer to the “practical” terminal sizes in Exhibit C-9, as “case study supported” terminal sizes.

C.6 EVALUATION OF LAND NEED FOR PUBLIC MARINE TERMINALS

Determining the land needed for public marine terminals is as simple as multiplying the demand shortfall (in metric tons) by a ratio of tons per acre for cargo size. However, the estimate of shortfall does not tell us how many terminals will be needed. If for example, we see a shortfall of 10 million tons of dry bulk, it could potentially be accommodated in one terminal, or in many terminals. For each of the terminals, they could be operating at 100% of capacity, or at only a small fraction of capacity (if they were sized to accommodate future growth, beyond the 2040 horizon). Additionally, we have multiple scenarios for the cargo capacity shortfall (low, medium, and high), and multiple measures of cargo size (minimum, and case study-

supported). One final challenge is that some terminals will require rail access, and if a dedicated rail loop is needed, then it will require about 100 acres of land, regardless of our other assumptions on minimum or case study-supported terminal size.

In this section, we present results only in terms of the minimum number of acres needed to absorb the capacity shortfall, and do not estimate the number of terminals the acreage equates to. We ultimately provide assumptions for determining the number of terminals required to accommodate the projected cargo capacity shortfall.

Exhibits C-10 through C-12 show projected capacity shortfall, needed acreage to fulfill the shortfall, and whether new terminal space is needed for the six cargo types under the lowest scenario in the City of Portland, City of Vancouver, and the two combined. This scenario uses the low estimate of cargo capacity shortfall and assumes the minimum acreage requirement for each cargo type.

For the City of Portland automobile shortfall, we used an estimate of throughput per acre from the Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2012), which used case study examples to show that automobile terminals can achieve 2,688 autos per acre. For the City of Vancouver automobile shortfall, we assumed the 89,000 metric tons, could be accommodated by improved efficiencies at their existing facility, and would not be sufficient demand to necessitate development of a new terminal. Exhibits C-10 through C-12 show the results of the lowest scenario for public marine terminals in Portland and Vancouver.

Exhibit C-10. Lowest Scenario, Forecast land need for new public marine terminals, City of Portland, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Minimum Acres Needed
Automobiles	(187,000)	Yes	51.0
Containers	-	No	-
Breakbulk	-	No	-
Grain	-	No	-
Dry Bulk	-	No	-
Liquid Bulk	-	No	-
Total	(187,000)		51.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

Exhibit C-11. Lowest Scenario, Forecast land need for new public marine terminals, City of Vancouver, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Minimum Acres Needed
Automobiles	(89,000)	No	-
Containers	-	No	-
Breakbulk	(3,000)	No	-
Grain	-	No	-
Dry Bulk	-	No	-
Liquid Bulk	-	No	-
Total	(92,000)		-

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

Exhibit C-12. Lowest Scenario, Forecast land need for new public marine terminals, cities of Portland and Vancouver, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Minimum Acres Needed
Automobiles	(276,000)	Yes	51.0
Containers	-	No	-
Breakbulk	(3,000)	No	-
Grain	-	No	-
Dry Bulk	-	No	-
Liquid Bulk	-	No	-
Total	(279,000)		51.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

The previous set of tables show that in the lowest scenario, demand for new public marine terminals in Portland and Vancouver could be as low as 51 acres. Exhibits C-13 through C-15 show the opposite bookend, the highest scenario. This scenario uses the high estimate of cargo capacity shortfall, assumes low estimates of throughput per acre for automobile terminals, and assumes terminals for dry bulk, grain, and containers require a dedicated rail loop.

Exhibit C-13. Highest Scenario, Forecast land need for new public marine terminals, City of Portland, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Maximum Acres Needed
Automobiles	(730,000)	Yes	577.0
Containers	(1,120,000)	Yes	100.0
Breakbulk	-	No	-
Grain	(4,370,000)	Yes	100.0
Dry Bulk	(10,949,000)	Yes	200.0
Liquid Bulk	-	No	-
Total	(17,169,000)		977.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

Exhibit C-14. Highest Scenario, Forecast land need for new public marine terminals, City of Vancouver, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Maximum Acres Needed
Automobiles	(240,000)	Yes	180.0
Containers	-	No	-
Breakbulk	(249,000)	Yes	50.0
Grain	(714,000)	Yes	100.0
Dry Bulk	(359,000)	Yes	100.0
Liquid Bulk	(355,000)	Yes	50.0
Total	(1,917,000)		480.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

Exhibit C-15. Highest Scenario, Forecast land need for new public marine terminals, cities of Portland and Vancouver, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Maximum Acres Needed
Automobiles	(970,000)	Yes	757.0
Containers	(1,120,000)	Yes	100.0
Breakbulk	(249,000)	Yes	50.0
Grain	(5,084,000)	Yes	200.0
Dry Bulk	(11,308,000)	Yes	300.0
Liquid Bulk	(355,000)	Yes	50.0
Total	(19,086,000)		1,457.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

The previous set of tables for the highest scenario show that up to 1,457 acres of land could be needed to accommodate the 19 million metric tons of cargo capacity shortfall. Given the assumptions about minimum and case study-supported terminal size shown in Exhibit C-9, a shortfall of this size would probably require on the order of 10 new terminals of average size.

Both the lowest and highest scenarios are possibilities, but unlikely.² These scenarios do help to show the extreme ends of the spectrum, but it is better to focus our attention on the medium scenario. For this scenario, we used the medium estimate of cargo capacity shortfall, and assumed all demand for each cargo type in each City could be accommodated by one terminal.

Exhibit C-16 shows our medium forecast of acres needed for public marine terminals in the City of Portland in 2040. It shows a total land need ranging from 170 to 470 acres, depending on the size and efficiency of new terminals, and the need for dedicated rail infrastructure.

² This is not to imply the underlying "high-scenario" cargo forecast from BST is unreasonable. In fact, the forecast demand for cargo in the high scenario averages 3.1% growth per year, which is less than the 4.1% per year that has been experienced on the Columbia River between 1962 and 2011. However, the compounding assumptions for capacity (existing facilities only operate at current levels, and accommodate none of the future growth), terminal size (rail loops for every terminal), and number of terminals (e.g., 3 new auto terminals to accommodate total demand of less than 1,000,000 tons per year), all combine to make this scenario unrealistic.

Exhibit C-16. Medium Scenario, Forecast land need for new public marine terminals, City of Portland, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Acres Needed		
			Minimum	Case Study Examples	w / rail
Automobiles	(410,000)	Yes	120.0	270.0	270.0
Containers	-	No	-	-	-
Breakbulk	-	No	-	-	-
Grain	(2,390,000)	Yes	30.0	50.0	100.0
Dry Bulk	(2,960,000)	Yes	20.0	70.0	100.0
Liquid Bulk	-	No	-	-	-
Total	(5,760,000)		170.0	390.0	470.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update* (BST Associates, 2012)
 Conversations with officials from the Port of Portland

Exhibit C-17 shows our medium forecast of acres needed for public marine terminals in the City of Vancouver in 2040. It shows a total land need ranging from 40 to 100 acres to accommodate 160,000 metric tons of automobiles.

Exhibit C-17. Medium Scenario, Forecast land need for new public marine terminals, City of Vancouver, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Acres Needed		
			Minimum	Case Study Examples	w / rail
Automobiles	(160,000)	Yes	40.0	100.0	100.0
Containers	-	No	-	-	-
Breakbulk	(90,000)	No	-	-	-
Grain	-	No	-	-	-
Dry Bulk	-	No	-	-	-
Liquid Bulk	-	No	-	-	-
Total	(250,000)		40.0	100.0	100.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update* (BST Associates, 2012)
 Conversations with officials from the Port of Portland

The combination of demand for public marine terminals in the cities of Portland and Vancouver are shown in Exhibit C-18. It forecasts a need for 210 to 570 acres.

Exhibit C-18. Medium Scenario, Forecast land need for new public marine terminals, cities of Portland and Vancouver, 2040

Cargo Type	Capacity Shortfall (Tons)	New Terminal Space Needed	Acres Needed		
			Minimum	Case Study Examples	w / rail
Automobiles	(570,000)	Yes	160.0	370.0	370.0
Containers	-	No	-	-	-
Breakbulk	(90,000)	No	-	-	-
Grain	(2,390,000)	Yes	30.0	50.0	100.0
Dry Bulk	(2,960,000)	Yes	20.0	70.0	100.0
Liquid Bulk	-	No	-	-	-
Total	(6,010,000)		210.0	490.0	570.0

Source: ECONorthwest, with original data and input from:
 West Hayden Island Economic Foundation Study (Entrix, 2011)
 Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011- Draft)
 Appendix B: Criteria for Evaluating Potential Sites for Marine Terminal (Maul, Foster & Alongi, 2012)
 Portland and Vancouver Harbor Forecast Update" (BST Associates, 2012)
 Conversations with officials from the Port of Portland

In Exhibits C-10 through C-18 we purposely showed estimates of “acres needed” and not “number of terminals needed.” Moving from cargo to land adds uncertainty; moving from acres to terminals adds even more. Exhibit C-9 is a basis for the conversion, but it shows a range of possible terminal sizes.³ Moreover, terminals may not be used to capacity, technologies may change, and so on. That said, a rough application of estimates of terminal size supported by the case studies (in acres, Exhibit C-9) to estimates of needed acres under medium assumptions (Exhibit C-18), yields estimates of number of new terminals needed by 2040 as follows: automobiles, 1 - 4 terminals; grain, 1 - 3 terminals; dry bulk, 1 - 3 terminals.

³ The ranges in Exhibit C-9 are based on all available data sources: existing terminal sizes at the Port of Portland and Vancouver, conversations with officials at both ports, and case studies included in the report on Operational Efficiencies of Port/Terminal World-Wide (Worley Parsons, 2011 Draft). Ultimately, however, these assumptions were a judgment call on the part of ECONorthwest, and represent our best guesses for a lowest, highest, and medium scenario.

C.7 IMPLICATIONS

The City of Portland identified the two sites in the Portland Harbor that are most likely to be suitable for development of a new public marine terminal: the Atofina site, and the Time Oil site. Of these two sites, development is technically possible on either, but there are major hurdles that would add significant costs. Both sites have some level of contamination, both sites would require negotiation and property acquisition from numerous property owners, and both sites are smaller than desirable, which precludes the possibility of an onsite rail loop. Depending on the specific parcels that would be acquired and aggregated to make development of these sites possible, each site could range in size from 50 to 100 acres, for total developable acreage of 100 to 200 acres.

When considering the potential cargo capacity shortfall, the two sites in the Portland Harbor could potentially accommodate the one dry bulk and one grain terminal that are anticipated to be needed. These terminals are expected to require between 20 and 200 acres, which matches fairly well with the capacity of the two potential sites. However, if these potential terminals require a dedicated rail loop, or if they are unable to overcome the barriers to redevelopment at each site, then the forecast capacity shortfall will need to be accommodated elsewhere in the region.

Assuming each new port terminal requires a dedicated rail loop, it would appear that the total acreage needed to accommodate regional cargo volumes in 2040 exceeds the current supply of 350 acres of vacant developable land at the Port of Vancouver planned for marine terminal development.⁴ However, the Port of Vancouver has about 200 acres of vacant developable land that could technically accommodate marine terminal development, but is planned for other industrial uses. If these acres were included in the total supply, then it would appear that the Port of Vancouver would have about the right supply of land to accommodate regional cargo demand through 2040. While this is technically possible, that does not mean that it is politically feasible or consistent with adopted policies of the affected jurisdictions.

While it is possible that the Port of Vancouver could accommodate the regional demand for cargo through 2040, it is also possible that Vancouver's land supply could fall far short. Using the high-scenario demand forecasts, and assuming rail loop access for all terminals, the region could have a

⁴ It is important to note that these projections are based on our medium scenario. The range of possible assumptions that could be used in this analysis is significant. When using our most conservative assumptions, our analysis showed a regional land need as low as 70 acres, and our most aggressive assumptions resulted in a land need of over 2,250 acres.

shortfall of up to 1,457 acres. If only 350 acres at the Port of Vancouver are available for marine terminal development, as is their current stated policy, then that would leave over 1,100 acres of unmet demand for public marine terminals in the region.

Our analysis finds that the Portland Harbor has very limited capacity to accommodate future demand for public marine terminals, but that the Port of Vancouver has capacity to accommodate some (but not necessarily all) forecast demand for cargo for both the cities of Portland and Vancouver through the year 2040 under our medium scenario.

Appendix D Mapping Analysis

As part of the background research for the Harbor Lands Contract, Bureau of Planning and Sustainability staff conducted a visual survey of aerial maps of the Portland Harbor to classify the lands in one of several categories. The first reason for undertaking this review was to provide the consultant for the Harbor Lands Analysis, ECONorthwest (ECO), with a visual representation of current Portland Harbor development so that they could analyze this and confirm potential sites to consider for assembly into larger parcels. The second reason for this effort was to help validate the initial acreage findings of the draft Economic Opportunities Analysis (EOA).

Lands were split into various development types, including buildings, other structures/tanks, exterior work/storage areas, loading & maneuvering areas, parking areas, rail yards, vacant land and a few residual categories (see chart below). Once these lands were categorized, they were compared with the lands that are considered environmentally constrained or brownfields. The intent was to specifically consider whether vacant lands predominantly had one of these constraints applied to them. While the visual survey and analysis was initially considered to cover the lands that staff wanted ECO to review along the harbor, it was also refined to incorporate the boundary of the EOA for the Portland Harbor sub-geography to determine whether the acreage was significantly different. The findings are provided in a table attached to this summary.

Within the Portland Harbor sub-geography, the visual survey identified a total of 590 acres of lands that were considered vacant. However, of this acreage, approximately 412 acres either contained medium or high level natural resources (174.4 acres), were existing brownfields (145.2 acres), or were brownfield sites with resources as well (92.6 acres). This left approximately 174 acres that were not constrained. This number exceeds the amount of unconstrained vacant land determined by Hovee (108 acres). This is partially due to the fact that the visual survey included vacant portions of otherwise developed parcels, and was not constrained by lot lines. Thus vacant portions of lots were included in the aerial survey that were not included in the EOA. Within the EOA update, Hovee had separated out the Harbor Access Lands from the larger Columbia Harbor subgeography. In either case, the unconstrained land represents a minority of the overall vacant land in the harbor.

For the ECO analysis, the maps helped illustrate the potential vacant sites that could be looked in greater detail in their report. This led to the consideration of the Time Oil and Atofina sites as possible areas for consideration of a marine terminal. The report includes the analysis on these sites.



Category #	Category Description	TOTAL Acres Harbor Lands Study Area	(1)Acres in med/high NRI resources ONLY	(1) Acres both NRI & Brownfields	(1)Acres in vacant Brownfields ONLY (2009+11)	TOTAL Acres PDX *Harbor Access Lands (2)	Acres in med/high NRI resources* ONLY (2)	Acres both NRI AND Brownfields (2)	Acres in vacant Brownfields ONLY(2009+11)* (2)	Acres Port of Vancouver
1	building	415.1	0.6	0.1	5.2	267.2	0.4	0.1	4.8	65.7
2	other structures, tanks, utilities	197.1	2.6	0.0	1.5	92.1	2.2	0.0	1.5	72.6
3	exterior storage & work areas	1,326.0	26.9	1.1	20.7	994.0	23.9	1.0	10.3	435.7
4	loading/maneuvering	295.0	14.0	0.2	0.2	181.9	13.4	0.2	0.2	134.9
5	rail yards	457.3	38.4	0.3	3.3	138.0	5.2	0.3	0.0	72.1
6	employee/guest parking	143.2	6.7	0.1	1.1	94.5	1.5	0.0	1.1	12.0
7	vacant land	1,739.4	328.1	127.9	214.4	586.0	174.4	92.6	145.2	1,442.5
8	parks	110.0	103.2	0.8	0.4	3.0	1.0	0.0	0.0	0.0
9	taxloted water	89.3	88.9	0.0	0.0	89.3	88.9	0.0	0.0	101.8
10	misc right of way	25.3	6.8	0.0	0.0	15.6	4.1	0.0	0.0	0.0
Total		4,798	616	131	247	2,462	315	94	163	2,337

Revised 3/19/2012
*Harbor Access Lands dataset = river overlay zones created by Hovee
(1)Acres within the Harbor Lands Boundary
(2)Acres within *Harbor Access Lands dataset (hovee's river overlay zone shapefile)

NOTE: West Hayden Island NRI not included.



Harbor Lands Inventory - 2009 aeriels - MAP 1

inventory categories

- | | | | | | |
|----------------------|--|-------------------------|----------------------------|----------------------|--------------------------|
| 0 - no value/no data | 2 - other structures, tanks, utilities | 4 - loading/maneuvering | 6 - employee/guest parking | 8 - parks | 10 - misc right of way |
| 1 - building | 3 - exterior storage and work areas | 5 - rail yards/lines | 7 - vacant land | 9 - water (taxloted) | ranked natural resources |



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Harbor Lands Inventory - 2009 aeriels - MAP 2

Inventory categories

- | | | | | | |
|----------------------|--|-------------------------|----------------------------|----------------------|--------------------------|
| 0 - no value/no data | 2 - other structures, tanks, utilities | 4 - loading/maneuvering | 6 - employee/guest parking | 8 - parks | 10 - misc right of way |
| 1 - building | 3 - exterior storage and work areas | 5 - rail yards/lines | 7 - vacant land | 9 - water (taxloted) | ranked natural resources |



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Harbor Lands Inventory - 2009 aeriels - MAP 3

Inventory categories

- | | | | | | |
|----------------------|--|-------------------------|----------------------------|----------------------|--------------------------|
| 0 - no value/no data | 2 - other structures, tanks, utilities | 4 - loading/maneuvering | 6 - employee/guest parking | 8 - parks | 10 - misc right of way |
| 1 - building | 3 - exterior storage and work areas | 5 - rail yards/lines | 7 - vacant land | 9 - water (taxloted) | ranked natural resources |



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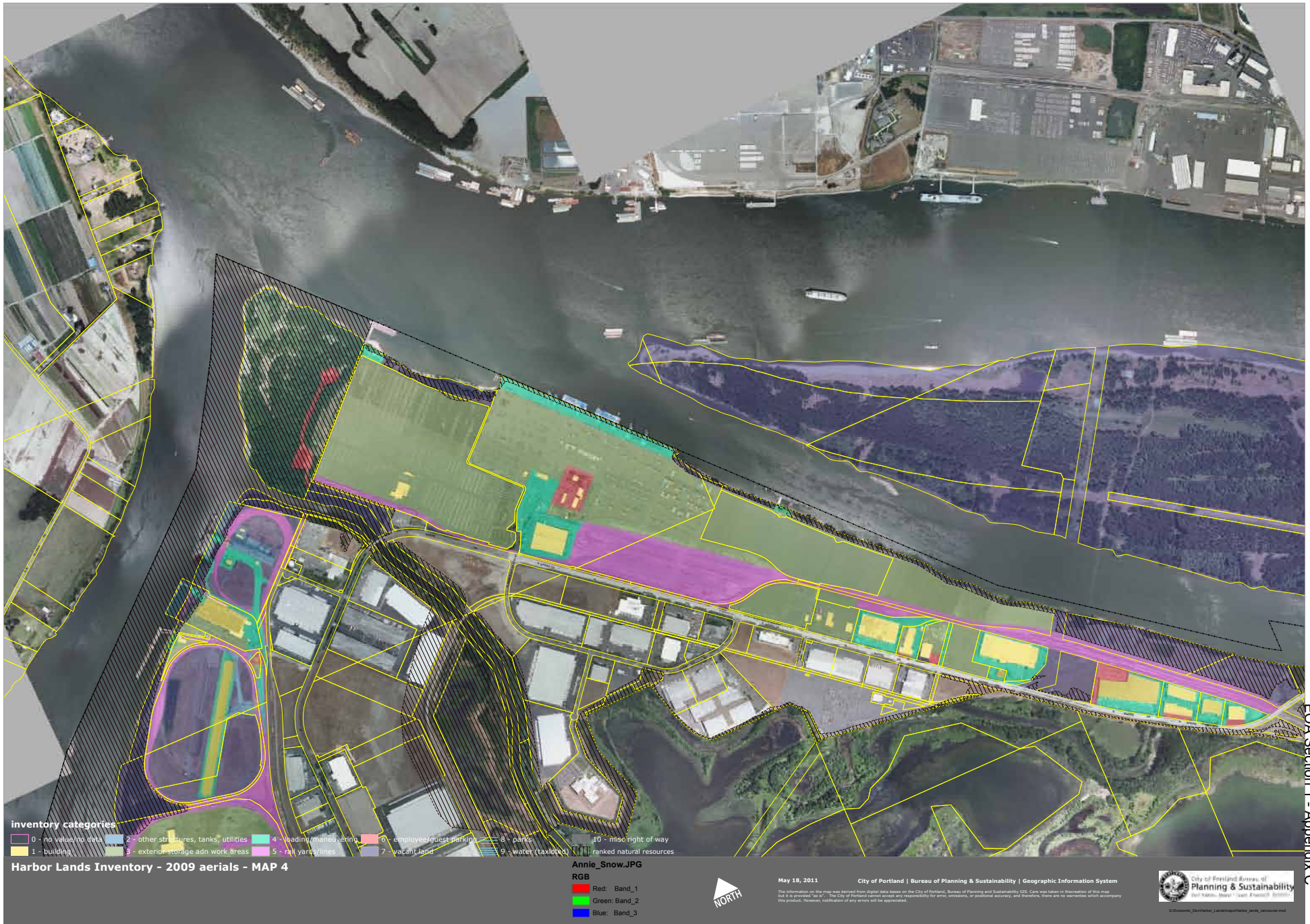
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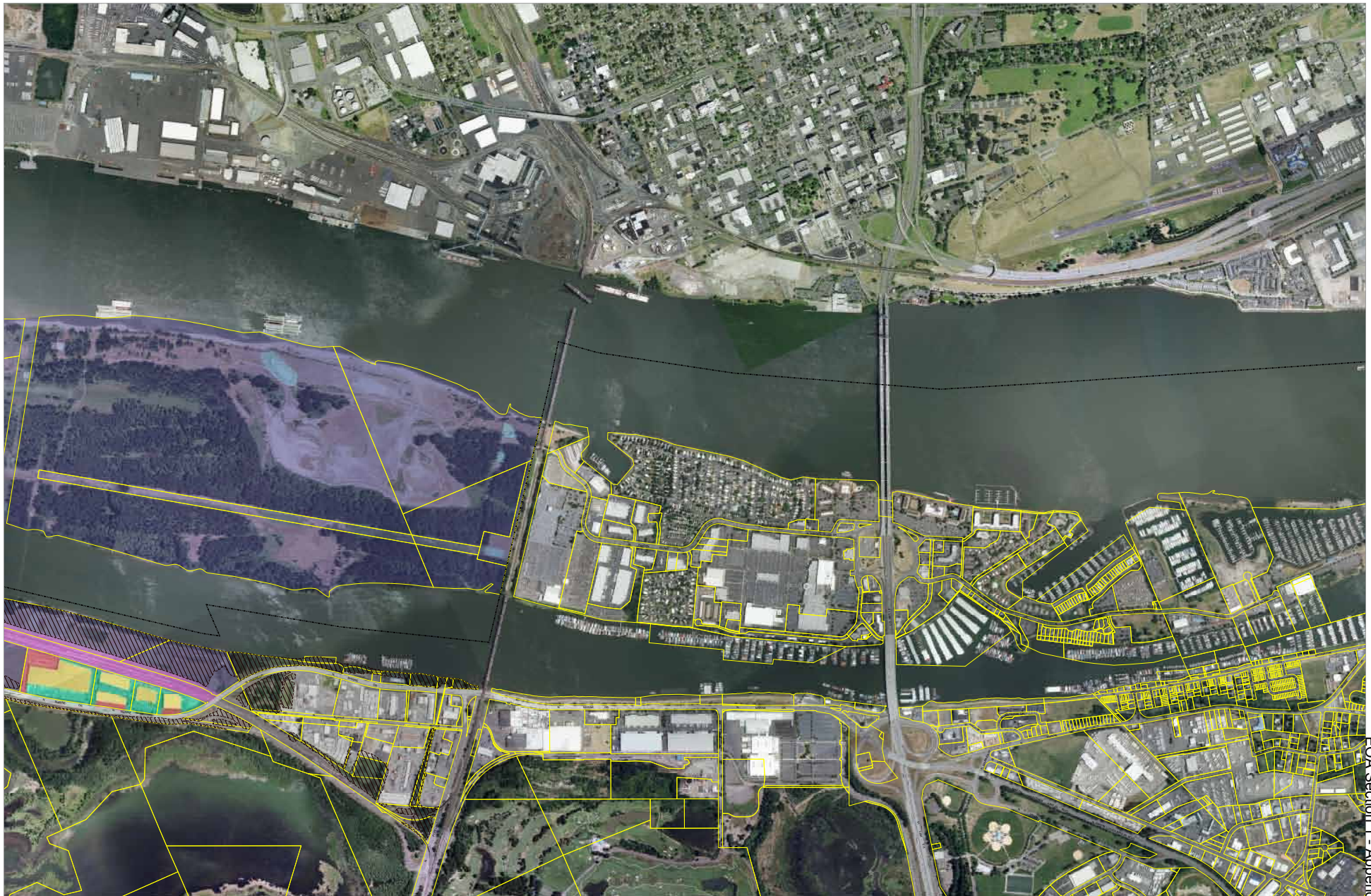


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Harbor Lands Inventory - 2009 aeriels - MAP 5

Inventory categories

- | | | | | | |
|----------------------|--|-------------------------|----------------------------|----------------------|--------------------------|
| 0 - no value/no data | 2 - other structures, tanks, utilities | 4 - loading/maneuvering | 6 - employee/guest parking | 8 - parks | 10 - misc right of way |
| 1 - building | 3 - exterior storage adn work areas | 5 - rail yards/lines | 7 - vacant land | 9 - water (taxloted) | ranked natural resources |



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Harbor Lands Inventory - 2007 aeriels - Vancouver

- | | | |
|--|----------------------------|-------------------------|
| 1 - building | 4 - loading/maneuvering | 7 - vacant land |
| 2 - other structures, tanks, utilities, concrete plant | 5 - rail yards/lines | 9 - water (part of lot) |
| 3 - exterior storage and work areas | 6 - employee/guest parking | Not Port owned |



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EOA Section 1 - Appendix C

CITY OF PORTLAND ECONOMIC OPPORTUNITIES ANALYSIS:

Section 2 and 3 – Employment Land Needs and Supply Analysis



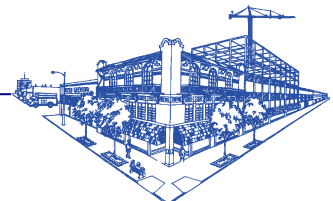
As Adopted, June 2016

This EOA report has been funded through a grant from the State of Oregon Department of Land Conservation and Development.

City of Portland Bureau of Planning & Sustainability

E. D. Hovee & Company, LLC

Economic & Development Services



EXECUTIVE SUMMARY

The EOA is an analysis of the 20-year supply and demand for employment land in the city. It is prepared according to State Administrative Rule OAR 660-09-0015 and consists of four sections:

1. Trends, Opportunities & Market Factors
2. Long Range Employment Forecast (Demand)
3. Buildable Land Inventory (Supply)
4. Community Choices (Comprehensive Plan proposals to meet employment land needs)

This report includes the second and third sections and presents the 2010-2035 employment forecast and resulting demand for employment land as well as the inventory of buildable employment land.

KEY FINDINGS

- The Metro regional employment forecast allocates 511,000 jobs to the City of Portland in 2035, an addition of 141,600 new jobs in the 2010-2035 period.
- This job forecast translates into a demand for 70 million square feet of floor area in typical commercial and industrial building types, the equivalent of 2,560 acres of employment land.
- Portland’s traded-sector economy needs an additional 335 acres of land for marine terminals, rail yards, and airport facilities.
- The Buildable Land Inventory of the existing Comprehensive Plan identifies a supply of 3,200 acres of vacant and underutilized employment land, but it is not always the right type or in the right location.
- The City of Portland will need additional development capacity for industrial land, especially for Harbor Access Lands and in the Harbor and Airport Districts.
- Additional development capacity is also needed on the major institutional campuses, Central City Industrial, and Dispersed Employment geographies.

EMPLOYMENT FORECAST AND LAND DEMAND

The City of Portland employment forecast is based on the Metro regional forecast of job growth. According to this forecast, Metro has prepared a baseline forecast for the Portland region in which employment is expected to increase from just under 1 million jobs in 2010 to nearly 1.5 million in 2035 - a gain of over 537,000 jobs with an average annual growth rate in the range of 1.8% per year over the 2010-2035 period.

Metro allocates 511,000 of these projected 1.5 million total jobs expected in 2035 to the City of Portland. When compared with actual 2010 employment of 370,000 jobs, the projected Portland job gain is approximately 141,600 jobs over the 2010-35 forecast period – an annual average growth rate of 1.3% and a 26% capture rate of regional employment growth.

The Economic Opportunity Analysis translates this forecast growth into demand for additional employment related development and land supply. After accounting for jobs that locate in residential areas (schools, home occupations, non-conforming uses), there is an estimated demand for 2,560 acres of employment land citywide in six typical commercial and industrial building types (such as office buildings or warehouse/distribution buildings).

Portland is a key freight distribution hub on the West Coast. As such, substantial additional land is needed for air, marine, and rail terminals that support the overall traded-sector economy. These specialized types of freight transportation facilities are treated as separate line items of land demand, because they are estimated primarily by transportation throughput. They also represent specialized, land-intensive building types that do not match the typical building needs of other transportation sector employment growth. An additional 335 acres of land is needed for these facilities and is added to the demand for industrial land in other building types.

Figure 1. 2010-2035 Employment Forecast and Land Demand Summary

Aggregate Geography	Jobs		Acres	
	#	%	#	%
Central City	44,740	32%	150	6%
Industrial	31,630	22%	1,350	53%
Neighborhood Commercial	35,140	25%	690	27%
Institutions	22,730	16%	370	14%
Residential	7,400	5%	NA	-
Total	141,640	100%	2,560	100%

Traded Sector Support Facilities	Additional Acres
Rail Yards	200
Marine Terminals*	95
Airport Facilities	40
Total	335

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability

BUILDABLE LAND INVENTORY

The Buildable Land Inventory (BLI) is based on a GIS model developed by the Bureau of Planning and Sustainability (BPS) that looks at the difference between existing and allowed development to determine the remaining development capacity under the current comprehensive plan. The capacity is reduced to account for constraints such as infrastructure, brownfields, and natural resources protection. It also reduces capacity if the site is likely to be developed as a mixed-use employment/residential building by discounting the portion of building space that would be residential space based on past development trends. The development capacity is also adjusted for market factors in some areas to reflect zoned capacity that is more than is currently being developed or expected to be developed in the foreseeable future.

The citywide employment development capacity of the existing Comprehensive Plan is about 152 million square feet, which is distributed across the different employment geographies. The employment land supply is presented in three stages – the base supply (vacant and underutilized parcels), the constrained supply, and the (final) adjusted market supply (see Figure 2).

Figure 2. Summary of 2035 Employment Development Capacity

Aggregate Geography	Acres	Bldg SQFT	% of Base
Central City	266	49,297,000	85%
Industrial	1,365	59,442,000	52%
Neighborhood Commercial	1,303	32,506,000	24%
Institutions	306	10,676,000	100%
Total	3,240	151,921,000	48%

Source: Bureau of Planning and Sustainability

LAND NEEDS RECONCILIATION

By subtracting effective land supply from demand, it is possible to determine whether and to what extent Portland’s employment land base will be adequate to serve forecast needs over the 2035 planning horizon. In cases where there is adequate inventory, a land surplus is indicated; where the inventory is not adequate, a resulting deficit is calculated.

Figure 3. 2035 Employment Land Needs Summary

Employment Geography	Added Jobs	Land Demand	Existing Supply	Surplus/Deficit	% Capacity
Central City Commercial	34,120	60	201	141	335%
Central City Industrial	10,620	90	65	-25	72%
Harbor & Airport Districts*	16,050	1,013	774	-239	76%
Harbor Access Lands*	2,070	192	113	-79	59%
Columbia East	9,310	350	356	6	102%
Dispersed Employment	4,200	130	121	-9	93%
Gateway Regional Center	3,970	50	137	87	274%
Town Centers	6,160	130	304	174	234%
Neighborhood Centers & Corridors	25,010	510	863	353	169%
Institutions	22,730	370	306	-64	83%
Residential	7,400	-	-	-	-
Total	141,640	2,895	3,240		

Aggregate Geography	Added Jobs	Land Demand	Existing Supply	Surplus/Deficit	% Capacity
Central City	44,740	150	266	116	177%
Industrial*	31,630	1,685	1,365	-320	81%
Neighborhood Commercial	35,140	690	1,303	613	189%
Institutions	22,730	370	306	-64	83%
Residential	7,400	-	-	-	-
Total	141,640	2,895	3,240		

* Total land demand shown here includes Traded Sector Support Facilities in marine, rail and air terminals.

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability

There are specific geographies that have a deficit or shortfall that will need to be addressed to provide an adequate supply of development capacity to meet the forecasted employment growth.

Specifically, additional policy changes, zoning capacity, public investments, and development incentives will be needed to address capacity shortfalls in the **Central City Industrial, Harbor & Airport Districts, Harbor Access Lands, Dispersed Employment, and Institutions** geographies. The Comprehensive Plan update will need to identify changes to policy or zoning, public investments, development incentives or other means to address these deficits and meet the forecast demand.

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I. INTRODUCTION

As part of Periodic Review, the City of Portland is required to complete an Economic Opportunities Analysis (EOA) to comply with Oregon Statewide Planning Goal 9. The EOA evaluates the types and amounts of employment land needed to accommodate expected growth to 2035. The EOA is intended to inform the Comprehensive Plan Update, consistent with Statewide Planning Goal 9 and regional capacity analysis.

ORGANIZATION OF EMPLOYMENT LAND NEEDS ANALYSIS

The Task 2 - 3 supply and demand analysis report is organized to cover the following topics:

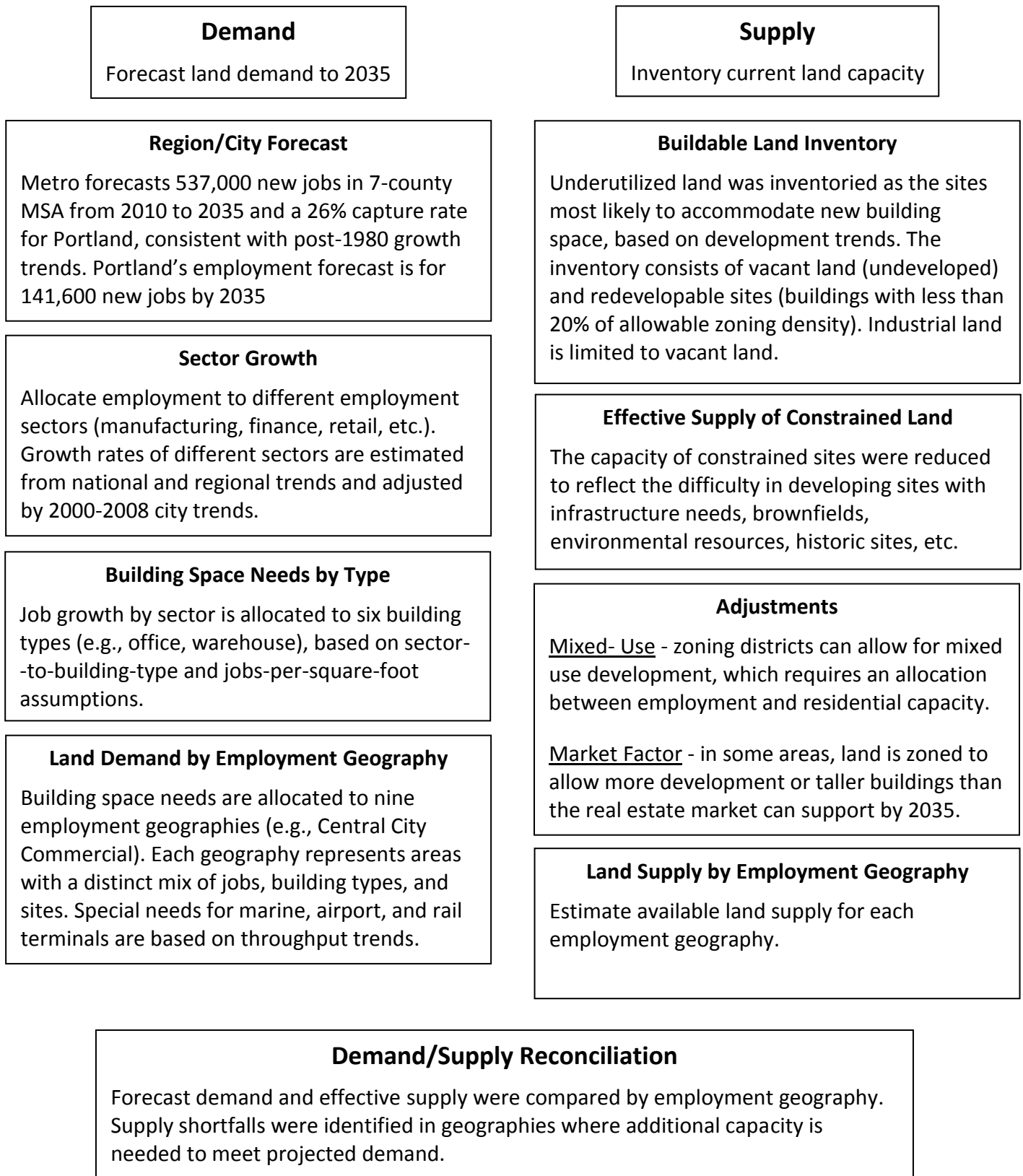
- Employment Forecast and Land Demand Analysis
- Buildable Land Inventory
- Land Needs and Supply Reconciliation
- Short-Term Land Needs Analysis
- Lot Size Analysis

METHODOLOGY

The EOA methodology of evaluating the adequacy of current development capacity has two parallel steps for estimating land demand to 2035 and current supply available to meet it, as summarized in (Figure 4). The first part determines the demand for developable land based on a future employment forecast. The process of estimating demand has many steps to translate Metro’s regional employment forecast (jobs) into a demand for land (building square footage/acres) by employment geography types. The second part establishes the amount of the employment land supply available for development and is based on the Buildable Land Inventory (BLI). The BLI estimates the development capacity of vacant and underutilized land that is available for development, while factoring various constraints on development such as lack of infrastructure, natural resources, or brownfields. The final step is a reconciliation or comparison between the demand for employment land and the available supply to identify any unmet land needs – the shortfalls or gaps. Measures to address these gaps to ensure an adequate supply of land to meet forecasted demand will be addressed through the comprehensive plan update process.

This report was updated in 2015 and 2016. Appendix C of the EOA Section 4 Report includes a detailed description of revisions in these updates. The citywide employment forecast was reduced to be consistent with Metro’s adopted employment allocation to the City of Portland in 2012. The short-term land supply demand horizon was extended to 2020 to address 5-year land needs. Harbor Access Lands was identified as a distinct employment geography, and marine terminal demand analysis there was updated in 2016 to account for recent terminal investments that expand existing capacity. The Employment Geographies map was revised to be consistent with the 2035 Comprehensive Plan, including map changes being considered by City Council. And the Buildable Land Inventory was updated, including revisions to the employment geographies, vacant and underutilized land map, and constraints mapping.

Figure 4. EOA Methodology



II. EMPLOYMENT & LAND DEMAND FORECAST

This chapter details the methodology used to forecast employment-related land needs within the City of Portland through 2035.

As stipulated by Statewide Planning Goal 9 (Economy of the State), the intent of the Economic Opportunities Analysis is to “compare the demand for industrial and other employment uses to the existing supply of such land.” This section details the employment forecast that drives the demand for employment land. While employment growth serves as a major driver for land demand, the forecast process also recognizes that some needs (such as regional transportation facilities) require industrial land that can be more accurately estimated by the transportation throughput (e.g, marine cargo or airport passengers) handled at these facilities.

EMPLOYMENT FORECAST METHODOLOGY

Metro prepares a regional forecast of population and employment growth for the 7-county PMSA region and then allocates that forecast to individual jurisdictions.¹ The Portland allocation anticipated job growth is translated into land demand via an excel worksheet model. The key steps in translating job growth into land demand are outlined below. The Portland employment forecast is dependent on two main factors – the total employment forecast for the region and the percent share of forecast growth assigned to Portland. In 2012, Metro adopted a single point regional forecast of 1.49 million total jobs in the region by 2035.² Supporting data tables are provided in Appendix C.

1. **Portland Metro Regional Employment Forecast.** The City of Portland employment forecast is based on the Metro regional forecast of job growth. With the baseline forecast, Portland PMSA non-farm employment would increase from recession dampened figure of less than 1 million jobs in 2010 to nearly 1.5 million in 2035, a gain of approximately 537,000 jobs with an average annual growth rate in the range of 1.8% per year over the 2010-2035 time period. Metro uses a forecasted employment figure as the starting point year (2010) of approximately 943,100 non-farm workers. For this EOA, the starting point has been adjusted to actual 2010 covered employment of 949,700 as reported by the Oregon Employment Department (OED) using the Quarterly Census of Employment and Wages (QCEW). Sector specific data is aggregated to cover 18 broad employment classifications consistent with the North American Industry Classification System (NAICS).
2. **Allocation of Metro Employment Forecast to City of Portland.** Metro allocates 517,000 total jobs by 2035 to the City of Portland. When compared with actual 2010 employment of 370,000 jobs, this results in a projected Portland job gain of

¹ The U.S. Census Bureau defines the Portland PMSA as a 7-county region consisting of Multnomah, Washington, Clackamas, Yamhill and Columbia Counties in Oregon together with Clark and Skamania Counties in Washington.

² Previously, Metro had used a range forecast. This forecast is based on Metro’s “GAMMA” run of the 2035 forecast that was provided to the City of Portland in October 2011. Metro continues to refine the local jurisdiction allocation process, which is expected to be finalized in June 2012. The final allocation may vary, but is not expected to materially change the results of this analysis.

approximately 141,600 over the 2010-35 forecast period – an annual average growth rate of 1.3%.

3. **Allocation of Job Growth by Employment Geography.** The employment forecast is geo-coded to each of 10 employment geographies and a remainder “residential” geography based on actual covered employment records in 2010. An additional geographic-shift factor is also applied to the employment forecast for each geography, calculated by their relative employment trends between 2000 and 2008 (the peak-to-peak period of the last business cycle). Thus, the forecast reflects both sector trends at the national and regional level and local geography trends at the employment district level. Resulting detailed working data tables provide employment by geography and NAICS categories.
4. **Allocation of Job Growth by Building Type.** While Metro forecasts are classified by NAICS-specific employment or industrial sectors, the employment growth is translated to the demand of building square footage and acres of land for commercial and industrial land uses by allocating sector-specific job growth to each of six building types. General industrial, warehouse and flex space/business park categories are building types common to industrial employment uses. Office, retail and institutional building types are for commercial uses.

The job growth allocations by geography (Step 3) are matched to the distribution of jobs by building type. Shifting geographic shares of employment accounted for by a particular building type are forecast forward to 2035. For example, geographies that have increased their share of the city’s office employment are expected to continue to do so over the next 25 years – but at a rate of change slower than that of the last decade.

This allocation is consistent with the Metro forecast distribution with minor adjustments based on a more detailed analysis of employment sector trends in Portland. For forecast steps 4-6, city-specific forecast modeling includes inputs from Metro (including the Metroscope model) together with results of an *Employment & Economic Trends Analysis* conducted by E. D. Hovee & Company, LLC for Metro in 2009, as further refined with input from the City of Portland Bureau of Planning and Sustainability.

5. **Building Space per Employee.** Industry standard estimates of the building square footage that houses a typical employee are applied to each of the six building types and to Portland’s 10 employment geographies. These estimates are consistent with the Metro analysis with City-provided adjustments, especially with respect to analysis conducted for the City of Portland’s industrial areas.³

³ City of Portland, 2004 Industrial Districts Atlas

- 6. Intensity of Development.** Floor area ratios (FARs) are a measure of building square footage on a site divided by site area (in square feet). FARs in this analysis reflect results of Metro employment study research together with input from the City of Portland Industrial Atlas (providing overall data for employees per acre as a composite control check on results of steps 5 and 6).

Anticipated intensity of development is intended to increase somewhat over the 25-year forecast period, as available vacant sites are in shorter supply. The rate of FAR increase is greater for commercial than industrial building types and geographies.

- 7. Building square feet is translated into land area** via Floor Area Ratios (FAR). A separate FAR is assumed for each building type and each geography. FARs are based on actual FARs that are increased over the 25 year forecast period to reflect increasing densities as the land supply becomes limited over time.

Figure 5. Forecast Employment Lands Assumptions Summary

Forecast Variable	Assumptions	Calculations in Appendix A
Employment Growth:		
1. Metro PMSA Job Forecast (2010-35)	537,000 jobs (1.8% AAGR)	Figure 28
2. Portland Capture of PMSA Job Growth (% Portland Growth)	26% Capture (1.3% AAGR)	Figure 29
1+2 Resulting Portland Job Forecast (25 Year)	141,600	Figure 30
Building- Land Need:		
3. Job Allocation to Building Types	Does not vary	Figure 31
4. Typical Building Square Feet per Job	Does not vary	Figure 33
5. Floor Area Ratios (FARs)	Central City increases by 34% Other non-industrial by 10% Industrial constant.	Figure 34

Note: AAGR depicts average annual growth rate, calculated as a compound average.

Source: E. D. Hovee & Company, LLC.

- 8. Employment Land Demand Results.** Results of this forecast and allocation process are presented in terms of added employment, building space needs, gross land acreage needs, and associated FARs over the 2010-35 horizon for each of the city’s 10 employment geographies.
- 9. Traded-Sector Support Facilities.** In addition to typical land absorption corresponding to employment growth in each standard building type, the City of Portland will need land set aside for atypical regional transportation facilities that support the regional economy such as airport aviation support, rail yard, and marine terminal needs. These added industrial land needs are more accurately estimated by the transportation throughput

handled at these significant regional transportation facilities (e.g., marine cargo and airport passengers). To prevent double counting, the typical land needs associated with the job growth of the sectors at these facilities (which are already counted in the forecast) are deducted from the total land forecast estimated by transportation throughput.

10. Total Land Demand for Employment. The overall demand for employment land is the combination of the demand for land for employment growth and traded-sector transportation facilities.

EMPLOYMENT GEOGRAPHIES

The results of the employment forecast and resulting demand for development land are reported by ten summary employment land geographies, allowing development assumptions to vary across the City and provide more detail in describing job growth trends and forecasts together with associated building and anticipated land acreage needs. The employment geographies are subareas of the city that represent types of business districts as examined and defined in Section 1. While each geography has a mix of sectors, some geographies also have clear sector specializations. For example, 62% of the Central City Commercial jobs in 2008 were in the office sectors, 64% of industrial area jobs were in the industrial sectors, and 98% of the institutional campus jobs were in health care and education (see Figure 11 in EOA Section 1).

Each “employment land geography” represents (1) a collection of established business districts by type that reflects business location preferences (agglomeration) and community location preferences (comprehensive plan); (2) a segment of citywide demand for employment land, consisting of a distinct mix of business sectors and building types; and (3) a segment of the city’s current developable land supply (see Figures 6, 7 and 8). Methodologically, the geographies represent a way of linking 25-year demand by site type to location advantages and developable land supply.

Figure 8 shows the employment geographies of the 2035 Comprehensive Plan. It also depicts map changes from the existing Comprehensive Plan employment geographies that were used in EOA Section 1 to describe current conditions and trends. The existing Comprehensive Plan geographies were used to estimate adequate existing capacity to meet the forecasted demand in this report, and the 2035 Comprehensive Plan geographies were used to estimate adequate proposed capacity to meet the forecasted demand in EOA Section 4. Figure 9 depicts the configuration of the Harbor & Airport Districts and Harbor Access Lands geographies and the related multimodal freight infrastructure located there.

These employment geographies are summarized into four larger aggregate categories of: Central City, industrial, neighborhood commercial, and institutions. The residential geography is primarily associated with institutional uses occurring in residential areas, home occupations, non-conforming uses and ancillary employment with open space areas (ranging from golf courses to public parks).

Figure 6. Employment Geographies

Category	Employment Geography
Central City	Central City Commercial Central City Industrial
Industrial	Harbor & Airport Districts Harbor Access Lands Columbia East (east of 82 nd Ave) Dispersed Employment
Commercial	Gateway Regional Center Town Centers Neighborhood Centers & Corridors
Institutions	Institutions
Residential	Residential areas and open space not included in the other geographies

Institutional Campuses

Universities

- Reed College
- University of Portland
- Concordia University
- Warner Pacific University
- Lewis and Clark College
- Portland Community College – Southeast
- Portland Community College – Cascade
- Portland Community College – Sylvania
- Multnomah University
- Western States Chiropractic College

Hospitals

- Oregon Health & Science University
- Shriner’s Hospital
- Portland Veteran’s Hospital
- Providence Portland Medical Center
- Kaiser Medical Centers
- Legacy Emanuel Hospital
- Legacy Good Samaritan Hospital

Institutions included in other employment geographies:

- Portland State University (Central City)*
- Adventist Medical Center (Gateway)*

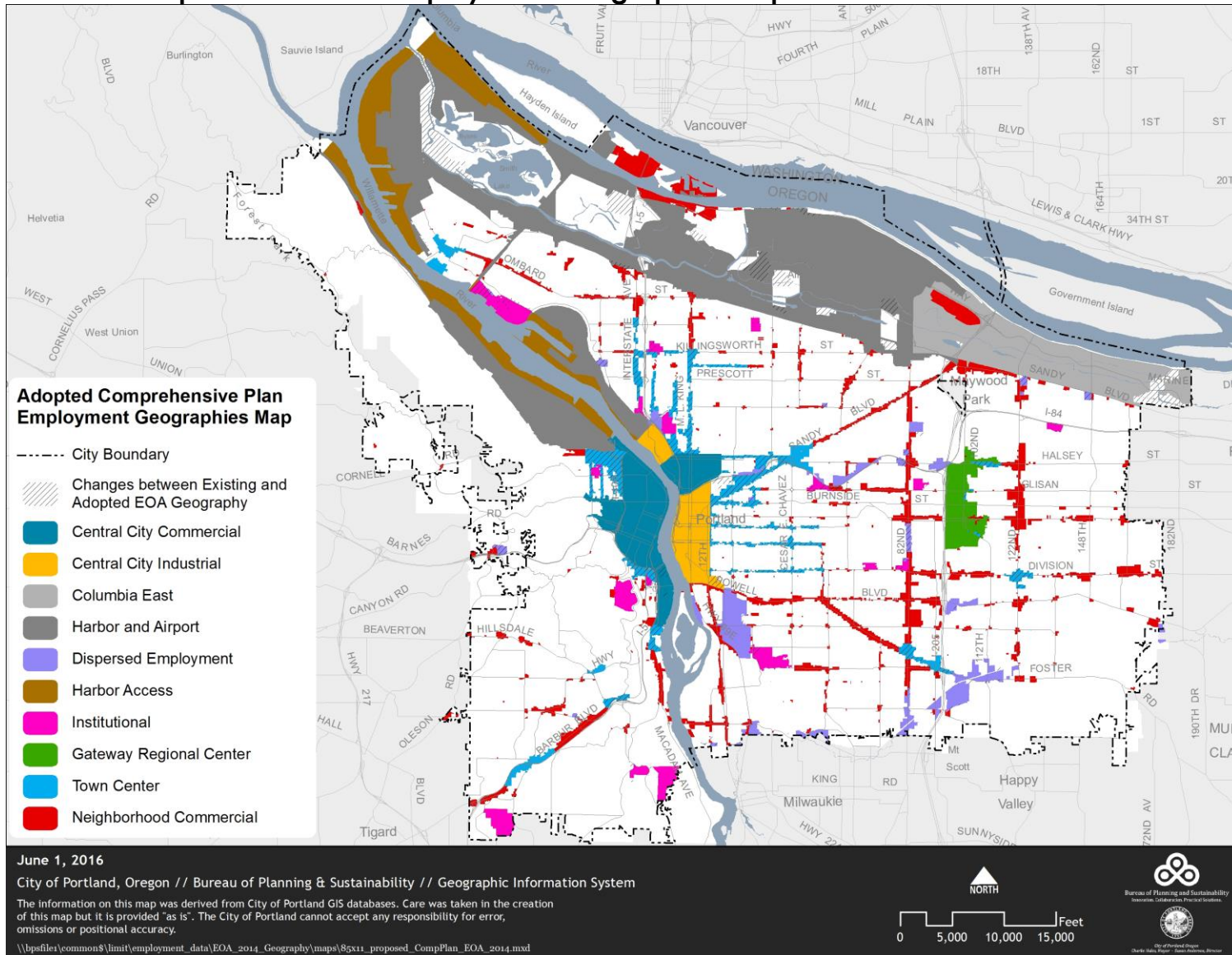
Figure 7. Predominant Site Conditions of Employment Geographies

Location	Types of Businesses	Density/site size	Features
Central City			
Central City Commercial			
Central City westside, Lloyd	Office, mixed employment	High, <1 acre	Regional CBD
Central City Industrial			
Central Eastside, L. Albina	Industrial, mixed employment	Medium, <3 acres	Incubator/industrial
Industrial			
Harbor & Airport Districts			
Harbor upland & Airport*	Distribution, manufacturing	Low, 1-100+ acres	Marine/rail/air hub
Harbor Access Lands			
Harbor frontage*	River-dependent/related industry	Low, 5-100+ acres	Deepwater channel
Columbia East			
Col. Corridor E of 82nd	Industrial, mixed employment	Low, 1-20 acres	Flex industrial parks
Dispersed Employment			
Neighborhoods	Industrial, mixed employment	Low, <1-10 acres	Freeway proximity
Commercial			
Gateway Regional Center			
I-84 at I-205	Mixed employment	Medium, <1-6 acres	Transit/freeway hub
Town Centers			
Neighborhoods	Institutional, mixed commercial	Low/med., <1-3 acres	Mixed-use centers
Neighborhood Centers & Corridors			
Neighborhoods	Retail, mixed employment	Low, <1-10 acres	Commercial corridors
Institutions			
Institutions			
Neighborhoods	Hospitals, colleges	Low/med., >10 acres	17 large campuses

* The Harbor & Airport Districts includes the Northwest, Swan Island, Rivergate, and Airport industrial districts, excluding Harbor Access Lands that extends generally one block from the deepwater channel.

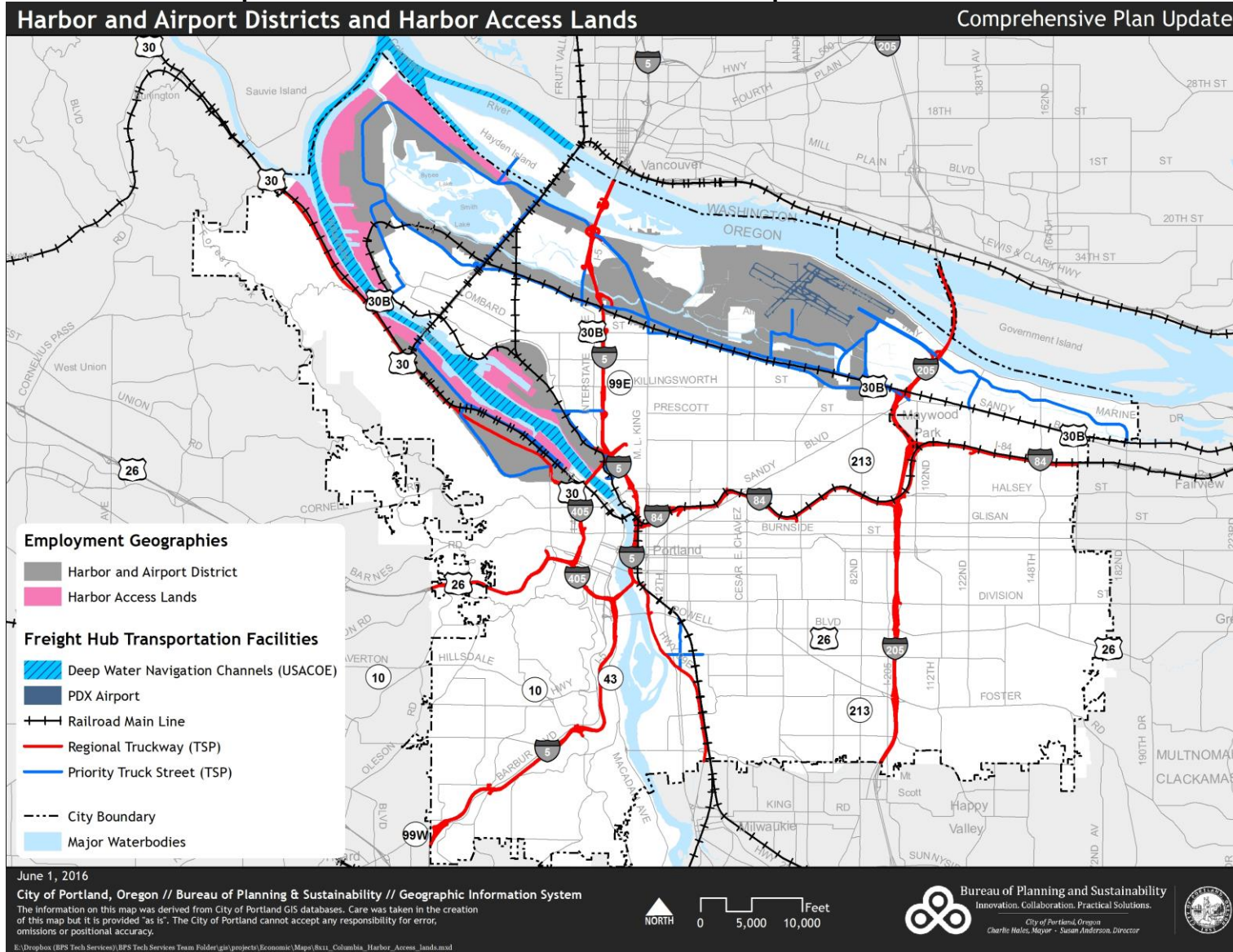
Source: Bureau of Planning and Sustainability

Figure 8. 2035 Comprehensive Plan Employment Geographies Map



Source: E.D. Hovee & Company, LLC, City of Portland Bureau of Planning & Sustainability.

Figure 9. Harbor and Airport Districts and Harbor Access Lands Map



Source: E.D. Hovee & Company, LLC, City of Portland Bureau of Planning & Sustainability.

EMPLOYMENT FORECAST RESULTS

Overall, Portland’s employment growth is expected to capture approximately 26% of the region’s employment growth. The forecast reflects an expectation of continued, but relatively slower, decline in the City’s overall share of regional employment. In 2010 Portland had nearly 39% of the region’s job base. This forecast estimates that share will decline to 34% by 2035. While each of Portland’s 18 job sectors have varied shares of regional employment, the allocation assumes that each sector’s proportion of corresponding regional employment declines at a similar rate over the 25-year forecast period. Figure 10 shows the distribution of the employment forecast by sector. The institutional sectors (health and education) account for nearly 52,000 new jobs or 36% of the growth. While the manufacturing sector declines slightly as consistent with national and regional forecast expectations, the warehousing and distribution sectors are expected to see strong growth with over 16,000 new jobs by 2035.

Figure 10. City of Portland Employment Forecast by Sector

Employment Sector	2010	2035	Job Change 2010-35	Avg Rate of Growth 2010-35
Agriculture & Mining	392	353	(39)	-0.4%
Construction	14,224	21,539	7,315	1.7%
Manufacturing	25,035	24,076	(959)	-0.2%
Wholesale Trade	18,009	23,009	5,000	1.0%
Retail Trade	31,060	32,963	1,903	0.2%
Transportation, Warehousing & Utilities	23,676	34,978	11,302	1.6%
Information	9,640	13,761	4,121	1.4%
Finance	17,048	24,270	7,222	1.4%
Real Estate	7,946	15,366	7,420	2.7%
Professional Services	26,943	38,861	11,918	1.5%
Management	14,322	21,683	7,361	1.7%
Administrative & Waste Services	18,449	28,110	9,661	1.7%
Educational Services	37,937	61,196	23,259	1.9%
Health & Social Services	50,616	78,876	28,260	1.8%
Arts, Entertainment & Recreation	6,741	8,493	1,752	0.9%
Accommodation & Food Services	35,102	44,222	9,120	0.9%
Other Services	16,802	23,076	6,274	1.3%
Government (Civilian)	15,498	16,251	753	0.2%
TOTAL EMPLOYMENT	369,440	511,083	141,643	1.3%
City Share of Portland Metro Employment	39%	34%	26%	

Source: E. D. Hovee & Company, LLC based on Metro projection and City/Metro forecast 2035 allocation.

The City of Portland employment forecast allocation of 141,600 additional jobs is distributed to the employment geographies based on actual employment distribution in 2010 and trends from the recent 2000-2008 business cycle (Figure 11).

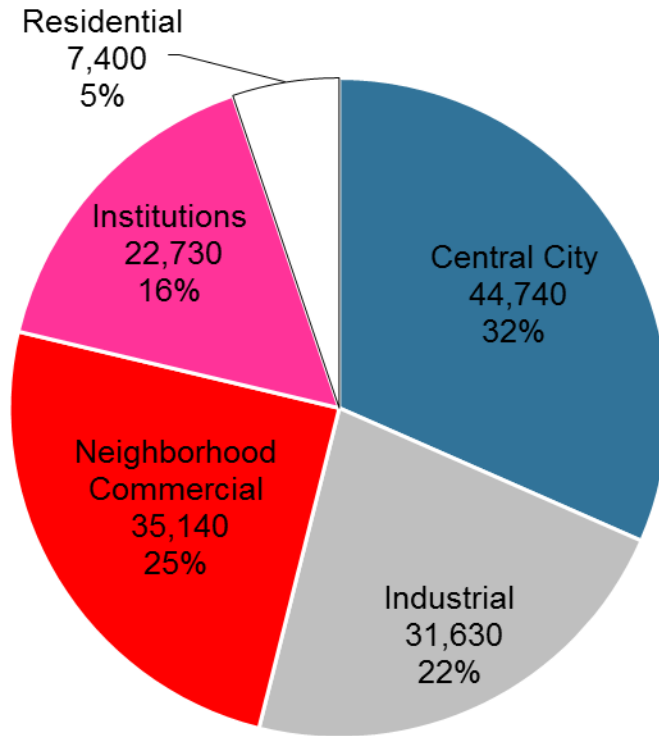
Figure 11. Employment Forecast by Employment Geography

Employment Geography	2010 Actual Jobs		Added Jobs		2035 Total	
	Number	Share	Number	Share	Number	Share
Central City Commercial	104,394	28%	34,124	24%	138,518	27%
Central City Industrial	19,171	5%	10,617	7%	29,788	6%
Harbor & Airport Districts	45,274	12%	16,046	11%	61,320	12%
Harbor Access Lands	8,579	2%	2,074	1%	10,653	2%
Columbia East	17,764	5%	9,308	7%	27,072	5%
Dispersed Employment	15,286	4%	4,200	3%	19,486	4%
Gateway Regional Center	10,059	3%	3,970	3%	14,029	3%
Town Centers	11,557	3%	6,160	4%	17,717	3%
Neighborhood Centers & Corridors	71,233	19%	25,011	18%	96,244	19%
Institutions	31,868	9%	22,730	16%	54,598	11%
Residential	34,675	9%	7,403	5%	42,078	8%
Total	369,860	100%	141,643	100%	511,503	100%
Aggregate Geography						
Central City	123,565	33%	44,741	32%	168,306	33%
Industrial	86,903	23%	31,628	22%	118,531	23%
Commercial	92,849	25%	35,141	25%	127,990	25%
Institutions	31,868	9%	22,730	16%	54,598	11%
Residential	34,675	9%	7,403	5%	42,078	8%
Total	369,860	100%	141,643	100%	511,503	100%

Source: E.D. Hovee & Company, LLC

The share of employment distributed to different areas is not expected to change very much. About one-third or 45,000 new jobs are expected in the Central City (Figure 12). Industrial area jobs are forecast to account for about 22% of citywide employment growth. Campus institutions are expected to expand with about 23,000 new jobs or 16% of the job growth, which will raise their share of the City's overall employment.

Figure 12. 2010-2035 Employment Growth Distribution



Source: E.D. Hovee & Company, LLC

EMPLOYMENT LAND DEMAND

The employment forecast allocation is translated into a resulting demand for building square footage and land (Figure 13). The employment growth is expected to generate the demand for nearly 77 million square feet of building space, requiring approximately 2,560 acres of buildable land area. The Central City land demand is 150 acres, and an additional 690 acres of land is needed for development in the Neighborhood Commercial geographies elsewhere in Portland. Job growth on institutional campuses will need capacity for about 13 million square feet of buildings or about 370 acres of buildable land. The largest demand for land will be for approximately 1,400 acres of industrial land (excluding freight terminals), which is to be expected given the lower employment densities (jobs per acre) and FARs for industrial buildings.

Also, approximately 7,400 of the new jobs created (or 5% of the total job growth) is allocated to residential and open-space designated areas of the city. This growth is primarily associated with institutional uses occurring in residential areas. It also includes schools, churches, home occupations and non-conforming uses and ancillary employment with open space areas (ranging from golf courses to public parks). For the purposes of forecasting future demand for employment land, it is assumed that the jobs in the residential areas locate on residential land that is not part of the employment buildable land supply and not considered further in the EOA.

Figure 13. Employment Forecast Land Demand (2010-2035)

Employment Geography	Added Jobs	Square Feet	Total Acres*	FAR*
Central City Commercial	34,124	13,598,000	60	5.20
Central City Industrial	10,617	5,218,000	90	1.33
Harbor & Airport Districts*	16,046	11,909,000	773	0.35
Harbor Access Lands*	2,074	1,494,000	97	0.35
Columbia East	9,308	6,140,000	350	0.40
Dispersed Employment	4,200	2,060,000	130	0.36
Gateway Regional Center	3,970	1,996,000	50	0.92
Town Centers	6,160	3,199,000	130	0.56
Neighborhood Centers & Corridors	25,011	11,549,000	510	0.52
Institutions	22,730	12,892,000	370	0.80
Residential	7,403	NA	NA	NA
Total	141,643	70,055,000	2,560	
Aggregate Geography				
Central City	44,741	18,816,000	150	2.88
Industrial	31,628	21,603,000	1,350	0.37
Neighborhood Commercial	35,141	16,744,000	690	0.56
Institutions	22,730	12,892,000	370	0.80
Residential	7,403	NA	NA	NA
Total	141,643	70,055,000	2,560	

* Total land and FAR shown here do not include Traded Sector Support Facilities in marine, rail and air terminals. See Figures 16 and 17.

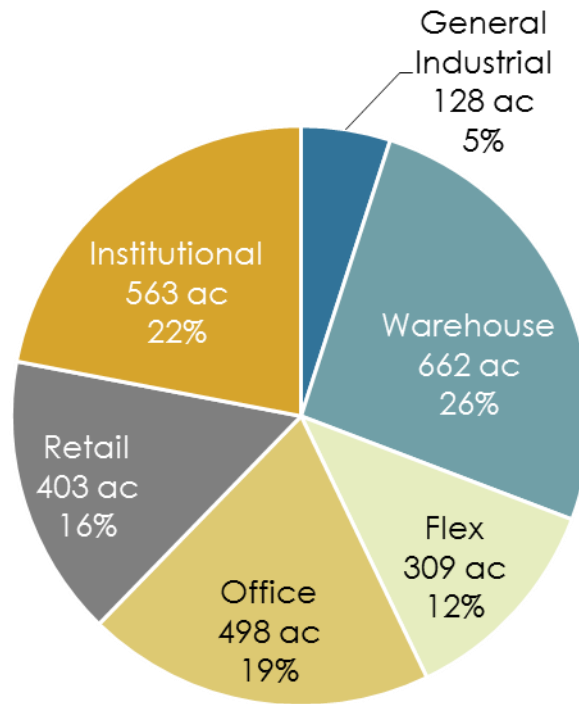
Source: E.D. Hovee & Company, LLC

EMPLOYMENT LAND NEED BY BUILDING TYPE

Figure 14 and 15 disaggregate projected employment land need (in terms of jobs, building square feet and land acres) by building type. Building types roughly correspond to industrial or commercial sectors, however, each geography has a mix of these building types. For example, while much of professional services employment is accommodated by office space, a portion of the demand ends in street-level retail spaces, and another portion in flex (or business park) space.

The table also illustrates that most employment-related demand – even within some industrial areas – derives from the commercial building types (office, retail and institutional). Citywide, 57% of the land demand forecasted is associated with commercial building types – including office, retail and institutional space.

Figure 15 provides the detail for the different types of job growth and land demand within each of Portland's major employment geographies. For industrial buildings, major sources of demand are expected to be associated with warehouse and flex space, with little added net demand projected for general industrial space. With commercial buildings, the primary need is anticipated to be for institutional space (including education and health care) followed by office and retail space.

Figure 14. Employment Land Demand by Building Type

Source: E.D. Hovee & Company, LLC.

Commercial building types comprise smaller but still substantial shares of anticipated land need within industrial geographies. For example, in the Central City Incubator geography (the Central Eastside and Lower Albina) commercial building types account for two-thirds of projected land demand; and for the Columbia Harbor geography this proportion accounts for one-quarter of the land demand.

The employment forecast projects that a significant 36% of new employment is expected to be within the health and education sectors. A significant portion of these jobs will be within institutional campuses with about one-half of the institutional building space and land demand allocated for the 17 campuses that make up the institutional employment geography, with the other half spread across the other employment geographies. This distribution and demand is consistent with recent trends in which institutions, especially health care, appear to be decentralizing and bringing services closer to where people live.

Land demand is also influenced by FARs, as less dense building types (such as retail and warehousing) generate more land demand than building types such as office for an equivalent number of jobs. The FAR assumptions utilized in the forecast are presented in Figure 36 of Appendix A.

Figure 15. Employment Land Demand by Building Type

	Industrial Uses			Commercial Uses		
	Jobs	Bldg Sq Ft	Acres	Jobs	Bldg Sq Ft	Acres
	General Industrial			Office		
Central City Commercial	(178)	(62,000)	(0)	22,272	7,795,000	24
Central City Industrial	516	478,000	11	5,222	1,828,000	19
Harbor & Airport Districts*	347	322,000	21	6,044	2,115,000	133
Harbor Access Lands*	173	160,000	10	733	257,000	16
Columbia East	765	708,000	41	3,618	1,266,000	70
Dispersed Employment	561	519,000	34	3,129	1,095,000	69
Gateway Regional Center	16	5,000	0	1,062	372,000	5
Town Centers	54	19,000	1	1,328	465,000	16
Neighb. Centers & Corridors	106	98,000	9	10,372	3,630,000	128
Institutions	(0)	0	(0)	1,927	675,000	18
Total	2,255	2,247,000	128	57,892	19,498,000	498
	Warehouse & Distribution*			Retail		
Central City Commercial	134	47,000	0	6,015	2,827,000	21
Central City Industrial	995	775,000	17	1,479	695,000	31
Harbor & Airport Districts*	5,296	6,687,000	437	1,745	820,000	54
Harbor Access Lands*	477	601,000	40	157	74,000	5
Columbia East	1,825	2,304,000	132	1,535	722,000	41
Dispersed Employment	(12)	(15,000)	(1)	(280)	(131,000)	(9)
Gateway Regional Center	(29)	(10,000)	(0)	920	432,000	27
Town Centers	(4)	(1,000)	(0)	932	438,000	32
Neighb. Centers & Corridors	497	388,000	35	7,591	3,568,000	158
Institutions	11	4,000	0	2,013	946,000	42
Total	9,457	10,780,000	662	22,657	10,391,000	403
	Flex*			Institutional		
Central City Commercial	2,150	752,000	3	3,731	2,239,000	10
Central City Industrial	1,026	615,000	7	1,379	827,000	9
Harbor & Airport Districts*	2,357	1,812,000	118	256	153,000	10
Harbor Access Lands*	477	367,000	24	58	35,000	2
Columbia East	1,191	915,000	53	373	224,000	13
Dispersed Employment	659	506,000	33	143	86,000	6
Gateway Regional Center	19	7,000	0	1,983	1,190,000	17
Town Centers	124	44,000	2	3,725	2,235,000	82
Neighb. Centers & Corridors	1,520	910,000	68	4,924	2,954,000	107
Institutions	5	3,000	0	18,775	11,265,000	308
Total	9,831	5,931,000	309	39,552	21,208,000	563
	Total Industrial			Total Commercial		
Central City Commercial	2,106	737,000	3	32,018	12,861,000	54
Central City Industrial	2,537	1,868,000	36	8,081	3,350,000	59
Harbor & Airport Districts	8,001	8,821,000	576	8,045	3,088,000	197
Harbor Access Lands	1,127	1,128,000	74	947	366,000	23
Columbia East	3,781	3,927,000	225	5,527	2,212,000	124
Dispersed Employment	1,208	1,010,000	66	2,992	1,050,000	66
Gateway Regional Center	5	2,000	(0)	3,965	1,994,000	50
Town Centers	175	62,000	3	5,985	3,138,000	130
Neighb. Centers & Corridors	2,124	1,396,000	112	22,887	10,152,000	393
Institutions	16	7,000	0	22,715	12,886,000	368
Total	21,542	18,958,000	1,098	120,101	51,097,000	1,465

* Total land demand shown here excludes Traded Sector Support Facilities in marine, rail and air terminals.

Source: E.D. Hovee & Company, LLC.

ADDITIONAL DEMAND FOR INDUSTRIAL LAND

Additional land demand is projected for freight terminals, a prominent land use in Portland, because their building density does not match typical industrial building types and their growth is more accurately estimated by transportation throughput than employment trends.

Portland is a key freight distribution hub and export gateway on the West Coast and is Oregon’s largest seaport, rail hub, and airport. As such, air, marine, and rail terminals are prominent land uses in Portland’s industrial districts. These freight terminals support the overall traded-sector economy by enhancing access of regional exporters to international and domestic markets, supporting local access and continuing investment in national-system freight infrastructure, and attracting diverse distribution and manufacturing businesses to the region. In turn, goods production industries (distinct from services) make up 81% of the export income in this region’s “trade-dependent” economy, in contrast to the 71% national average (see [Brookings Institution export analysis, 2013](#)).

The adopted 2009 Climate Action Plan notes the importance of freight system efficiency, and included the following objective:

“Improve the efficiency of freight movement within and through the Portland metropolitan area (Urban Form and Mobility Objective 7).”

Central to the efficiency of the freight system is the location of industrial areas and the integration with the regional transportation system. Minimizing emissions from freight movement requires protecting and improving intermodal facilities and continuing to connect them to the transportation system. Enhancing strong connections to marine and rail shipment is particularly important because movement of freight with those modes requires a much lower energy cost per ton. In the absence of strong rail and marine connections, more freight will be moved long distance through the Portland region in trucks.

Freight terminal land uses are exceptionally land-intensive. On-site employment is very low at these national/international transportation facilities, but substantial direct and supported job impacts of these facilities is located at other sites in the city, region, and Pacific Northwest.⁴ An alternative method is used here to estimate their land needs for two reasons. First, the warehouse and other standard building types used to estimate the land needs of job growth at these freight terminals (see Figure 15) do not match their large site size and low building density. Second, their land needs are more closely related to the volume of transportation throughput handled at these facilities than to related sector employment trends. The overall freight volume handled in the Portland region is forecast to roughly double in tonnage and triple in value between 2007 and 2040 (see EOA Section 1 and the Portland/Vancouver Commodity Flow Forecast, 2015). The resulting additional land demand for these traded-sector support facilities is summarized in Figure 16.

⁴ Martin Associates, *Economic Impact of the Port of Portland*, 2011

Figure 16. Additional Land Demand for Traded Sector Support Facilities

Traded Sector Support Facilities	Demand (acres)
PDX Aviation Support	40
Rail Yard Expansion	200
Marine Terminals	95
Total	335

Source: Bureau of Planning and Sustainability.

In order to avoid double counting, the estimated land needs of freight terminals are calculated as the difference between their employment-based land need and the land need attributable to transportation throughput, as shown in Figure 17. Marine terminal land needs are expected to be met in the Harbor Access Lands geography, and the rail yard and airport-support facility land needs apply to the Harbor and Airport Districts geography. The overall employment forecast in these geographies reflects existing employers and does not change with this additional land demand.

Figure 17. Estimation of Land Demand for Traded-Sector Support Facilities

Traded Sector Support Facilities	Transportation-Trend Forecast (Acres)	Employment-Trend Forecast		Additional Land Need (Difference)
		New Jobs	Acres	
PDX Aviation Support Facilities*				
Air Transportation and Terminal Services	72	2,450	136	-64
Air Cargo and Car Rental	135	670	29	106
Other Airport Employers		140	4	-4
Total	207	3,260	169	37
Rail Yard Expansion				
Rail Yards	200	**	**	200
Marine Terminals				
Marine Terminals	150	850	55	95

* The Airport Futures Plan (2010) used transportation-trend forecasts to estimate these land needs.

** Railroads are not included in Covered Employment data used in employment trends forecast.

*** Marine terminal growth projections apply the medium cargo forecast need for new auto and grain facilities and practical site size assumptions as described in EOA Section 1.

Source: Bureau of Planning and Sustainability

PDX Airport

The PDX Airport today occupies approximately 2,800 acres, excluding the adjacent Cascade Station and Portland International Center areas. The 2010 Airport Futures Plan and PDX Master Plan were adopted in 2011 by the City of Portland and Port of Portland as a long-range development plan for PDX. These plans included a detailed analysis of airport land needs to 2035 based on an aviation demand forecast (passengers and air cargo) and analysis of specific facility expansion needs. The PDX Master Plan identifies 207 acres of additional land need for new and expanded facilities. However, there is an overlap or double-counting with the employment-based forecast. The employment located in the airport geography is forecast to generate 175 acres of land demand in standard building types. This employment land demand is

deducted from the land need estimated in the Airport Futures Plan, which is derived from air travel demand forecasts rather than employment forecasts.

Figure 17 compares these forecast methods by types of airport facilities. The Airport Futures Plan found that projected passenger travel growth by 2035 can be accommodated by existing runways, so the employment growth associated with air transportation and terminal services can be accommodated. However, land needs for air cargo couriers, general aviation (non-scheduled flights), and rental car lots are more land-intensive than estimated by the employment-based forecast (see Appendix A, Figure 37). Combining the net result of all airport facilities, Airport Futures found an additional 37 acres of 2010-2035 land demand for airport facilities beyond the employment-based forecast. This additional demand for aviation support facilities is rounded to 40 acres and applied as a separate line item in the land demand forecast.

Rail Yard Expansion

Portland is the Pacific Northwest's rail transportation hub, and seven larger rail yards currently occupy approximately 700 acres in Portland's industrial districts. The employment-based forecast allocates no land for railroad or rail yard expansion, because rail transportation employment is not included in Covered Employment data used for the forecast. Rail yard expansion since 2004 has consisted of the Port of Portland's Ramsey Yard and South Rivergate Yard, providing approximately 25 acres of new yard space. While long-term needs and railroad investment plans remain uncertain, likely demand for expansion and modernization of yard facilities is estimated at approximately 200 acres, based on projected rail tonnage growth and the typical size of new rail yards.

Long-term rail transportation forecasts anticipate robust growth. BST Associates projected 2010-2030 freight rail tonnage growth by type for the Oregon Lower Columbia and Oregon Coast areas⁵:

- 4.1% (moderate) to 7.3% (high) average annual growth rate (AAGR) for marine-related rail, such as the trains served by Barnes, Ramsey and South Rivergate Yards in Portland;
- 2% AAGR for merchandise trains, such as those served by Albina Yard in Portland; and
- 3.5% AAGR for domestic intermodal trains, such as those served by Brooklyn and Lake Yards in Portland.

Put in context, growth at 2.9% AAGR would approximately double the local rail tonnage handled in 25 years.

In addition to the recent expansion at Ramsey and South Rivergate Yards, construction of a new domestic intermodal yard at Troutdale was discussed and met community objections. Afterward, Union Pacific moved their domestic intermodal operations from Albina Yard to Brooklyn Yard, to improve efficient use of available yard capacity. Nationally, Union Pacific constructed 5 intermodal yards between 2000 and 2005, ranging from 130 to 320 acres in size and averaging 224 acres. To accommodate increasing rail operations, rail yard land demand to 2035 is

⁵ BST Associates, *Pacific NW Marine Cargo Forecast Update and Rail Capacity Assessment*, October, 2011

estimated at 200 acres, which conceptually could consist of a new domestic intermodal yard or the combined expansion of existing yards and smaller new yards.

A Union Pacific representative commented that a 200-acre rail demand forecast to 2035 is not unreasonable. The railroad's long-term plans are unclear in the current economic climate. Expansion for energy-related cargo exports is a wildcard that was not factored into local demand forecasts. The organization has a five-year plan that describes track capacity. For the Portland area, short-term plans assume working within their existing land holdings. The railroad generally focuses on consolidation and efficiencies within urban areas, and if necessary, relocation, such as the recent relocation of intermodal facilities to Brooklyn Yard.

Marine Terminals

Portland Harbor serves as a major economic engine for the regional economy. These port terminals function as public infrastructure, facilitating economic activity for other industries in the region. Studies indicate that cargo and manufacturing activities dependent on waterborne transportation contribute significantly to the metro region's economy. Estimates of the economic impacts generated by marine-related activity in Portland range from 20,000 to 100,000 jobs and from \$1.4 to 3.4 billion annually in regional income.⁶

Harbor industrial development tends to have low floor-to-area ratios (FAR) and a relatively low number of on-site jobs per acre. But industrial lands in general, and harbor lands in particular, are an important piece of the regional economic base, which supports a much larger number of jobs in other economic sectors. Despite declining employment in the Harbor Access Lands geography during the 2000-2008 business cycle, like the employment losses in Downtown Portland and some other geographies in this period, Portland Harbor experienced an increase in cargo tonnage at a faster pace than the rate of industrial land development in the area.⁷ Employment losses during this period are partly associated with the listing of the extensive Portland Harbor Superfund Project in 2000, which has constrained vacant land development that would typically result from business turnover on affected sites.

Given the robust cargo forecasts and projected marine terminal needs described in EOA Section 1 and the disconnected relationship between employment growth and cargo activity in the harbor, additional vacant land supply is needed to accommodate forecast marine terminal capacity beyond the employment-based land demand forecast described above. Projected marine terminal land needs to 2035 are 150 acres (see Figure 17), based on the medium cargo forecast and practical site-size estimates identified EOA Section 1, which are intended to reflect a conservative estimate of harbor land demand. Three cargo forecast scenarios and three terminal site sizes for each cargo type are reviewed in Section 1.

The medium cargo forecast is met in the existing Harbor Access Lands geography, through vacant and redevelopable land development at Port of Portland T-6 (approximately 40 vacant acres), T-4 (approximately 30 redevelopable acres at the former Cargill terminal), and an assembled brownfield development site around the former Time Oil terminal (an assembled site of up to 84 acres is analyzed by ECONorthwest in EOA Section 1, Appendix C). In addition,

⁶ Entrix, Inc., West Hayden Island (WHI) Economic Foundation Study, July 2010.

⁷ ECONorthwest, Portland Harbor: Industrial Land Supply Analysis, May 2012.

existing industrially-zoned land is potentially available for marine terminal expansion outside of the Harbor Access Lands geography, including 15-20 acres east of the Union Pacific rail line at T-4 and 35-45 acres south of Marine Drive near T-6.

TOTAL EMPLOYMENT LAND DEMAND

The employment growth forecast demand is combined with the traded sector support facilities (air, rail, and marine terminals) to determine the total land need (Figure 18).

Figure 18. 2035 Employment Development Capacity Demand

Employment Geography	Added Jobs	Building SQFT	Total Acres	Avg FAR
Central City Commercial	34,124	13,598,000	60	5.20
Central City Industrial	10,617	5,218,000	90	1.33
Harbor & Airport Districts	16,046	11,909,000	773	0.35
Harbor Access Lands	2,074	1,494,000	97	0.35
Columbia East	9,308	6,140,000	350	0.40
Dispersed Employment	4,200	2,060,000	130	0.36
Gateway Regional Center	3,970	1,996,000	50	0.92
Town Centers	6,160	3,199,000	130	0.56
Neighborhood Centers & Corridors	25,011	11,549,000	510	0.52
Institutions	22,730	12,892,000	370	0.80
Residential	7,403	NA	NA	NA
Total	141,643	70,055,000	2,560	
Aggregate Geography				
Central City	44,741	18,816,000	150	2.88
Industrial	31,628	21,603,000	1,350	0.37
Neighborhood Commercial	35,141	16,744,000	690	0.56
Institutions	22,730	12,892,000	370	0.80
Residential	7,403	NA	NA	NA
Total	141,643	70,055,000	2,560	
Additional Land Need for Traded Sector Support Facilities				
PDX Aviation Support	3,220		40	
Rail Yard Expansion	NA		200	
Marine Terminals	850		95	
Total			335	
Total Land Demand			2,895	

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability.

SHORT-TERM EMPLOYMENT FORECAST AND LAND DEMAND

The State of Oregon Administrative Rules also require cities to provide an adequate short-term land supply “to respond to economic development opportunities as they arise.” The Metro regional forecast predicts a robust recovery from the national recession. Consequently, the City of Portland is expected to add 95,000 jobs or 67% of the forecasted employment growth in the 2010-2020 period. If this predicted growth occurs, it will generate the demand for about 2,000 acres of employment land. Land demand over the remainder of the planning period is projected to grow at lower rates, following the job-growth trajectory shown in Figure 32. Additional

freight terminal demand is expected to occur episodically after 2020 through individual terminal investment decisions.

Figure 19. 2010-2020 Short-Term Employment Forecast and Land Demand

Employment Geography	2010-2020		
	Added Jobs	Building SQFT	Total Acres
Central City Commercial	22,600	8,951,000	40
Central City Industrial	7,560	3,885,000	75
Harbor & Airport Districts	12,660	10,067,000	659
Harbor Access Lands	1,630	1,263,000	82
Columbia East	6,980	4,867,000	279
Dispersed Employment	3,030	1,673,000	109
Gateway Regional Center	2,460	1,220,000	33
Town Centers	3,860	1,985,000	86
Neighborhood Centers & Corridors	16,280	7,658,000	362
Institutions	13,440	7,562,000	224
Residential	4,110	NA	NA
Total	94,610	49,131,000	1,949

Source: E.D. Hovee & Company, LLC., and Bureau of Planning and Sustainability

PARCEL SIZE DEMAND ASSESSMENT

This assessment is based on the same parcel distribution by geography as demand experienced 1999-2011 for parcels experiencing new construction (year built as of 2000 or later) but with smoothing (or interpolation) of demand to in-between sizes with no demonstrated demand from 1999-2011.

This parcel size distribution reflects the pattern of activity that occurred during the last decade, a period of slower job growth regionally and in Portland than is forecast over the next 25 years. Future parcel size requirements may well vary from experience of recent years.

A pivotal factor suggesting a need for a greater mix of large parcels is the need to accommodate more job growth than has occurred in the last decade. To the extent that achieving more aggressive job growth targets depends on ability to accommodate larger employers (especially within industrial geographies), more large acreage sites may be required. Otherwise, Portland runs a greater risk of losing these large employers to sites elsewhere in the region or outside the Portland metro area altogether. Also noted is that presence of constrained sites (as with brownfields and environmental constraints) within the remaining inventory may require larger sites in terms of gross acreage to get to the same net yield as may have been experienced previously with less constrained sites. Therefore, this demand assessment includes the additional need for one large (50 acre) site in the Harbor and Airport Districts. This demand assessment also includes the land needs for traded sector support facilities, which are expected to be located in the area as well.

Figure 20. Land Demand by Parcel Size (acres)

EOA Geographies	Gross Acreage Land Need (2010-35) by Parcel Size								Total	Total >1
	< 1	1 - 3	3 - 5	6 - 10	10-20	20-50	50-100	> 100		
Central City Commercial	33	9	9	10	0	0	0	0	60	27
Central City Industrial	54	36	0	0	0	0	0	0	90	36
Harbor & Airport Districts	71	135	213	166	126	52	50	200	1,013	942
Harbor Access Lands	1	6	9	11	11	104	50	0	192	190
Columbia East	9	85	78	67	111	0	0	0	350	341
Dispersed Employment	38	26	23	23	20	0	0	0	130	92
Gateway Regional Center	18	13	11	9	0	0	0	0	50	32
Town Centers	84	46	0	0	0	0	0	0	130	46
Neighb. Centers & Corridors	276	77	91	65	0	0	0	0	510	234
Total	584	432	434	350	269	156	100	200	2,525	1,941
Aggregate Geographies										
Central City	86	45	9	10	0	0	0	0	150	64
Industrial	119	252	322	266	269	156	100	200	1,685	1,566
Neighborhood Commercial	379	136	102	74	0	0	0	0	690	311
Total	584	432	434	350	269	156	100	200	2,525	1,941

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability.

Conversely, there are factors which suggest at least some potential that demand will adjust to available supply over time on smaller parcels that previously may have been bypassed. These factors include increasing interest by firms already heavily invested in Portland to make do with existing sites and/or acquire smaller, nearby (and in some cases multiple) sites for incremental expansion. This approach can be facilitated with greater regulatory flexibility and targeted infrastructure investments to make more efficient use of a shrinking supply of remaining vacant as well as redevelopable in-city inventory.

This assessment also suggests the need for monitoring of actual development site sizes over the course of the forecast period – with capacity for plan adjustments if warranted by demonstrated site size demand not being met by the remaining site inventory.

III. SUPPLY: BUILDABLE LAND INVENTORY

As stipulated by Goal 9 (Economy of the State), the intent of the Economic Opportunities Analysis is to “compare the demand for industrial and other employment uses to the existing supply of such land.” This section analyzes the Buildable Land Inventory as Portland’s measure of employment land supply.

The Buildable Land Inventory (BLI) is based on a GIS model developed by the Bureau of Planning and Sustainability (BPS) that looks at the difference between existing and allowed development to determine the development capacity of the current comprehensive plan. This report summarizes the methodology and results of the employment land portion of the BLI. A full description of the BLI with supporting maps can be found in the *Buildable Land Inventory* background report.

METHODOLOGY

The BPS Development Capacity Analysis (DCA) model is a series of steps or filters to identify the acreage of land that is available for development or redevelopment in Portland.

1. Identify vacant land.
2. Identify land likely to redevelop.
3. Discount capacity based on physical constraints
4. Adjust capacity for mixed use development and market factors

Base Land Supply – Vacant and Redevelopable Land

The first step to inventory buildable land is a relatively straightforward process to identify vacant sites or land utilizing tax assessment data, Metro’s vacant land inventory, and verification process utilizing aerial photos and field checking. Parcels under 0.5 acres were not considered viable for industrial geographies and parcels less than 1,500 square feet were not considered viable for commercial development.

The development analysis in the Task 1 report shows that only 50-70% of the development activity in Portland is taking place on totally vacant sites. The second step in the inventory is a more complicated process to identify non-vacant parcels that are significantly under-developed or underutilized and are likely to redevelop. The DCA model uses existing building area to calculate the likelihood of redevelopment based on the rationale that parcels with smaller building coverage compared to what is allowed by current zoning regulations are likely to redevelop given the potential for a new larger building to absorb the value of the existing building into the development costs. Within the Central City, a parcel must have less than 20% of the allowed floor area and have an improvement-to-land ratio (I/L ratio) of less than 50%. I/L ratios are used because improvement and land values are more accurately recorded in the Central City. Outside the Central City, parcels within 500 feet of a “frequent service” transit line are mapped as underutilized if they are using less than 20% of their allowed floor area (regardless of the improvement-to-land ratio). Frequent service transit lines are defined as bus and light rail lines that run every 15 minutes or better during weekday peak hours. All other parcels are

mapped as underutilized if they are using less than 10% of their allowed floor area (regardless of the improvement-to-land ratio). For underutilized parcels that will redevelop, the existing building square footage is deducted from the zoned capacity, so only the net new development capacity is counted.

For the Industrial areas, underutilized parcels are treated differently. Industrial Sanctuary designated parcels are limited to vacant parcels. Underutilized parcels are not included in this analysis because there are no FAR limits in the Portland industrial zones and industrial development tends to have lower building coverage with large areas for outdoor storage and vehicle maneuvering areas. However, developed parcels designated Central Employment and Mixed Employment that currently utilize less than 10% of their allowed floor area (regardless of the improvement-to-land ratio) are considered underutilized and included in the land supply because these parcels tend to include a wider mix of uses with more intensive development.

Institutional uses warrant special consideration because their land use patterns are distinct from other employers. Medical and higher education institutions often tend to cluster all or a significant portion of their activity into campuses, requiring larger parcels or aggregations of parcels, developing land more intensively (e.g. with structured parking) and locating in a variety of zones other than commercial and industrial (such as residential). For the BLI, 17 individual campuses are identified and the development capacity is determined through an assessment of current land use approvals and base zoning minus existing buildings.

Development Constraints

Constrained lands include sites that lack needed infrastructure (e.g. sites without sewer service) or have other physical or regulatory constraints on development, such as environmentally sensitive areas, historic landmarks, steep slopes, and flood hazards. Each constraint is defined and mapped and a discount factor is determined to reflect the degree of site utilization expected on land affected by each constraint.

The discount factor is determined in a two-step process. The first step is characterizing the constraint as high, medium, or low based on consultation with the City of Portland's development review staff at the Bureaus of Development Services, Transportation, Water, and Environmental Services.⁸ Then this factor is adjusted based on a review of development rates of various constrained sites compared to unconstrained sites for the 1999-2011 period (Appendix B). This analysis included both the rate of development (avoidance) as well as the overall amount of development to determine the level of constraint. The constraint analysis considered the impact of 52 different characteristics that are grouped into six categories and sorted by geographic area.⁹ An additional discount factor of -10% is applied to sites with two overlapping constraints or -20% for sites with more than three constraints. Institutional campuses are not included in this adjustment factor because the master planning process to establish the development capacity has already factored most of these constraints.

⁸ BPS, 2012 Buildable Land Inventory, Appendix A

⁹ Constraint discount factors are not calculated for the Institutional geography because it assumed that these constraints are factored into the campus master plans that are the basis for determining the development capacity of the 17 campuses.

Figure 21. Development Constraint Factors

Constraint	Adjusted Capacity Utilization	Constraint	Adjusted Capacity Utilization
Environmental		Historic Landmarks	
Central City	75%	Central City	55%
Industrial	50%	Industrial	55%
Commercial	35%	Commercial	55%
Infrastructure		Low	
Central City	75%	Central City	85%
Industrial	75%	Industrial	85%
Commercial	75%	Commercial	85%
Brownfields		Greenway	
Central City	90%	Central City	75%
Industrial	40%	Industrial	50%
Commercial	50%	Commercial	55%

Source: E.D. Hovee & Company, LLC and Bureau of Planning and Sustainability

Adjustments

Mixed-Use Zoning

In most of the City of Portland’s commercial land use zones residential uses are an allowed use, and over the last 15 years Portland has seen a significant amount of mixed use, residential development in these areas, especially in the Central City. Therefore, in this capacity analysis a certain amount of the development capacity is assumed to develop as residential space and therefore not available for employment uses. The residential share is based on a review of building permit activity in commercial areas from 2002-2008.¹⁰

Figure 22. Mixed Use Zoning Residential Share Factors

Comprehensive Plan Designation		Residential Share	Central City Residential Share
EX	Central Employment	75%	63%
CX	Central Commercial	55%	40%
UC	Urban Commercial	75%	40%
CG	General Commercial	25%	40%
NC	Neighborhood Commercial	30%	40%
IR	Institutional Residential	5%	78%
ME	Mixed Employment	0%	63%

Source: Bureau of Planning and Sustainability

¹⁰ The most robust permit data was in the EX, CX, and UC designations. For the GC, NC, IR, and ME designations there was less mixed use data, so the factors are more conservative and assume less mixed use residential space.

Market Development Rates

This factor adjusts the land supply to reflect market supportable building capacity for the commercial geographies. In the commercial areas outside the Central City, the commercial development capacity allowed by zoning regulations is greater than what the private market is expected to develop. For example, most town centers and commercial corridors allow for 3:1 FARs. Even after some of the floor area is allocated to residential space (see above), the commercial space is greater than what the private sector typically develops. Parking plays a substantial factor in these determinations because FARs over 0.50 typically require some mix of structured parking and/or high transit mode split. Future market conditions are difficult to predict. These market factors are based on the average FARs estimated by the demand forecast in these geographies (total building area divided by total land area). Therefore, the commercial or employment capacity is capped at a maximum market-supportable FAR.

Figure 23. Commercial FAR Market Factor

<u>Employment Geography</u>	<u>Commercial FAR Cap</u>
Gateway Regional Center	0.95
Town Centers	0.54
Neighborhood Commercial	0.52

Source: E.D. Hovee & Company, LLC

A review of development trends in the Central City shows that most development incorporates floor area bonuses that exceed the base standards in the BLI, therefore no market factor is needed in the Central City.¹¹ The development capacity of industrial areas is not regulated by FARs so no factor is needed there. The Institutional campus capacity has been determined by the campus master plan process, so the market factor does not apply.

EMPLOYMENT LAND SUPPLY

The employment development capacity of the existing Comprehensive Plan is about 152 million square feet, which is distributed across the different employment geographies. The employment land supply is presented in three stages – the base supply (vacant and underutilized parcels), the constrained supply (capacity after constraint deductions), and the (final) adjusted market supply (Figure 24). Appendix C includes a more detailed analysis of the land supply with vacant and redevelopment capacity distributed by lot size.

¹¹ 2012 Central City Development Capacity Analysis

Figure 24. Buildable Land Inventory by Employment Geography

Employment Geography	Base Supply	Constrained Supply		Market Adjusted Supply		Acres
	Bldg Sq Ft	Bldg Sq Ft	% of Base	Bldg Sq Ft	% of Base	
Central City Commercial	54,137,000	45,517,000	84%	45,517,000	84%	201
Central City Industrial	4,161,000	3,780,000	91%	3,780,000	91%	65
Harbor & Airport Districts	66,215,000	35,664,000	54%	33,704,000	51%	774
Harbor Access Lands	15,374,000	4,932,000	32%	4,932,000	32%	113
Columbia East	23,330,000	15,519,000	67%	15,519,000	67%	356
Dispersed Employment	8,906,000	5,287,000	59%	5,287,000	59%	121
Gateway Regional Center	12,588,000	8,992,000	71%	5,483,000	44%	137
Town Centers	25,875,000	22,644,000	88%	7,485,000	29%	304
Neighborhood Centers & Corridors	97,316,000	72,838,000	75%	19,538,000	20%	863
Institutions	10,676,000	10,676,000	100%	10,676,000	100%	306
Total	318,578,000	225,849,000	71%	151,921,000	48%	3,240
Aggregate Geography						
Central City	58,298,000	49,297,000	85%	49,297,000	85%	266
Industrial	113,825,000	61,402,000	54%	59,442,000	52%	1,365
Neighborhood Commercial	135,779,000	104,474,000	77%	32,506,000	24%	1,303
Institutions	10,676,000	10,676,000	100%	10,676,000	100%	306
Total	318,578,000	225,849,000	71%	151,921,000	48%	3,240

Source: Bureau of Planning and Sustainability

The City of Portland has about 3,200 acres of buildable land. Approximately 68% of the development capacity is vacant land and 32% is underutilized, redevelopable land.

The Central City Commercial geography has a significant amount of zoned development capacity for employment uses – 54 million square feet. Various constraints reduce that capacity by 16% to 46 million square feet, the equivalent of 201 acres. The Central City Industrial geography is composed primarily of industrial zoned land, so there is less capacity – about 4.2 million square feet of base supply that constraints reduce by 9% to 3.8 million square feet, or 65 acres of buildable land.

The City of Portland’s industrial areas have about 2,472 acres of vacant land and 135 acres of redevelopable land, but 48% of that capacity is constrained, leaving about 1,365 acres available for future employment growth. Harbor & Airport Districts has the bulk of this industrial capacity – 774 acres, and about 113 acres are located along the waterfront in the Harbor Access Lands. The Columbia East geography has 356 acres of capacity, and another 121 acres is scattered through the Dispersed Employment areas.

The neighborhood commercial areas outside the Central City have a tremendous amount of development capacity, even after accounting for mixed use residential development, totaling about 136 million square feet. Constraints reduce this capacity by 23%, but it is the market adjustment factor (based largely on patterns of development activity experienced in recent years) that reduces the capacity by another 53%. The net result is capacity for 33 million square feet, or 1,303 acres.

Institutional campuses have the potential for about 10.7 million square feet of development, or 306 acres of capacity.

SHORT-TERM EMPLOYMENT LAND SUPPLY

The State of Oregon Administrative Rules also requires cities to assess the short-term land demand and supply. As defined in these rules, “engineering feasibility is sufficient to qualify land for the short term supply” and funding availability is not required. For the most part, the land within Portland has services available or proximate to the sites such that development is not dependent on major public infrastructure investments. The major short-term constraint will be brownfields, especially within the Portland Harbor Superfund area. Due to overlapping constraints with infrastructure deficiencies and natural resource protections, the overall impact to the land supply is relatively minor – about 360 acres of development capacity.

Figure 25. Short-Term Land Supply

Employment Geography	Building Square Feet			Acres
	Base Supply	Constrained Supply	Adjusted Supply	
Central City Commercial	54,137,000	40,309,000	40,309,000	178
Central City Industrial	4,161,000	3,439,000	3,439,000	59
Harbor & Airport Districts	66,215,000	29,169,000	27,209,000	625
Harbor Access Lands	15,374,000	2,578,000	2,578,000	59
Columbia East	23,330,000	14,832,000	14,832,000	340
Dispersed Employment	11,434,000	6,907,000	6,907,000	105
Gateway Regional Center	12,588,000	7,965,000	4,456,000	111
Town Centers	25,875,000	21,685,000	7,095,000	288
Neighborhood Centers & Corridors	97,316,000	69,915,000	18,368,000	811
Institutions	9,045,000	7,048,000	7,048,000	306
Total	319,475,000	203,847,000	132,241,000	2,883
Aggregate Geography				
Central City	58,298,000	43,748,000	43,748,000	237
Industrial	116,353,000	53,486,000	51,526,000	1,129
Neighborhood Commercial	135,779,000	99,565,000	29,919,000	1,210
Institutions	9,045,000	7,048,000	7,048,000	306
Total	319,475,000	203,847,000	132,241,000	2,883

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability

PARCEL SIZE ASSESSMENT

The parcel size assessment distributes the employment development capacity across the same range as demand assessment. This assessment does not include the Institutional campus geography because that capacity was calculated using master plan methodology. The industrial geographies only include parcels greater than 0.5 acres

As to be expected with a virtually land-locked, developed city, most of the development capacity is in smaller parcels. In fact, no vacant parcels greater than 100 acres are currently identified in the industrial geographies. About 51% of the Central City capacity and 30% of the Neighborhood Commercial capacity is tied up in small parcels that are less than one acre.

Figure 26. Land Supply by Parcel Size (acres)

EOA Geographies	Existing Buildable Land Inventory by Parcel Size (acres)								Total	Total >1
	< 1	1 - 3	3 - 5	6 - 10	10-20	20-50	50-100	> 100		
Central City Commercial	90	39	32	6	10	24	0	0	201	111
Central City Industrial	45	13	6	2	0	0	0	0	65	21
Harbor & Airport Districts	8	76	64	86	111	164	310	0	774	811
Harbor Access Lands	0	4	0	3	23	42	41	0	113	113
Columbia East	6	23	19	27	45	96	140	0	356	350
Dispersed Employment	7	22	19	2	6	21	45	0	121	114
Gateway Regional Center	14	61	33	14	15	0	0	0	137	123
Town Centers	153	88	35	21	5	2	0	0	304	151
Neighb. Centers & Corridors	227	218	101	59	91	96	71	0	863	636
Total	550	543	308	220	305	445	607	0	2,934	2,429
Aggregate Geographies										
Central City	135	52	38	8	10	24	0	0	266	131
Industrial	21	125	102	118	185	324	536	0	1,365	1,388
Neighborhood Commercial	394	367	169	94	111	98	71	0	1,303	909
Total	550	543	308	220	305	445	607	0	2,934	2,429

* Industrial geography parcels smaller than 1/2 acre are not included in the total supply.

Source: Bureau of Planning and Sustainability

IV. DEMAND & SUPPLY RECONCILIATION

As stipulated by Goal 9 (Economy of the State), the intent of the Economic Opportunities Analysis is to “compare the demand for industrial and other employment uses to the existing supply of such land.” This section compares the demand for employment land from the employment forecast with the land supply from BLI to identify gaps or land needs to meet future employment growth.

EMPLOYMENT LAND NEEDS

By subtracting effective land supply from demand, it is possible to determine whether and to what extent Portland’s employment land base will be adequate to serve forecast needs over the 2035 planning horizon. In cases where there is adequate inventory, a land surplus is indicated; where the inventory is not adequate, a resulting deficit is calculated.

Because calculations are made by employment geography, there may be an adequate land supply for some inventory categories, with deficits noted for others.

Figure 27. Employment Land Needs

Employment Geography	Added Jobs	Land Demand	Existing Supply	Surplus/Deficit	% Capacity
Central City Commercial	34,120	60	201	141	335%
Central City Industrial	10,620	90	65	-25	72%
Harbor & Airport Districts*	16,050	1,013	774	-239	76%
Harbor Access Lands*	2,070	192	113	-79	59%
Columbia East	9,310	350	356	6	102%
Dispersed Employment	4,200	130	121	-9	93%
Gateway Regional Center	3,970	50	137	87	274%
Town Centers	6,160	130	304	174	234%
Neighborhood Centers & Corridors	25,010	510	863	353	169%
Institutions	22,730	370	306	-64	83%
Residential	7,400	-	-	-	-
Total	141,640	2,895	3,240		
Aggregate Geography					
Central City	44,740	150	266	116	177%
Industrial*	31,630	1,685	1,365	-320	81%
Neighborhood Commercial	35,140	690	1,303	613	189%
Institutions	22,730	370	306	-64	83%
Residential	7,400	-	-	-	-
Total	141,640	2,895	3,240		

* Total land demand shown here includes Traded Sector Support Facilities in marine, rail and air terminals.

Source: Bureau of Planning and Sustainability

Figure 28. 2010-2035 Parcel Size Assessment Reconciliation

EOA Geographies	Gross Acreage Land Need (2010-35) by Parcel Size								Total	Total >1
	< 1	1 - 3	3 - 5	6 - 10	10-20	20-50	50-100	> 100		
Central City Commercial	58	30	23	-3	10	24	0	0	141	83
Central City Industrial	-9	-24	6	2	0	0	0	0	-25	-16
Harbor & Airport Districts	-63	-59	-149	-80	-15	112	260	-200	-241	-131
Harbor Access Lands	-1	-2	-9	-8	12	-62	-9	0	-79	-77
Columbia East	-3	-63	-59	-39	-66	96	140	0	6	9
Dispersed Employment	-31	-4	-4	-22	-15	21	45	0	-9	22
Gateway Regional Center	-4	48	22	5	15	0	0	0	87	90
Town Centers	69	42	35	21	5	2	0	0	174	105
Neighb. Centers & Corridors	-50	141	10	-5	91	96	71	0	353	402
Total	-34	111	-126	-129	37	289	507	-200	409	488
Aggregate Geographies										
Central City	48	7	29	-1	10	24	0	0	116	68
Industrial	-98	-127	-221	-149	-84	167	436	-200	-320	-177
Neighborhood Commercial	16	231	66	21	111	98	71	0	613	598
Total	-34	111	-126	-129	37	289	507	-200	409	488

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability

OBSERVATIONS BY EMPLOYMENT GEOGRAPHY

These observations are based on an assessment of the overall capacity and demand to determine the land needs, as well as the range of parcel sizes. In cases where there is a shortfall, there may be a secondary analysis of the employment demand to determine the type of space/use that will be needed in the future.

Central City Commercial: The Central City Commercial areas have a surplus of capacity, even after accounting for mixed-use residential space, primarily due to the high FARs and continued availability of development sites in the Pearl and South Waterfront sub-districts.

Central City Industrial: The Central Eastside and Lower Albina districts have a strong demand for building space, especially for emerging small business that are seeking cheaper, Class B and C office space that account for about 49% of the employment growth. The existing buildable land supply only covers 72% of the demand. To effectively overcome the shortfall, additional capacity should be targeted to the specific demand opportunities of this “incubator” geography, particularly for Class B/C office and flex space development attractive to cost-conscious tenants. Additional development capacity could be provided through rezoning, such as to expand allowances for industrial office development, and/or incentives to leverage higher rates of redevelopment. These actions are discussed in the EOA Section 4 report.

Harbor Access Lands: This geography is the Portland Harbor industrial area, where sites generally have dock access to the deep-water navigation channel. This distinctive geography is the land area available for continuing growth of marine terminals and other marine industrial facilities at Portland Harbor. Three cargo forecast scenarios for marine terminal growth are

analyzed in Section 1. Under the medium forecast scenario, adequate vacant and redevelopable sites exist to meet forecast marine terminal land needs, but existing buildable land meets only 59% of the overall forecast demand for Harbor Access Lands, resulting in a 79-acre shortfall. Options to meet the shortfall involves policy tradeoffs addressing public spending priorities, environmental protection, neighborhood compatibility, economic development, transportation infrastructure, and equity, as described in the EOA Section 4 report.

Harbor and Airport Districts: The Harbor and Airport Districts contain more gross developable land (1,520 acres) than any other geography, though much of it is constrained by brownfield contamination, infrastructure deficiencies, and environmental protection regulations that reduce the effective supply to 774 acres. The Harbor and Airport Districts are also a distinctive geography with 24% of the land demand associated with traded-sector transportation support facilities for railroad and airport growth. The existing buildable land supply in this geography meets 76% of forecast demand, leaving an estimated 239-acre shortfall in 25-year growth capacity. Like Harbor Access Lands, options to meet these shortfalls involve policy tradeoffs as described in the EOA Section 4 report.

Columbia East: This industrial area has a minor surplus of 6 acres. There is a surplus of larger 20-50 acre and 50-100 acres sites, which is balanced by a deficit for some of the small to medium sized sites. Constraints, such as infrastructure deficiencies and brownfields, account for 33% of the base supply. If these constraints are partially remedied through public investment and incentives, additional surplus capacity could be available to meet comparable demand for warehouse and flex space development in the Harbor and Airport Districts.

Dispersed Employment: Forecast land demand for this relatively small employment geography results in a shortfall of 9 acres. Existing growth capacity meets approximately 93% of forecast demand. While this “business park” geography typically includes substantial landscaping and building amenities to attract office tenants, neighborhood compatibility concerns can limit options for expansion of this geography. Over two-thirds of forecast job growth and building area in the Dispersed Employment geography is for office sector businesses.

Gateway Regional Center: This geography has a surplus of 87 acres of development capacity, even after discounting the zoned capacity by 56% for constraint and market factors. The Gateway supply consists predominantly (55%) of smaller parcels of less than 3 acres, but this capacity is generally matched to the expected demand.

Town Centers: This mixed-use geography consists of the eight town centers. Five existing town centers are designated in Metro’s 2040 Plan, and the Comprehensive Plan Update proposes additional town center designations in the Northwest District, Killingsworth/Interstate, and Midway (122nd/Division). Strong employment growth is forecast in this geography, driven particularly by the institutional space needs that account for 70% of forecast Town Centers demand. The forecast land needs for town centers is based on the five existing town centers, and has not been updated to match those currently proposed. However, the capacity needs of the Town Centers and Neighborhood Commercial geographies are interrelated and more than amply met in the 25-year planning horizon. Specifically, the existing buildable land inventory meets an estimated 274% of forecast demand for town center land needs and 234% of the related

neighborhood commercial land needs. Moreover, demand for town center densities may be more accurately estimated by the existing town centers. Also, the level of existing development and market trends in these town centers varies widely. In the 2000-2008 business cycle, for example, most of the town center job growth was in Hollywood, attributable primarily to medical office expansion from the nearby Providence hospital campus.

Neighborhood Centers & Corridors: Nearly 18% of citywide employment growth is allocated to this extensive geography, which drives a demand for over 510 acres of employment land. This geography also has a surplus of about 350 acres of capacity, even after discounting the zoned capacity for mixed use residential and market factors. As with the Town Centers geography, most of the Neighborhood Commercial capacity is in smaller, underutilized, redevelopable sites. To the extent that capacity shortages are not effectively addressed in other geographies (especially for commercial and institutional uses), some of the unmet demand might be shifted to this employment geography.

Institutions: The larger campus institutions have strong demand corresponding to 16% of the city's projected employment growth. The unused portion of development capacity under current master plans and zoning accounts for a significant amount of development capacity, but still leaves a shortfall of about 2.2 million square feet of development or about 64 acres.

OTHER ISSUES

Short-Term Forecast and Land Needs

The Metro regional forecast predicts a robust recovery from the national recession. Consequently, the City of Portland is expected to add 95,000 jobs or 67% of the forecasted employment growth between 2010 and 2020. If this predicted growth occurs, it will generate the demand for 1,950 acres of employment land. The traded-sector support facilities represent a longer term investment in the regional economy, so that land demand is not included in the short-term forecast. Fortunately, most of Portland's land supply is available for development in the short-term, with the exception of brownfields. The constraint and market factor analysis of the Buildable Land Inventory also removes 52% of the gross development capacity of vacant and underutilized land. The remaining market-effective supply is expected to be generally available as short-term supply with the exception of brownfields. Relatively diverse surplus capacity in the Columbia East geography can likely meet short-term land needs in the Harbor and Airport Districts, but additional efforts will be needed to meet short-term capacity shortfalls in the Central City Industrial, Dispersed Employment, and Harbor Access Lands geographies.

Figure 29. 2010-2020 Short-Term Employment Land Needs

Employment Geography	2010-2020	2010-2020	Land Supply	Surplus/ Deficit
	Added Jobs	Land Demand		
Central City Commercial	22,600	40	178	138
Central City Industrial	7,560	75	59	-15
Harbor & Airport Districts	12,660	659	625	-35
Harbor Access Lands	1,630	118	59	-59
Columbia East	6,980	279	340	62
Dispersed Employment	3,030	109	105	-4
Gateway Regional Center	2,460	33	111	78
Town Centers	3,860	86	288	202
Neighborhood Centers & Corridors	16,280	362	811	449
Institutions	13,440	224	306	82
Residential	4,110	NA	NA	NA
Total	94,610	1,985	2,883	898

Source: E.D. Hovee & Company, LLC, and Bureau of Planning and Sustainability

Note: Harbor and Airport Districts demand does not include land for traded-sector support facilities.

Lot Size Assessment

The reconciliation of the lot size assessment varies widely, but overall about 53% of the demand is for parcels of less than 6 acres while 48% of the supply consists of small parcels less than 6 acres. Each of the employment geographies with a capacity shortfall has a different need for lot sizes.

In the Central City Industrial geography, the need is for small parcels of less than 3 acres, which matches the supply, but there is not enough overall capacity. The Harbor and Airport Districts and Harbor Access Lands are unique in that there is a need for smaller parcels of less than 20 acres with a small surplus of medium sized parcels of 20-100 acres, but large (200 acres) demand for 100+ acre sites, primarily for rail yard development. Columbia East and Dispersed Employment have a similar pattern of a need for small parcels with slight surpluses in the medium sized parcels. The town centers have a need for small parcels. Overall, there is a lot of surplus capacity of small parcels in the Neighborhood Commercial geography that could provide some relief for the smaller, incubator businesses and services forecasted for the other geographies.

Portland's land supply of larger sites will tighten over the long term as a land-locked city, and other jurisdictions in the metropolitan area can generally be expected to address that regional demand. Land-assembly and site-assistance efforts also provide opportunities to meet location-specialized demand in Portland, such as freight terminal expansion.

APPENDIX A. EMPLOYMENT FORECAST DETAILS

The tables in this appendix provide detail on five forecast elements:

- Metro’s forecast, the basis of the Portland forecast;
- 2008 City employment share, and the decreasing share trend employed in the low and mid forecasts;
- The allocation of jobs to building types (consistent across scenarios)
- Square foot per employee assumptions (consistent across scenarios)
- Floor Area Ratios (varies across scenarios)

Figure 30. Metro’s Seven County PMSA Forecast: Total Jobs by 2035

NAICS Employment Sector	7-County PMSA Forecast Employment						Job Change 2010-35	of Growth 2010-35
	Actual QCEW 2010	2015	2020	2025	2030	2035		
11 & 21 Agriculture & Mining	1,100	1,530	1,400	1,320	1,250	1,200	100	0.3%
23 Construction	43,620	61,550	65,010	69,010	74,060	79,930	36,310	2.5%
31-33 Manufacturing	#####	117,100	119,740	121,040	122,360	123,890	17,431	0.6%
42 Wholesale Trade	52,961	61,130	66,600	71,600	76,800	81,880	28,919	1.8%
44-45 Retail Trade	#####	113,200	114,820	118,270	123,490	129,200	28,597	1.0%
Transportation,								
22, 48-49 Warehousing & Utilities	32,051	43,090	47,140	50,180	53,580	57,300	25,249	2.4%
51 Information	22,426	24,560	27,930	31,470	35,250	38,740	16,314	2.2%
52 Finance	39,322	49,170	53,710	58,110	62,370	67,740	28,418	2.2%
53 Real Estate	15,940	27,160	29,800	32,210	34,700	37,300	21,360	3.5%
54 Professional Services	51,937	59,540	67,390	74,590	82,340	90,650	38,713	2.3%
55 Management	23,067	24,960	28,700	32,590	37,140	42,260	19,193	2.5%
Administrative & Waste								
56 Services	51,601	68,100	75,430	82,280	88,790	95,140	43,539	2.5%
61 Educational Services	19,718	24,960	28,350	31,630	34,870	38,490	18,772	2.7%
62 Health & Social Services	#####	127,390	150,540	170,610	192,050	214,710	100,849	2.6%
Arts, Entertainment &								
71 Recreation	13,571	14,240	16,030	17,700	19,260	20,690	7,119	1.7%
Accommodation & Food								
72 Services	80,675	89,630	98,440	106,410	114,550	122,990	42,315	1.7%
81 Other Services	39,254	40,920	47,660	53,740	59,760	65,240	25,986	2.1%
92 Government (Civilian)	#####	142,570	150,950	159,400	167,560	179,590	38,060	1.0%
Total Employment	#####	#####	#####	#####	#####	#####	537,244	1.8%

Notes: QCEW is the Quarterly Census of Employment and Wages, Oregon Employment Department (OED).

All Metro gamma forecast numbers rounded to nearest ten employees.

2010 are Metro modeled forecast outcomes.

AAGR denotes annual average growth rate (compounded).

Source: Metro 2012 Adopted Forecast.

Figure 31. City Share of PMSA Employment: 2008 and Projected

NAICS Employment Sector	Portland as Share of Metro Area						
	Actual Jobs		Forecast City of Portland Employment				
	2008	2010	2015	2020	2025	2030	2035
11 & 21 Agriculture & Mining	1.5%	35.6%	35.2%	34.3%	33.0%	31.4%	29.4%
23 Construction	30.9%	32.6%	32.2%	31.4%	30.2%	28.7%	26.9%
31-33 Manufacturing	24.7%	23.5%	23.2%	22.6%	21.8%	20.7%	19.4%
42 Wholesale Trade	35.4%	34.0%	33.6%	32.7%	31.5%	30.0%	28.1%
44-45 Retail Trade	30.6%	30.9%	30.5%	29.7%	28.6%	27.2%	25.5%
22, 48-49 Transportation, Warehousing & Utilities	72.7%	73.9%	73.0%	71.1%	68.5%	65.1%	61.0%
51 Information	46.4%	43.0%	42.5%	41.4%	39.9%	37.9%	35.5%
52 Finance	44.7%	43.4%	42.8%	41.8%	40.2%	38.2%	35.8%
53 Real Estate	47.7%	49.8%	49.2%	48.0%	46.2%	43.9%	41.2%
54 Professional Services	50.6%	51.9%	51.2%	50.0%	48.1%	45.7%	42.9%
55 Management	60.4%	62.1%	61.3%	59.8%	57.6%	54.7%	51.3%
56 Administrative & Waste Services	37.9%	35.8%	35.3%	34.4%	33.1%	31.5%	29.5%
61 Educational Services*	194.2%	192.4%	190.0%	185.3%	178.4%	169.5%	159.0%
62 Health & Social Services	45.2%	44.5%	43.9%	42.8%	41.2%	39.2%	36.7%
71 Arts, Entertainment & Recreation	43.6%	49.7%	49.1%	47.8%	46.1%	43.8%	41.0%
72 Accommodation & Food Services	42.2%	43.5%	43.0%	41.9%	40.3%	38.3%	36.0%
81 Other Services	43.1%	42.8%	42.3%	41.2%	39.7%	37.7%	35.4%
92 Government (Civilian)*	12.5%	11.0%	10.8%	10.5%	10.2%	9.6%	9.0%
Total	38.3%	38.9%	39.4%	39.0%	37.9%	36.4%	34.4%

Notes: * Metro public education re-allocated to educational services to match OED.

All Metro gamma forecast numbers rounded to nearest ten employees.

2010 are Metro modeled forecast outcomes.

AAGR denotes annual average growth rate (compounded).

Source: Metro, Oregon Employment Department, and E. D. Hovee & Company, LLC.

Figure 32. City of Portland Employment Forecast by Sector

NAICS Employment Sector	Jobs within City of Portland						Job Change 2010-35	Avg Rate of Growth 2010-35
	QCEW 2010	Forecast Employment by Year						
	2010	2015	2020	2025	2030	2035		
11 & 21 Agriculture & Mining	392	538	480	436	392	353	(39)	-0.4%
23 Construction	14,224	19,821	20,416	20,864	21,279	21,539	7,315	1.7%
31-33 Manufacturing	25,035	27,195	27,118	26,391	25,353	24,076	(959)	-0.2%
42 Wholesale Trade	18,009	20,529	21,810	22,574	23,010	23,009	5,000	1.0%
44-45 Retail Trade	31,060	34,515	34,139	33,855	33,593	32,963	1,903	0.2%
22, 48-49 Transportation, Warehousing & Utilities	23,676	31,435	33,535	34,368	34,873	34,978	11,302	1.6%
51 Information	9,640	10,426	11,562	12,542	13,351	13,761	4,121	1.4%
52 Finance	17,048	21,053	22,425	23,358	23,825	24,270	7,222	1.4%
53 Real Estate	7,946	13,371	14,306	14,887	15,241	15,366	7,420	2.7%
54 Professional Services	26,943	30,504	33,668	35,876	37,636	38,861	11,918	1.5%
55 Management	14,322	15,305	17,161	18,761	20,318	21,683	7,361	1.7%
56 Administrative & Waste Services	18,449	24,045	25,972	27,275	27,971	28,110	9,661	1.7%
61 Educational Services	37,937	47,426	52,529	56,423	59,112	61,196	23,259	1.9%
62 Health & Social Services	50,616	55,927	64,448	70,319	75,223	78,876	28,260	1.8%
71 Arts, Entertainment & Recreation	6,741	6,985	7,668	8,152	8,429	8,493	1,752	0.9%
72 Accommodation & Food Services	35,102	38,514	41,249	42,927	43,915	44,222	9,120	0.9%
81 Other Services	16,802	17,298	19,646	21,327	22,538	23,076	6,274	1.3%
92 Government (Civilian)	15,498	15,418	15,919	16,183	16,167	16,251	753	0.2%
Total Employment	369,440	430,306	464,052	486,518	502,226	511,083	141,643	1.3%
City Share of Portland Metro Employment	38.9%	39.4%	39.0%	37.9%	36.4%	34.4%	26.4%	

Source: E. D. Hovee & Company, LLC based on Metro projection and City/Metro forecast 2035 allocation.

Figure 33. Employment to Building Types

NAICS Employment Sector		General					
		Industrial	Warehouse	Flex/BP	Office	Retail	Institution
11 & 21	Ag, Mining	3%	3%	3%	72%	18%	-
23	Construction	41%	-	14%	28%	17%	-
31-33	Manufacturing	76%	-	11%	5%	8%	-
42	Wholesale	-	65%	13%	13%	9%	-
44-45	Retail	-	-	-	-	100%	-
22, 48-49	Transport, Warehouse & Utilities	-	55%	11%	31%	3%	-
51	Information	-	-	35%	45%	20%	-
52	Finance	-	-	5%	88%	7%	-
53	Real Estate	-	-	24%	67%	8%	-
54	Professional Services	-	-	3%	91%	6%	-
55	Management	-	-	-	100%	-	-
56	Admin, Waste	-	-	31%	57%	12%	-
61	Education	-	-	-	10%	5%	85%
62	Health & Social Services	-	-	-	15%	15%	70%
71	Arts, Entertainment, Recreation	-	-	-	79%	21%	-
72	Accommodation & Food Service	-	-	-	45%	55%	-
81	Other Services	-	-	-	34%	66%	-
92	Government	-	-	-	87%	13%	-

Source: Metro, BPS, and E. D. Hovee & Company, LLC.

Figure 34. Net Job Growth by Building Type & Employment Geography (2010-35)

Employment Geography	General						Total
	Industrial	Warehouse	Flex/BP	Office	Retail	Institution	
Central City Commercial	(178)	134	2,150	22,272	6,015	3,731	34,124
Central City Industrial	516	995	1,026	5,222	1,479	1,379	10,617
Harbor & Airport Districts	347	5,296	2,357	6,044	1,745	256	16,046
Harbor Access Lands	173	477	477	733	157	58	2,074
Columbia East	765	1,825	1,191	3,618	1,535	373	9,308
Dispersed Employment	561	(12)	659	3,129	(280)	143	4,200
Gateway Regional Center	16	(29)	19	1,062	920	1,983	3,970
Town Centers	54	(4)	124	1,328	932	3,725	6,160
Neighb. Centers and Corridors	106	497	1,520	10,372	7,591	4,924	25,011
Residential	(105)	266	303	2,184	550	4,205	7,403
Institutions	(0)	11	5	1,927	2,013	18,775	22,730
Total	2,255	9,457	9,831	57,892	22,657	39,552	141,643
Aggregate Geography							
Central City	(178)	134	2,150	22,272	6,015	3,731	34,124
Industrial	1,846	7,587	4,684	13,524	3,157	830	31,628
Incubator	516	995	1,026	5,222	1,479	1,379	10,617
Neighborhoods	70	731	1,966	14,947	9,993	14,837	42,544
Institutions	(0)	11	5	1,927	2,013	18,775	22,730
Total	2,255	9,457	9,831	57,892	22,657	39,552	141,643

Source: Metro, BPS, and E. D. Hovee & Company, LLC.

Note: Figures exclude employment allocated to non-employment geographies including areas designated for residential and open space use.

Figure 35. Square Feet per Employee

Employment Geography	General					
	Industrial	Warehouse	Flex/BP	Office	Retail	Institution
Central City Commercial	350	350	350	350	470	600
Central City Industrial	926	780	599	350	470	600
Harbor & Airport Districts	926	1,263	769	350	470	600
Harbor Access Lands	926	1,263	769	350	470	600
Columbia East	926	1,263	769	350	470	600
Dispersed Employment	926	1,263	769	350	470	600
Gateway Regional Center	350	350	350	350	470	600
Town Centers	350	350	350	350	470	600
Neighborhood Centers and Corridors	926	780	599	350	470	600
Residential	926	780	599	350	470	600
Institutions	350	350	599	350	470	600
<i>Notes</i>	<i>Atlas + acts like office in urban geogs</i>	<i>Atlas + acts like office in urban geogs</i>	<i>Atlas + acts like office in urban geogs</i>	<i>Industry standard range: 250-350</i>	<i>Industry standard assumption</i>	<i>Metro assumption</i>

Sources: Metro, Portland Bureau of Planning & Sustainability, and E. D. Hovee & Company, LLC.

Figure 36. Floor Area Ratios

2010 Base Floor Area Ratios (FARs)

Employment Geography	General					
	Industrial	Warehouse	Flex/BP	Office	Retail	Institution
Central City Commercial	5.00	5.00	5.00	7.00	3.00	5.00
Central City Industrial	1.00	1.00	2.00	2.00	0.50	2.00
Harbor & Airport Districts	0.35	0.35	0.35	0.35	0.35	0.35
Harbor Access Lands	0.35	0.35	0.35	0.35	0.35	0.35
Columbia East	0.40	0.40	0.40	0.40	0.40	0.40
Dispersed Employment	0.35	0.35	0.35	0.35	0.35	0.35
Gateway Regional Center	0.60	0.60	1.50	1.50	0.35	1.50
Town Centers	0.50	0.50	0.50	0.60	0.30	0.60
Neighb. Centers and Corridors	0.30	0.25	0.30	0.60	0.50	0.60
Residential	0.40	0.40	0.40	0.55	0.40	0.55
Institutions	0.50	0.50	0.50	0.80	0.50	0.80

2035 Floor Area Ratios (FARs)

Employment Geography	General					
	Industrial	Warehouse	Flex/BP	Office	Retail	Institution
Central City Commercial	5.79	5.79	5.79	9.38	3.47	5.79
Central City Industrial	1.16	1.16	2.32	2.68	0.58	2.32
Harbor & Airport Districts	0.35	0.35	0.35	0.41	0.35	0.35
Harbor Access Lands	0.40	0.40	0.40	0.46	0.40	0.40
Columbia East	0.40	0.40	0.40	0.46	0.40	0.40
Dispersed Employment	0.35	0.35	0.35	0.41	0.35	0.35
Gateway Regional Center	0.69	0.69	1.74	2.01	0.41	1.74
Town Centers	0.58	0.58	0.58	0.80	0.35	0.69
Neighb. Centers and Corridors	0.35	0.29	0.35	0.80	0.58	0.69
Residential	0.46	0.46	0.46	0.74	0.46	0.64
Institutions	0.58	0.58	0.58	1.07	0.58	0.93

Source: Metro, Portland Bureau of Planning & Sustainability, and E. D. Hovee & Company, LLC.

Figure 37. Estimated 2010-2035 Land Need for Airport Facilities

Facility	Airport Futures		Job Trend	Additional Land
	Need	Acres	Demand	Demand for
			Acres	Airport Facilities
Air Transportation & Terminal Services		52	136	-84
Customer Parking	11,372 spaces	16		
Employee Parking	556 spaces	6		
RON Aircraft Parking	23 acres	23		
Airport Maintenance	2 acres	2		
Airport Fire & Rescue	3 acres	3		
Aircraft Fuel Storage	2 acres	2		
Rental Car Agencies		21	11	10
Rental Car Ready/Return	1219 spaces	12		
Rental Car Service	9.2 acres	9		
General Aviation	20 acres	20	0.2	20
Air Cargo Couriers		113	18	95
Air Cargo Warehouse	613,000 s.f.	14		
Air Cargo Landside	1,005,000 s.f.	23		
Air Cargo Ramp	369,000 s.y.	76		
Other Airport Employers			4	-4
Total		207	169	37

Source: Bureau of Planning and Sustainability

APPENDIX B. CONSTRAINED LANDS DEVELOPMENT RATES

The constraint analysis considered the impact of different characteristics that are grouped into seven broad categories and mapped according to the BLI.

Figure 38. BLI Constraints

<p>Infrastructure</p> <hr/> <p><i>Transportation</i></p> <p>2008 Volume to Capacity Ratios</p> <p>Streets Connectivity Standards</p> <p>ODOT Highway Interchanges</p> <p>Improved and Unimproved Streets</p> <p>Pedestrian System</p> <p><i>Water Service</i></p> <p>Water Deficient Service Areas</p> <p><i>Sewer Service</i></p> <p>Infrastructure Constrained Areas: Sewer</p> <p><i>Stormwater</i></p> <p>Stormwater System</p> <p>Depth to Seasonal High Water</p> <p>Soil Infiltration Capability</p> <p>Wellfield Protection Areas</p> <p>Environmental</p> <hr/> <p>Wetlands</p> <p>Environmental Conservation Overlay Zones</p> <p>All slopes over 25%</p> <p>FEMA 100-Year Floodplain Map</p>	<p>Brownfields</p> <hr/> <p>DEQ Environmental Cleanup Sites I (ECSI)</p> <p>DEQ Confirmed Release Sites (CRL)</p> <p>DEQ Underground Storage Tank Cleanup Sites (UST)</p> <p>Greenway</p> <hr/> <p>Willamette Greenway Setback</p> <p>Low</p> <hr/> <p>Scenic Area View Corridors</p> <p>Historic and Conservation Districts</p> <p>Archaeological Areas</p> <p>Historic</p> <hr/> <p>Historic and Conservation Landmarks</p> <p>Full</p> <hr/> <p>OS Comprehensive Plan Map Designation</p> <p>Environmental Protection Zones</p> <p>FEMA Floodway Map</p> <p>Beds and banks of navigable waterways</p> <p>Public rights-of-way</p> <p>Land within the City but outside the Urban Growth Boundary</p>
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Source: Bureau of Planning and Sustainability

A discount factor is determined to reflect the degree of impact each constraint has on development. The first step is characterizing the constraint as high, medium, or low based on consultation with the City of Portland’s development review staff at the Bureaus of Development Services, Transportation, Water, and Environmental Services. Then the factor is adjusted based on a review of development rates of various constrained sites compared to unconstrained sites for the 1999-2011 period. This analysis included both the rate of development (avoidance) as well as the overall amount of development to determine the level of constraint by type of constraint and by geographic area.

Figure 39. Development Rate Calculations by Constraint Type and Aggregated Geography

	1999-2011 Land Development Rate	Development Rate as % of Unconstrained	1999-2011 FAR	1999-2011 FAR % of Unconstrained	2010-2035 Composite Rate	Jun 2011 BLI Constraint	Adjusted Constraint	Comments
Environmental (Wetlands, C zones, Floodplain, Slopes)								
Central City	5.1%	31.1%	1.02	44.1%	13.7%	55%	75%	
Industrial	20.6%	40.8%	0.15	47.4%	19.4%	55%	50%	
Commercial	18.0%	38.5%	0.28	71.0%	27.4%	55%	35%	
Infrastructure								
Central City	9.2%	55.4%	0.36	15.7%	8.7%	85%	75%	
Industrial	14.1%	27.8%	0.17	53.5%	14.9%	85%	75%	
Commercial	20.8%	44.5%	0.21	52.4%	23.3%	85%	75%	
Brownfields								
Central City	39.0%	100.0%	2.14	92.1%	92.1%	85%	90%	
Industrial	31.3%	61.8%	0.20	62.9%	38.9%	85%	40%	
Commercial	48.8%	100.0%	0.19	47.9%	47.9%	85%	50%	
Historic Landmarks								
Central City	17.6%	100.0%	4.32	186.3%	186.3%	55%	55%	Too few cases
Industrial	0.0%	0.0%	0.00	0.0%	0.0%	55%	55%	
Commercial	100.0%	100.0%	0.39	100.1%	100.1%	55%	55%	
Low (Historic Districts, View Corridors)								
Central City	4.5%	27.2%	0.69	29.6%	8.1%	85%	85%	Too few cases
Industrial	0.0%	0.0%	0.00	0.0%	0.0%	85%	85%	
Commercial	32.4%	69.6%	0.76	192.6%	134.0%	85%	85%	
Greenway								
Central City	11.0%	66.5%	1.81	78.1%	51.9%	55%	75%	
Industrial	30.1%	59.6%	0.23	72.1%	42.9%	55%	50%	
Commercial	4.7%	10.1%	0.82	207.9%	21.0%	55%	55%	
Unconstrained								
Central City	16.6%	100.0%	2.32	100.0%	100.0%			
Industrial	50.6%	100.0%	0.32	100.0%	100.0%			
Commercial	46.6%	100.0%	0.39	100.0%	100.0%			

Source: E.D. Hovee & Company, LLC and Bureau of Planning and Sustainability

APPENDIX C. BUILDABLE LAND INVENTORY TABLES

Detailed tables of the Buildable Land Inventory, March 9, 2015, are provided in the following pages.

The net building square footage is the total building square footage allowed under current comprehensive plan designations less existing building square footage.

In the industrial geographies, vacant land and underutilized parcels smaller than 0.5 acres are not included. Vacant land supply in the Harbor and Airport Districts excludes 45 acres of land held as long-term aviation reserve that exceeds forecast airport land demand.

Institutional campus capacity is based on approved master plans, although vacant and underutilized parcels are reported.

Figure 40. Existing Buildable Land Inventory – Net Building Square Footage (part 1)

Employment Geography	Less than .5 acres			.5 to 1 acre			1 to 3 acres			3 to 5 acres			6 to 10 acres		
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment
Central City Commercial	7,458,954	7,168,395	7,168,395	15,082,741	13,262,744	13,262,744	10,562,071	8,838,975	8,838,975	8,043,441	7,165,619	7,165,619	1,467,324	1,466,445	1,466,445
Vacant	5,024,102	4,831,410	4,831,410	9,613,958	8,300,630	8,300,630	6,776,999	5,754,933	5,754,933	5,729,395	5,232,750	5,232,750	1,467,324	1,466,445	1,466,445
Redevelopment	2,434,852	2,336,985	2,336,985	5,468,783	4,962,114	4,962,114	3,785,072	3,084,042	3,084,042	2,314,045	1,932,868	1,932,868	0	0	0
Central City Industrial	869,924	813,310	813,310	1,935,945	1,768,046	1,768,046	779,761	735,157	735,157	418,253	355,991	355,991	156,725	107,390	107,390
Vacant	517,375	481,089	481,089	1,588,023	1,443,271	1,443,271	669,450	624,846	624,846	377,287	318,407	318,407	71,119	37,267	37,267
Redevelopment	352,549	332,221	332,221	347,922	324,775	324,775	110,310	110,310	110,310	40,965	37,584	37,584	85,606	70,123	70,123
Columbia East	68,322	48,329	48,329	433,726	273,239	273,239	1,733,500	994,145	994,145	1,276,242	813,788	813,788	1,688,867	1,185,501	1,185,501
Vacant	68,322	48,329	48,329	433,726	273,239	273,239	1,696,117	980,738	980,738	1,222,732	760,279	760,279	1,631,745	1,128,378	1,128,378
Redevelopment	0	0	0	0	0	0	37,383	13,408	13,408	53,510	53,510	53,510	57,122	57,122	57,122
Dispersed Employment	574,417	486,760	486,760	392,721	302,229	302,229	1,058,976	964,494	964,494	1,243,260	815,384	815,384	87,417	68,362	68,362
Vacant	411,765	341,904	341,904	278,923	199,532	199,532	673,107	619,556	619,556	891,055	557,954	557,954	77,736	58,680	58,680
Redevelopment	162,653	144,856	144,856	113,798	102,697	102,697	385,869	344,938	344,938	352,205	257,430	257,430	9,681	9,681	9,681
Harbor Access Lands	15,401	4,121	4,121	58,769	19,678	19,678	792,719	159,444	159,444	0	0	0	712,955	137,162	137,162
Vacant	15,401	4,121	4,121	58,769	19,678	19,678	792,719	159,444	159,444	0	0	0	712,955	137,162	137,162
Redevelopment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Harbor & Airport Districts	322,017	222,379	222,379	546,823	333,418	333,418	5,305,626	3,305,611	3,305,611	4,200,872	2,795,405	2,795,405	6,116,175	3,733,979	3,733,979
Vacant	296,115	203,042	203,042	471,523	287,332	287,332	4,356,793	2,491,811	2,491,811	3,460,304	2,137,397	2,137,397	6,116,175	3,733,979	3,733,979
Redevelopment	25,902	19,338	19,338	75,300	46,086	46,086	948,833	813,800	813,800	740,568	658,007	658,007	0	0	0
Institutions	115,142	98,993	98,993	185,281	150,267	150,267	547,201	501,121	501,121	211,523	211,523	211,523	413,929	408,680	408,680
Vacant	27,763	24,876	24,876	70,722	50,512	50,512	82,478	79,853	79,853	0	0	0	73,174	67,925	67,925
Redevelopment	87,379	74,117	74,117	114,559	99,755	99,755	464,723	421,268	421,268	211,523	211,523	211,523	340,754	340,754	340,754
Neighb. Centers & Corridors	8,369,894	7,377,669	2,529,903	10,486,461	9,013,718	2,604,137	24,239,252	20,999,875	4,940,778	11,458,184	9,500,028	2,289,372	6,910,433	5,622,587	1,345,485
Vacant	2,207,670	1,893,701	941,703	2,404,360	2,053,136	868,822	4,930,012	3,906,226	1,345,207	2,784,657	2,373,626	899,379	2,257,363	1,703,804	578,799
Redevelopment	6,162,224	5,483,968	1,588,199	8,082,102	6,960,582	1,735,315	19,309,240	17,093,649	3,595,571	8,673,528	7,126,402	1,389,993	4,653,070	3,918,782	766,686
Gateway Regional Center	424,413	345,002	209,110	634,386	516,248	360,687	4,840,996	4,064,126	2,436,215	3,537,351	2,476,419	1,311,382	1,641,898	875,837	572,277
Vacant	195,649	177,630	115,674	296,577	233,587	202,328	1,784,821	1,319,622	888,452	1,490,073	994,080	656,292	115,187	81,550	57,594
Redevelopment	228,764	167,371	93,437	337,809	282,662	158,359	3,056,175	2,744,505	1,547,763	2,047,279	1,482,339	655,090	1,526,711	794,287	514,683
Town Centers	4,250,089	3,889,602	1,779,372	5,302,560	4,845,755	1,995,748	7,945,151	7,308,225	2,166,396	3,111,738	2,815,239	857,304	3,213,218	2,799,527	506,588
Vacant	1,385,433	1,277,955	757,187	1,389,458	1,292,599	714,408	2,092,273	1,859,454	886,967	914,607	770,198	339,456	385,765	217,689	94,835
Redevelopment	2,864,656	2,611,648	1,022,185	3,913,102	3,553,156	1,281,340	5,852,878	5,448,771	1,279,429	2,197,131	2,045,042	517,848	2,827,453	2,581,838	411,753
Outside Geographies	411,917	318,675	318,675	100,780	87,148	87,148	770,814	644,578	644,578	818,086	342,668	342,668	189,055	125,799	125,799
Vacant	133,059	94,644	94,644	60,953	47,490	47,490	408,609	352,498	352,498	699,068	246,903	246,903	93,604	48,648	48,648
Redevelopment	278,858	224,031	224,031	39,827	39,657	39,657	362,205	292,080	292,080	119,018	95,766	95,766	95,452	77,151	77,151
Grand Total	22,764,189	20,604,783	13,510,895	35,764,084	31,139,496	21,724,346	58,814,298	48,664,567	25,835,730	34,368,815	27,418,001	17,084,374	22,603,527	16,529,177	9,655,576
Aggregate Geography															
Central City	8,328,878	7,981,705	7,981,705	17,018,686	15,030,791	15,030,791	11,341,831	9,574,132	9,574,132	8,461,693	7,521,609	7,521,609	1,624,049	1,573,835	1,573,835
Industrial	980,158	761,589	761,589	1,432,039	928,564	928,564	8,890,821	5,423,694	5,423,694	6,720,374	4,424,577	4,424,577	8,605,414	5,125,003	5,125,003
Neighborhood Commercial	13,044,396	11,612,273	4,518,385	16,423,408	14,375,722	4,960,572	37,025,399	32,372,226	9,543,389	18,107,274	14,791,686	4,458,059	11,765,549	9,297,951	2,424,349
Institutions	115,142	98,993	98,993	185,281	150,267	150,267	547,201	501,121	501,121	211,523	211,523	211,523	413,929	408,680	408,680
Outside Geographies	411,917	318,675	318,675	100,780	87,148	87,148	770,814	644,578	644,578	818,086	342,668	342,668	189,055	125,799	125,799
Total	22,880,490	20,773,235	13,679,347	35,160,193	30,572,491	21,157,342	58,576,067	48,515,751	25,686,913	34,318,950	27,292,063	16,958,436	22,597,996	16,531,268	9,657,666

Source: Bureau of Planning and Sustainability

Figure 41. Existing Buildable Land Inventory – Net Building Square Footage (part 2)

Employment Geography	10 to 20 acres			20 to 50 acres			More than 50 acres			Total Before Constraints	Total After Constraints	Total Adjusted Capacity	Employment Geography
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment				
Central City Commercial	3,846,700	2,211,264	2,211,264	7,676,187	5,403,200	5,403,200	0	0	0	54,137,418	45,516,641	45,516,641	Central City Commercial
Vacant	2,577,380	1,498,461	1,498,461	6,204,834	4,358,700	4,358,700	0	0	0	37,393,992	31,443,329	31,443,329	Vacant
Redevelopment	1,269,320	712,803	712,803	1,471,352	1,044,500	1,044,500	0	0	0	16,743,426	14,073,312	14,073,312	Redevelopment
Central City Industrial	0	0	0	0	0	0	0	0	0	4,160,607	3,779,894	3,779,894	Central City Industrial
Vacant	0	0	0	0	0	0	0	0	0	3,223,255	2,904,880	2,904,880	Vacant
Redevelopment	0	0	0	0	0	0	0	0	0	937,352	875,014	875,014	Redevelopment
Columbia East	4,175,124	1,962,393	1,962,393	5,582,630	4,197,991	4,197,991	8,439,811	6,091,741	6,091,741	23,329,900	15,518,799	15,518,799	Columbia East
Vacant	4,175,124	1,962,393	1,962,393	5,582,630	4,197,991	4,197,991	8,439,811	6,091,741	6,091,741	23,181,885	15,394,759	15,394,759	Vacant
Redevelopment	0	0	0	0	0	0	0	0	0	148,015	124,040	124,040	Redevelopment
Dispersed Employment	448,556	246,238	246,238	1,381,040	929,710	929,710	4,294,052	1,960,903	1,960,903	8,906,021	5,287,319	5,287,319	Dispersed Employment
Vacant	429,890	228,733	228,733	1,297,140	862,041	862,041	3,869,291	1,792,295	1,792,295	7,517,142	4,318,790	4,318,790	Vacant
Redevelopment	18,665	17,505	17,505	83,899	67,669	67,669	424,762	168,608	168,608	1,388,880	968,528	968,528	Redevelopment
Harbor Access Lands	3,828,944	1,013,492	1,013,492	3,136,373	1,812,583	1,812,583	6,844,578	1,790,058	1,790,058	15,374,339	4,932,417	4,932,417	Harbor Access Lands
Vacant	3,762,054	982,785	982,785	3,136,373	1,812,583	1,812,583	6,844,578	1,790,058	1,790,058	15,307,449	4,901,710	4,901,710	Vacant
Redevelopment	66,891	30,706	30,706	0	0	0	0	0	0	66,891	30,706	30,706	Redevelopment
Harbor & Airport Districts	8,733,231	4,831,675	4,831,675	13,293,376	7,161,036	7,161,036	28,019,141	13,502,903	13,502,903	66,215,243	35,664,026	33,703,826	Harbor & Airport Districts
Vacant	7,052,983	3,825,774	3,825,774	12,489,855	6,604,339	6,604,339	27,970,408	13,485,842	13,485,842	61,918,039	32,566,474	30,606,274	Vacant
Redevelopment	1,680,248	1,005,901	1,005,901	803,521	556,697	556,697	48,733	17,061	17,061	4,297,204	3,097,552	3,097,552	Redevelopment
Institutions	1,358,631	1,355,693	1,355,693	2,660,874	1,606,056	1,606,056	3,551,957	3,524,122	3,524,122	9,044,538	7,856,455	7,856,455	Institutions
Vacant	520,681	517,864	517,864	2,020,558	989,912	989,912	441,122	413,287	413,287	3,236,498	2,144,230	2,144,230	Vacant
Redevelopment	837,950	837,830	837,830	640,317	616,144	616,144	3,110,835	3,110,835	3,110,835	5,808,039	5,712,225	5,712,225	Redevelopment
Neighb. Centers & Corridors	13,024,936	10,210,661	2,052,426	14,185,307	5,892,257	2,166,026	8,641,139	4,221,700	1,609,674	97,315,607	72,838,494	19,537,802	Neighb. Centers & Corridors
Vacant	1,386,237	1,061,958	377,167	5,825,183	3,093,500	1,460,730	6,842,496	3,159,166	1,350,845	28,637,977	19,245,118	7,822,652	Vacant
Redevelopment	11,638,699	9,148,703	1,675,259	8,360,124	2,798,756	705,296	1,798,643	1,062,534	258,829	68,677,630	53,593,377	11,715,149	Redevelopment
Gateway Regional Center	1,508,503	714,299	593,382	0	0	0	0	0	0	12,587,548	8,991,931	5,483,052	Gateway Regional Center
Vacant	54,086	40,564	29,301	0	0	0	0	0	0	3,936,393	2,847,033	1,949,640	Vacant
Redevelopment	1,454,417	673,734	564,081	0	0	0	0	0	0	8,651,155	6,144,897	3,533,412	Redevelopment
Town Centers	1,930,580	879,940	129,169	121,958	105,822	50,243	0	0	0	25,875,294	22,644,111	7,484,820	Town Centers
Vacant	135,278	132,585	37,636	41,030	24,894	23,441	0	0	0	6,343,844	5,575,374	2,853,931	Vacant
Redevelopment	1,795,302	747,355	91,532	80,928	80,928	26,802	0	0	0	19,531,450	17,068,738	4,630,889	Redevelopment
Outside Geographies	1,613,378	1,217,133	1,217,133	3,857,675	1,034,533	1,034,533	2,596,463	328,994	328,994	10,358,169	4,099,528	4,099,528	Outside Geographies
Vacant	825,582	664,947	664,947	2,539,353	462,267	462,267	2,565,797	298,328	298,328	7,326,024	2,215,725	2,215,725	Vacant
Redevelopment	787,796	552,186	552,186	1,318,323	572,266	572,266	30,666	30,666	30,666	3,032,145	1,883,804	1,883,804	Redevelopment
Grand Total	41,698,012	25,633,974	16,604,051	52,255,670	28,404,655	24,622,845	62,428,303	31,231,722	28,619,696	327,304,683	227,129,615	153,200,553	Grand Total
Aggregate Geography													Aggregate Geography
Central City	3,846,700	2,211,264	2,211,264	7,676,187	5,403,200	5,403,200	0	0	0	58,298,025	49,296,535	49,296,535	Central City
Industrial	17,185,855	8,053,798	8,053,798	23,393,419	14,101,320	14,101,320	47,597,583	23,345,606	23,345,606	113,825,503	61,402,561	59,442,361	Industrial
Neighborhood Commercial	16,464,019	11,804,900	2,774,977	14,307,265	5,998,078	2,216,269	8,641,139	4,221,700	1,609,674	135,778,449	104,474,536	32,505,674	Neighborhood Commercial
Institutions	1,358,631	1,355,693	1,355,693	2,660,874	1,606,056	1,606,056	3,551,957	3,524,122	3,524,122	9,044,538	7,856,455	7,856,455	Institutions
Outside Geographies	1,613,378	1,217,133	1,217,133	3,857,675	1,034,533	1,034,533	2,596,463	328,994	328,994	10,358,169	4,099,528	4,099,528	Outside Geographies
Total	40,468,584	24,642,788	15,612,865	51,895,420	28,143,187	24,361,377	62,387,142	31,420,422	28,808,396	327,304,683	227,129,615	153,200,553	Total

Source: Bureau of Planning and Sustainability

Figure 42. Existing Buildable Land Inventory – Net Land Acres (part 1)

Employment Geography	Less than .5 acres			.5 to 1 acre			1 to 3 acres			3 to 5 acres			6 to 10 acres		
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment
Central City Commercial	33	32	32	67	59	59	47	39	39	36	32	32	6	6	6
Vacant	22	21	21	42	37	37	30	25	25	25	23	23	6	6	6
Redevelopment	11	10	10	24	22	22	17	14	14	10	9	9	0	0	0
Central City Industrial	15	14	14	33	31	31	13	13	13	7	6	6	3	2	2
Vacant	9	8	8	27	25	25	12	11	11	7	5	5	1	1	1
Redevelopment	6	6	6	6	6	6	2	2	2	1	1	1	1	1	1
Columbia East	2	1	1	10	6	6	40	23	23	29	19	19	39	27	27
Vacant	2	1	1	10	6	6	39	23	23	28	17	17	37	26	26
Redevelopment	0	0	0	0	0	0	1	0	0	1	1	1	1	1	1
Dispersed Employment	13	11	11	9	7	7	24	22	22	29	19	19	2	2	2
Vacant	9	8	8	6	5	5	15	14	14	20	13	13	2	1	1
Redevelopment	4	3	3	3	2	2	9	8	8	8	6	6	0	0	0
Harbor Access Lands	0	0	0	1	0	0	18	4	4	0	0	0	16	3	3
Vacant	0	0	0	1	0	0	18	4	4	0	0	0	16	3	3
Redevelopment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Harbor & Airport Districts	7	5	5	13	8	8	122	76	76	96	64	64	140	86	86
Vacant	7	5	5	11	7	7	100	57	57	79	49	49	140	86	86
Redevelopment	1	0	0	2	1	1	22	19	19	17	15	15	0	0	0
Institutions	3	2	2	4	3	3	13	12	12	5	5	5	10	9	9
Vacant	1	1	1	2	1	1	2	2	2	0	0	0	2	2	2
Redevelopment	2	2	2	3	2	2	11	10	10	5	5	5	8	8	8
Neighb. Centers & Corridors	370	326	112	463	398	115	1,070	927	218	506	419	101	305	248	59
Vacant	97	84	42	106	91	38	218	172	59	123	105	40	100	75	26
Redevelopment	272	242	70	357	307	77	852	755	159	383	315	61	205	173	34
Gateway Regional Center	11	9	5	16	13	9	121	101	61	88	62	33	41	22	14
Vacant	5	4	3	7	6	5	45	33	22	37	25	16	3	2	1
Redevelopment	6	4	2	8	7	4	76	68	39	51	37	16	38	20	13
Town Centers	173	158	72	215	197	81	323	297	88	126	114	35	131	114	21
Vacant	56	52	31	56	53	29	85	76	36	37	31	14	16	9	4
Redevelopment	116	106	42	159	144	52	238	221	52	89	83	21	115	105	17
Outside Geographies	9	7	7	2	2	2	18	15	15	19	8	8	4	3	3
Vacant	3	2	2	1	1	1	9	8	8	16	6	6	2	1	1
Redevelopment	6	5	5	1	1	1	8	7	7	3	2	2	2	2	2
Grand Total	635	565	262	834	724	321	1,808	1,528	569	941	748	321	697	522	233
Aggregate Geography															
Central City	48	46	46	100	89	89	60	52	52	43	38	38	9	8	8
Industrial	23	17	17	33	21	21	204	125	125	154	102	102	198	118	118
Neighborhood Commercial	553	492	189	694	608	205	1,514	1,325	367	721	596	169	477	384	94
Institutions	3	2	2	4	3	3	13	12	12	5	5	5	10	9	9
Outside Geographies	9	7	7	2	2	2	18	15	15	19	8	8	4	3	3
Total	635	565	262	834	724	321	1,808	1,528	569	941	748	321	697	522	233

Source: Bureau of Planning and Sustainability

Figure 43. Existing Buildable Land Inventory – Net Land Acres (part 2)

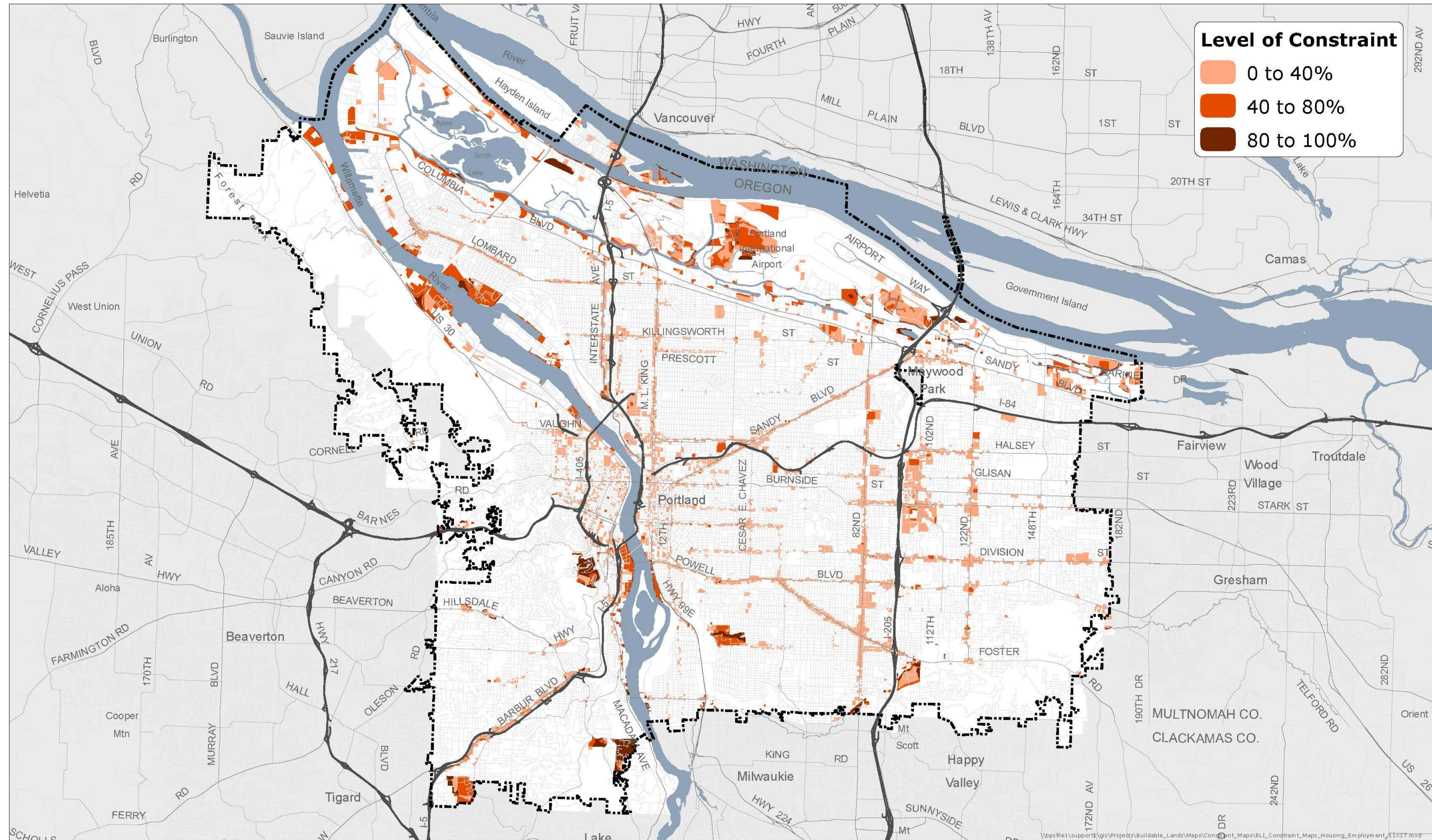
Employment Geography	10 to 20 acres			20 to 50 acres			More than 50 acres			Total Before Constraints	Total After Constraints	Total Adjusted Capacity	Employment Geography
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment				
Central City Commercial	17	10	10	34	24	24	0	0	0	239	201	201	Central City Commercial
Vacant	11	7	7	27	19	19	0	0	0	165	139	139	Vacant
Redevelopment	6	3	3	6	5	5	0	0	0	74	62	62	Redevelopment
Central City Industrial	0	0	0	0	0	0	0	0	0	72	65	65	Central City Industrial
Vacant	0	0	0	0	0	0	0	0	0	56	50	50	Vacant
Redevelopment	0	0	0	0	0	0	0	0	0	16	15	15	Redevelopment
Columbia East	96	45	45	128	96	96	194	140	140	536	356	356	Columbia East
Vacant	96	45	45	128	96	96	194	140	140	532	353	353	Vacant
Redevelopment	0	0	0	0	0	0	0	0	0	3	3	3	Redevelopment
Dispersed Employment	10	10	6	6	32	21	21	99	45	45	204	121	Dispersed Employment
Vacant	10	10	5	5	30	20	20	89	41	41	173	99	Vacant
Redevelopment	0	0	0	0	2	2	2	10	4	4	32	22	Redevelopment
Harbor Access Lands	88	23	23	72	42	42	157	41	41	353	113	113	Harbor Access Lands
Vacant	86	23	23	72	42	42	157	41	41	351	113	113	Vacant
Redevelopment	2	1	1	0	0	0	0	0	0	2	1	1	Redevelopment
Harbor & Airport Districts	200	111	111	305	164	164	643	310	310	1,520	819	774	Harbor & Airport Districts
Vacant	162	88	88	287	152	152	642	310	310	1,421	748	703	Vacant
Redevelopment	39	23	23	18	13	13	1	0	0	99	71	71	Redevelopment
Institutions	31	31	31	61	37	37	82	81	81	208	180	180	Institutions
Vacant	12	12	12	46	23	23	10	9	9	74	49	49	Vacant
Redevelopment	19	19	19	15	14	14	71	71	71	133	131	131	Redevelopment
Neighb. Centers & Corridors	575	451	91	626	260	96	381	186	71	4,296	3,216	863	Neighb. Centers & Corridors
Vacant	61	47	17	257	137	64	302	139	60	1,264	850	345	Vacant
Redevelopment	514	404	74	369	124	31	79	47	11	3,032	2,366	517	Redevelopment
Gateway Regional Center	38	18	15	0	0	0	0	0	0	314	224	137	Gateway Regional Center
Vacant	1	1	1	0	0	0	0	0	0	98	71	49	Vacant
Redevelopment	36	17	14	0	0	0	0	0	0	216	153	88	Redevelopment
Town Centers	78	36	5	5	4	2	0	0	0	1,051	920	304	Town Centers
Vacant	5	5	2	2	1	1	0	0	0	258	227	116	Vacant
Redevelopment	73	30	4	3	3	1	0	0	0	794	694	188	Redevelopment
Outside Geographies	37	28	28	89	24	24	60	8	8	238	94	94	Outside Geographies
Vacant	19	15	15	58	11	11	59	7	7	168	51	51	Vacant
Redevelopment	18	13	13	30	13	13	1	1	1	70	43	43	Redevelopment
Grand Total	1,171	763	364	1,326	683	506	1,538	864	695	8,872	6,393	3,209	Grand Total
Aggregate Geography													Aggregate Geography
Central City	17	10	10	34	24	24	0	0	0	311	266	266	Central City
Industrial	395	190	185	511	334	324	1,015	590	536	2,454	1,493	1,365	Industrial
Neighborhood Commercial	691	504	111	631	264	98	381	186	71	5,662	4,360	1,303	Neighborhood Commercial
Institutions	31	31	31	61	37	37	82	81	81	208	180	180	Institutions
Outside Geographies	37	28	28	89	24	24	60	8	8	238	94	94	Outside Geographies
Total	1,171	763	364	1,326	683	506	1,538	864	695	8,872	6,393	3,209	Total

Source: Bureau of Planning and Sustainability

APPENDIX D. BUILDABLE LAND INVENTORY MAP

A map of the Buildable Land Inventory, March 2015, by constraint levels is provided below. The underutilized parcels and constraint levels identified are based on the 2035 Comprehensive Plan, including proposed land use designations on the plan map and 60% brownfield redevelopment capacity in Industrial and Neighborhood Commercial geographies.

Figure 44. Buildable Land Inventory Map of 2035 Comprehensive Plan



Level of Constraint

- 0 to 40%
- 40 to 80%
- 80 to 100%

Buildable Lands Inventory | Employment Buildable Lands
 City of Portland | Bureau of Planning and Sustainability | Geographic Information System
 This work was supported, in part, by a grant from the Oregon Department of Land Conservation and Development.
 The information on the map was derived from digital data-bases on the City of Portland, Bureau of Planning and Sustainability GIS. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions, or positional accuracy, and therefore, there are no warranties which accompany this product. However, notification of any errors will be appreciated.

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CITY OF PORTLAND

ECONOMIC OPPORTUNITIES ANALYSIS:

Section 4 – Community Choices



As Adopted, June 2016

This Economic Opportunities Analysis has been funded through a grant from the State of Oregon Department of Land Conservation and Development.

City of Portland Bureau of Planning & Sustainability

EXECUTIVE SUMMARY

The EOA is an analysis of the 20-year supply and demand for employment land in the city. It is prepared according to State Administrative Rule OAR 660-09-0015 and consists of four sections:

1. Trends, Opportunities & Market Factors
2. Long Range Employment Land Forecast (Demand)
3. Buildable Land Inventory (Supply)
4. Community Choices

This report is the fourth section of the EOA. It assesses the likely development capacity of the community choices proposed in the updated Comprehensive Plan map, policies, and investments to support and meet the employment land needs identified in Sections 1-3. Section 4 also summarizes additional implementation strategies expected to implement the proposed policies and meet identified employment land needs.

KEY FINDINGS

- The 2012 Metro regional employment forecast allocates 141,600 new jobs to the City of Portland by 2035.
- This forecast job growth translates to a demand for 2,895 acres of employment land by 2035.
- The 2035 Comprehensive Plan provides for adequate development capacity to meet this employment land demand, meeting current shortfalls identified in the EOA Section 2-3 Report, through:
 - 431 acres of additional development capacity in existing industrial districts, as a result of map changes, public infrastructure investments (for example, transportation access improvements near vacant land), and strategies to improve industrial land retention, brownfield redevelopment, intensified use of developed land, and expansion. Taken together, these actions primarily make it possible to use the existing gross land supply more efficiently by removing existing constraints.
 - 216 acres of additional development capacity for major campus institutions.
 - 123 acres of additional capacity in the Central City industrial areas (Central Eastside and Lower Albina).
 - 335 acres or more of total land capacity for marine terminals, rail yards, and airport facilities.

KEY OPPORTUNITIES

The 2035 Comprehensive Plan includes key opportunities to support forecast job growth and meet employment land needs. The Comprehensive Plan provides a broader framework for

economic development to support job growth and prosperity, including business development, sector initiatives, innovation, workforce development, poverty reduction, and other interrelated programs.

Figure 1. Proposed Employment Land Development Capacity Summary

Aggregate Geography	2010-35 Demand		Supply (acres)			Reconciliation	
	Added Jobs	Land (acres)	Existing Plan BLI	Proposed Plan BLI*	Other Gains**	Surplus/Deficit	Supply/Demand
Central City	44,740	150	266	390	390	240	260%
Industrial	31,630	1,685	1,365	1,528	1,796	111	107%
Neighborhood Commercial	35,140	690	1,303	1,489	1,489	799	216%
Institutions	22,730	370	306	522	522	152	141%
Total	141,640	2,895	3,240	3,929	4,197		

* Proposed Plan BLI (Buildable Land Inventory) includes gains from plan map changes, planned infrastructure projects, and brownfield strategy proposals.

** Other gains result from proposed strategies for industrial land intensification, retention, and site-assistance.

Source: Bureau of Planning and Sustainability

To fill the need for all types of employment land, the following strategies have been identified:

Citywide

- Establish a job capture rate target to help measure Portland’s performance over time.
- Create a strong business climate through regulatory improvements, cost-competitiveness, and business development.
- Provide a competitive employment land supply with a wide range of types, sizes and locations.
- Expand exports and grow traded sector businesses as an impetus to overall economic growth and prosperity.

Central City

- Promote and invest in the Central City as the region’s and state’s office, employment, and cultural center.
- Protect and facilitate the long-term success of the Central City Industrial districts, and facilitate their evolution into a higher density mix of employment uses.
- Expand industrial office overlay zoning and office development incentives to meet development capacity needs of the Central City Industrial districts.
- Support initiatives to advance Portland as a national leader in urban innovation and sustainability, supporting higher density mixed use development in the Central City and entrepreneurship in the expanding creative and green sectors of the economy.

Industrial and Employment Districts

- Promote industrial retention, growth, and traded sector competitiveness as a West Coast freight hub and the state’s largest industrial area.
- Protect Prime Industrial Areas for long-term retention and reduce non-industrial use allowances in industrial and employment zones.
- Create and implement a comprehensive toolkit of brownfield redevelopment incentives and tools, and support prompt resolution and cleanup of the Portland Harbor Superfund Site and associated brownfields.
- Implement strategic freight investments and business climate improvements to support industrial land intensification and reinvestment.
- Designate portions of airport area golf courses for a mix of industrial use, natural resource area, and public access to open space, to help meet industrial development capacity needs.
- Designate additional Dispersed Employment areas, particularly in East Portland, to meet development capacity needs.
- Expand natural resource protection, restoration and enhancement, and ecological site design to support concurrent improvement of watershed health and industrial capacity.

Neighborhood Business Districts

- Promote the growth, economic equity and vitality of Neighborhood Business Districts as dynamic areas of small business development and a foundation of neighborhood livability.
- Designate additional Town Centers and Neighborhood Centers to meet capacity needs in Town Centers, provide for concentrated employment and residential density, and foster healthy and connected neighborhoods.
- Designate neighborhood commercial areas between centers to expand local access to goods and services and promote neighborhood-serving business.
- Prioritize commercial revitalization investments in underserved neighborhoods.

Campus Institutions

- Promote the stability and growth of campus institutions as essential service providers and major employers.
- Designate campus institutions as employment land with associated zoning to accommodate capacity needs.
- Create campus development regulations that support projected institutional growth and neighborhood livability through suitable density, adequate infrastructure, context-supportive edges, and attractive amenities.
- Invest in transportation improvements that acknowledge and accommodate forecast institutional growth.

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I. INTRODUCTION

This report is the fourth and concluding section of the EOA. It assesses the likely development capacity that could result from the community choices proposed in the updated Comprehensive Plan. These include changes to Comprehensive Plan map land use designations, policy changes, and new investments. Section 4 also summarizes additional implementation strategies expected to implement the proposed policies and meet identified employment land needs. This revised EOA is based on the 2035 Comprehensive Plan.

Statewide Planning Goal 9 and the associated administrative rules require cities to provide for economic development and job growth in their comprehensive plans. Goal 9 requires cities to show they can meet employment land needs through adopted policies and implementation measures. They must provide for an adequate number of sites of suitable sizes, types and locations needed to accommodate the forecasted employment growth.

The 2035 Portland Comprehensive Plan proposes a variety of approaches to meet these requirements:

- Policies to maintain an adequate supply of land with the necessary supporting public facilities.
- Policies and programs to implement brownfield redevelopment strategies.
- Comprehensive plan map and zoning code changes.
- Capital improvement programming and funding.
- Regulatory and fee improvements.
- Tax incentives and other assistance.
- Property acquisition and parcel assembly.
- Public-private partnerships.

The overall objectives for economic development in the 2035 Comprehensive Plan mirror those in the Portland Plan. They call for a growing city economy, traded sector competitiveness, and equitable household prosperity. They seek continuing growth of a balanced, diverse economy that supports a socially and economically diverse population. In turn, the Comprehensive Plan proposes land use and development policies to meet the varying land needs across the employment geographies identified in the EOA, including the Central City, Industrial and Employment Districts, Campus Institutions, and Neighborhood Business Districts.

This report starts with a brief section on citywide opportunities and then focuses on proposed policies and strategies addressing each employment geography to support its growth potential. The Comprehensive Plan identifies a broad range of community choices that guide and support employment land development. The summary of those choices described here center on key policies, infrastructure investments and land use map changes that will ensure Portland will provide adequate growth capacity to meet 20-year forecast for employment growth.

II. CITYWIDE CHOICES

The Comprehensive Plan proposes new policy directions in four areas that support job growth and related development capacity:

1. A clear job growth target
2. A strong business climate
3. A competitive land supply
4. Competitive traded sectors

EMPLOYMENT GROWTH TARGET

Comprehensive Plan Policy 6.3. Employment growth. Strive to capture at least 25 percent of the seven-county region’s employment growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania Counties).

The City of Portland has had a housing growth policy since the early 1990s to capture 20% of the region’s housing growth, which has been successfully met. At one time Portland was thought to be running out of capacity to develop new housing. Setting a housing growth target was used to support finding new ways to reach the goal – expanding multifamily housing capacity, expanding tax incentives and tools to support multi-family housing development, and supporting livability investments that expand demand for housing growth in Portland.

Setting a job-growth target in Policy 6.3 provides a comparable opportunity to respond to emerging economic challenges and measure success in our responses. Additional policies that contribute to meeting this growth target include 6.1 Diverse and Growing Economy, 6.7 Competitive Advantages, 6.10 Business Innovation, and policies cited in the sections below on improved business climate, traded sector competitiveness, and specific employment geographies.

In contrast to most of Oregon, Portland by 2013 had recovered all of the jobs it lost during the Great Recession. Multnomah County added about 31,000 jobs between 2010 and 2013, leading the region’s recovery with an average annual job-growth rate of 2.4% during this upswing period. This recent job growth in Portland is consistent with long-term trends, and signals an upturn from the relatively flat job growth over the 2000-2008 business cycle, when the City captured only 5% of regional employment gains.

Despite Portland’s strong historic and continued role as a major job center for the entire regional labor market, the experience of the last two economic downturns (since 2000) indicates that this continued role is not assured. Portland is typical of large cities that support a diverse and growing population attracted by economic opportunity.

With 370,000 jobs as of 2010, Portland accounts for 39% of the jobs in the 7-county metro area (PMSA), much higher than its 26% share of the region’s 2.2 million residents. Long-term trends and forecast growth indicate moderate erosion of Portland’s role as a regional job center, expected to decline from 39% of regional employment in 2010 to 34% by 2035.

The proposed job-growth target in Policy 6.3 is consistent with the historic capture rate for Multnomah County from 1980-2008 of 25%, with a high of 31% in the 1990s.¹ The trend-line analysis in EOA Section 1 indicates a job growth level that would represent a 28% city capture rate of PMSA job growth to 2035. The Metro regional employment forecast of 141,600 new jobs for the City of Portland by 2035 equates to a 26% capture rate of regional employment growth.

The proposed job growth target is complemented by Policy 6.28, which addresses increasing Income Self Sufficiency. It adds further guidance on job growth, supporting adequate land supply and public facilities to expand access to self-sufficient wages and career ladders for low-income people. This policy implements similar direction set in the Portland Plan. Policy 6.28 responds to the increasing job-polarization trends of recent decades, during which job growth has been in the low- and high-wage occupations with shrinking job opportunities in middle-wage occupations.

Middle-wage jobs are particularly concentrated in the industrial districts. In contrast, employment in the Central City and campus institutions is concentrated in high-wage occupations requiring college education, and neighborhood business districts are concentrated in low-wage occupations. In turn, workers of color and residents in East Portland rely disproportionately on industrial district jobs for self-sufficient wages and upward mobility (see EOA Section 1).

STRONG BUSINESS CLIMATE

Comprehensive Plan Policy 6.8. Business environment. Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.

Policy 6.16. Regulatory climate. Improve development review processes and regulations to encourage predictability and support local and equitable employment growth and encourage business retention. Five sub-policies provide a framework of direction on regulatory improvements.

Improving Portland’s regulatory and overall business climate was a primary theme of the Portland Plan Business Survey (2010) results and the Economic Development Policy Expert Group comments and business workshop comments on the Comprehensive Plan Working Draft.

In the business focus group results, described in Section 1 of the EOA, the most frequently mentioned responses to the question about how to position Portland to remain a prosperous city were the following:

¹ The long-term employment trends analysis is based on county data because reliable, comparable city data is not available before 2000.

- Need for greater regulatory flexibility better tailored to unique needs of individual businesses and/or business types.
- More recognition of the contribution of business to Portland’s vitality – a change from regulators to partners asking “what can we do to help”.
- Greater emphasis on cultivating business opportunity in Portland – with active marketing but without “picking winners.”
- Need for better business access to resources, incentives and/or tax structure reform – ranging from reforming the business income tax to loan/incentive programs for small business to a point person/advocate for business in City Hall.

Business owners and real estate investors make decisions about where and how to invest based on the alternatives available. For many commercial businesses, the choice is between Portland and other communities in the metro area. For industrial and other traded sector businesses that compete globally, choices are often with locations well beyond the Portland metro area.

Making Portland’s business districts more attractive and competitive to a broader range of businesses will help diversify and expand the economy. Portland’s Central City, freight-oriented industrial areas, large hospital and college campuses, and other commercial centers and corridors make up a varied urban economy. In order to overcome constraints and strengthen location advantages to remain Oregon’s largest job center, the Comprehensive Plan includes policies and actions that will help Portland’s business districts be more attractive and support job growth.

In addition to Policies 6.8 and 6.17 cited above, other proposed policies that support a stronger business climate are 6.9 Small Business Development, 6.18 Short-Term Land Supply, 6.23 Clusters, 6.22 Traded Sector Diversity, and 6.32 Minority-Owned, Woman-Owned and Emerging Small Business (MWESB) Assistance.

COMPETITIVE LAND SUPPLY

Policy 6.13. Land Supply. Provide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms of amounts and types of sites, available and practical for development. Types of sites are distinguished primarily by EOA employment geographies, although capacity needs for building types with similar site characteristics can be met in other employment geographies.

The Oregon statewide planning rules require that all cities have an adequate land supply to meet the needs for future job growth. Policy 6.13 is an overall response to meet this state requirement. The Comprehensive Plan recommends changes needed for the employment land supply to be sufficient to meet forecast job growth through 2035. These changes address shortfalls identified in five of the city’s ten employment geographies.

This policy is implemented by a variety of measures in the 2035 Comprehensive Plan:

- Designation of additional land area for employment development in each of the EOA employment geographies as shown in Figure 1.

- New policy support for brownfield redevelopment, providing regionally competitive development sites, and land supply for near-term development.
- Policies and strategies that allow additional development capacity to meet identified shortfalls.

Resulting development capacity in each employment geography is shown in Figure 2. A map of the ten employment geographies is included as Figure 3. The increase in development capacity expected to result from investments identified in the Transportation System Plan (TSP) are included.

This EOA is based on Metro’s 2012 employment forecast and development trends that are influenced by the Great Recession and emerging economic trends from the recovery. The development capacity is based on assumptions about intensification, brownfield redevelopment and transportation/freight investments that represent a higher priority. The resulting development capacity is adequate to meet forecasted demand, but the supply is tight for industrial land. Policy 6.17 Evaluate Land Needs calls for frequent (every 5-7 years) updates to the EOA that will provide an opportunity to evaluate development trends and forecasts and make adjustments to maintain an adequate development capacity.

Figure 2. Proposed Employment Land Development Capacity

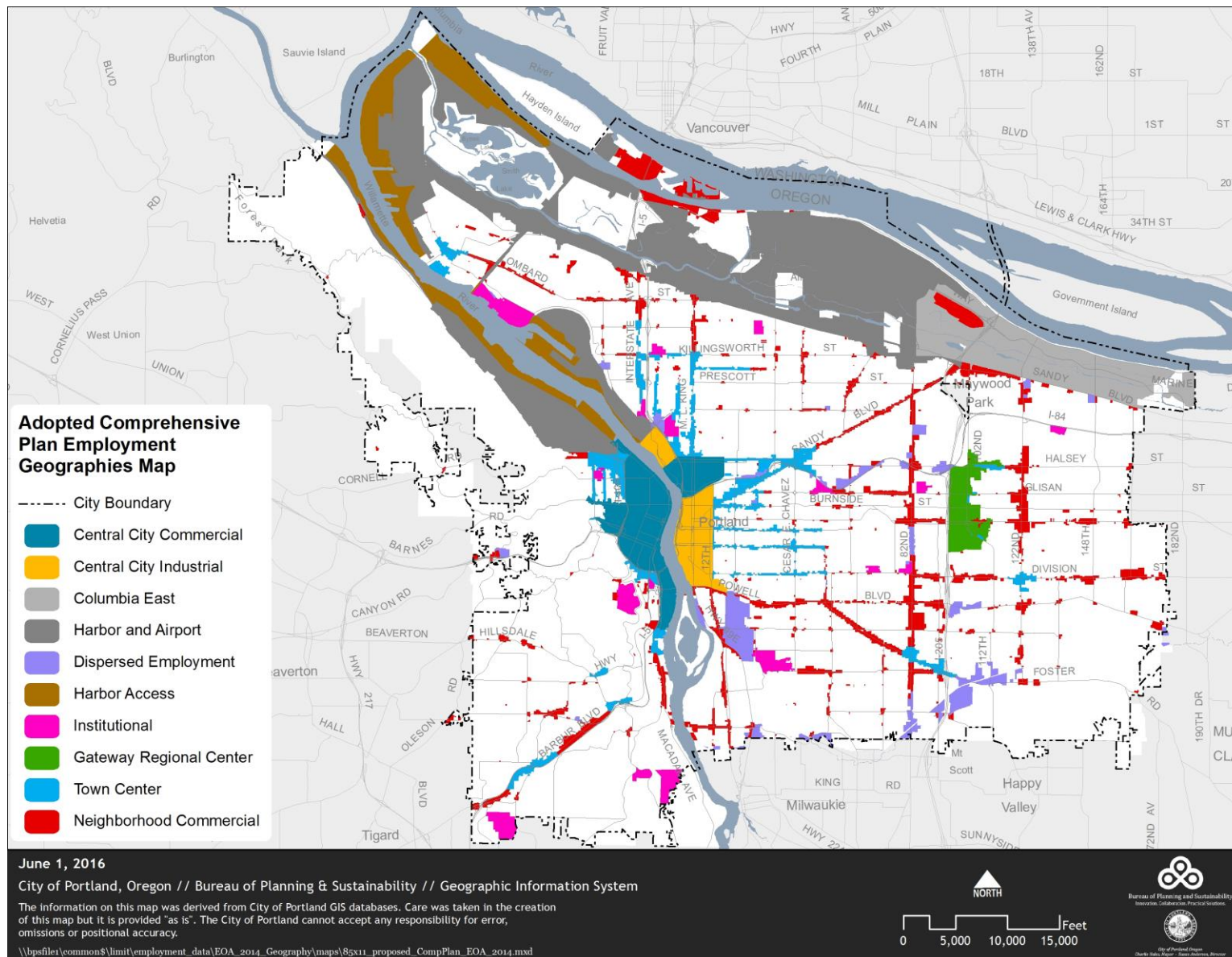
Employment Geography	2010-35 Demand		Supply (acres)			Reconciliation	
	Added Jobs	Land (acres)	Existing Plan BLI	2035 Plan BLI*	Other Gains**	Surplus/ Deficit	Supply/ Demand
Central City Commercial	34,120	60	201	201	201	141	336%
Central City Industrial	10,620	90	65	188	188	98	209%
Harbor & Airport Districts	16,050	1,013	774	900	1,067	54	105%
Harbor Access Lands	2,070	192	113	136	167	-25	87%
Columbia East	9,310	350	356	346	416	66	119%
Dispersed Employment	4,200	130	121	146	146	16	112%
Gateway Regional Center	3,970	50	137	164	164	114	328%
Town Centers	6,160	130	304	381	381	251	293%
Neighb. Centers & Corridors	25,010	510	863	944	944	434	185%
Institutions	22,730	370	306	522	522	152	141%
Residential	7,400						
Total	141,640	2,895	3,240	3,929	4,197		
Aggregate Geography							
Central City	44,740	150	266	390	390	240	260%
Industrial	31,630	1,685	1,365	1,528	1,796	111	107%
Neighborhood Commercial	35,140	690	1,303	1,489	1,489	799	216%
Institutions	22,730	370	306	522	522	152	141%
Total	141,640	2,895	3,240	3,929	4,197		

* Proposed Plan BLI (Buildable Land Inventory) includes gains from plan map changes, planned infrastructure projects, and brownfield strategy proposals.

** Other gains result from proposed strategies for industrial land intensification, retention, and site-assistance.

Source: Bureau of Planning and Sustainability

Figure 3. 2035 Comprehensive Plan Employment Geographies Map



Policy 6.14 Brownfield Redevelopment calls for the cleanup and redevelopment of 60% of the city’s brownfield acreage by 2035. In contrast, continuation of current approaches and trends would support a brownfield redevelopment rate of 40% by 2035.

This policy target is based on the 2012 [Portland Brownfield Assessment](#), which includes a citywide brownfield inventory, financial feasibility analysis, and recommendations of national best practices. Strategies to develop a comprehensive local brownfield toolkit of incentives and best practices are described below in the industrial districts section of this report.

Policy 6.15 Regionally Competitive Development Sites broadly supports use of incentives, investments, and other efforts to improve the regional competitiveness of vacant and underutilized sites in Portland.

These measures aim to moderate the long-term national and regional trend for job sprawl. The city’s declining regional share of employment and commercial/industrial space, especially during the 2000-08 business cycle, suggest significant opportunity for improvement in regional markets. Further policy direction on cost-competitiveness is discussed below addressing specific employment geographies and their growth-capacity needs.

Policy 6.17 Short-Term Land Supply calls for a competitive and diverse supply of development-ready sites to meet 5-year increments of demand. The 2035 Comprehensive Plan proposes two approaches to meet this policy.

First, while short-term land needs between 2010 and 2020 are already met in most geographies, actions are needed to meet identified needs in the others. The most challenging geography for meeting short-term land needs is Harbor Access Lands. Here the City has limited ability to resolve, by 2020, Superfund and brownfield constraints on vacant sites; however, recent and planned transportation investments and site-development assistance have supported redevelopment and infill that appear sufficient to be meet forecast growth. In the Central City Industrial and Dispersed Employment geographies, short-term land supply needs will be met by rezoning for expanded development capacity. Second, **Policy 6.18. Evaluate Land Needs** proposes that the City update its short-term land supply analysis and strategy every 5-7 years to coincide with regional forecast updates. These updates are expected to include specific actions to replenish short-term land supply as needed in each employment geography.

EXPORT AND TRADED SECTOR COMPETITIVENESS

Policy 6.20 Traded Sector Competitiveness. Align plans and investments with efforts to improve the city and regional business environment for traded sector and export growth. Participate in regional and statewide initiatives.

Traded sector businesses have a central role in driving and expanding the regional economy across the board.² To succeed and grow, these businesses must stay competitive in the changing

² Traded sector businesses are companies that sell many of their products and services to people and businesses outside the Portland region, nationally and globally. Examples include most manufacturing and many professional and business service companies as well as smaller craft businesses with local and global customers. Traded sector businesses may be locally owned and can be small, medium or large in size.

global marketplace. Traded sector companies and related industries tend to collect in regions where they have competitive advantages, a phenomenon called industry clusters. This supports greater access to specialized services and suppliers, a strong industry knowledge base, and skilled, experienced workers.

Global trends have put increasing pressure on regions to strengthen their competitiveness for traded sector growth, which drives regional prosperity. In response, the Oregon Business Plan, regional economic development strategies, and the Portland Economic Development Strategy all focus their attention on traded sector competitiveness and growth. Portland's Economic Development Strategy concentrates the City's business development resources on a targeted set of traded sector clusters in advanced manufacturing, athletic and outdoor, clean tech, and software.

The 2035 Comprehensive Plan reinforces this state and regional economic development direction in Policy 6.20 (above), 6.22. Clusters, 6.23. Trade and Freight Hub, 6.25. Import Substitution, 6.26. Business Opportunities in Urban Innovation, and 6.21 Traded Sector Diversity.

III. CENTRAL CITY

In 2010, the Central City accounted for 123,500 jobs – about one-third of the jobs in Portland. By 2035, more than 44,700 additional jobs are projected for the area, requiring 150 acres of development capacity in the city center.

What types of businesses locate here? Central City businesses are concentrated in the “office sectors” – professional and business services, headquarters offices, finance, information, and government. Central City is also a diverse business district with specializations in higher education, small-scale industry, and entertainment/tourism/retail services. The EOA identifies two types of Central City employment geographies, each having a different mix of businesses, facilities, and land needs:

- The “Central City Commercial” geography is the region’s high-density core, consisting of Downtown (the Central Business District), Lloyd, South Waterfront, and the University and River Districts. Office sectors make up 72% of Downtown jobs and 58% in the Lloyd District (see EOA Section 1). Entertainment, restaurants, retail, and higher education are also major parts of this employment geography.
- The Central City Industrial geography, consisting of the Central Eastside and Lower Albina, has a mix of small-scale industrial, lower-cost office, and diverse commercial space. These districts meet demand for close-in industrial space and have become a dynamic “incubator” location for new and expanding businesses.

Why are these employment geographies important? While nationally other central cities have lost out to suburban competition, Central City Portland is experiencing strong growth as a high-density mixed use neighborhood. It contains over half of the regional office market and has benefited from an emphasis on access, especially transit, and livability for residents, workers and visitors. This is the preferred location for faster-growing office sector businesses that make up 34% of forecast citywide job growth. Land use and infrastructure policies prioritize Central City as the region’s core location for concentrated growth and increasing density.

2010-2035 job growth potential: 45,000 net new jobs. Central City accounts for 32% of the citywide job forecast. Metro’s robust regional job growth forecast in the office sectors suggests substantial opportunity to compete for a larger Central City share of office development that has been occurring primarily in suburban locations, where lower land costs, larger sites, and less-expensive surface parking patterns prevail.

EMPLOYMENT LAND CAPACITY OF THE 2035 COMPREHENSIVE PLAN

While the Central City Commercial geography easily has the development capacity to meet 2035 demand, the EOA forecasts that, without action, the Central City Industrial geography would meet only 72% of demand (a 25-acre shortfall).

The Central City 2035 plan, and specifically the Southeast Quadrant Plan, is proposing to increase employment capacity in the Central Eastside through expansion of the land area allowing industrial office development and other land use changes. These proposed changes are

estimated to result in an additional 123 acres of Central City Industrial capacity, accommodating 209% of forecast demand.

Similarly, the 15-acre deficit in “short-term” land supply needed by 2020 in the Central City Industrial geography is expected to be met by plan map amendments and expected rezoning by 2017.

CENTRAL CITY GROWTH AND LAND USE DIRECTION

Policy 6.33 Central City. Improve the Central City’s regional share of employment and continue its growth as the unique center of both the city and the region for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

The land use and development policies for the Central City are being developed in the Central City 2035 Plan Update, which is underway as a separate process from the Comprehensive Plan Update; however, the 2035 Comprehensive Plan does include key policy directions emphasizing accelerated job growth, the innovation and exchange advantages of being a large-scale economic center, diversity as a business and cultural center, and industrial retention.

Over the last 20 years, the development focus of the Central City Commercial geography has shifted from office to residential and mixed use as new drivers of core area development. In recent years, this has had the previously unanticipated effect of generating new office demand closer to residential, notably in the Pearl District. The increased role that a mixed residential-commercial neighborhood can play for the downtown core area received particular attention and recommended priority from developers participating in the Central City office focus group.

Downtown Portland has 49% of the multi-tenant office space in the region. On average, the CBDs in eight peer cities (including Denver, Austin, and Charlotte) have a 27% share of the multi-tenant office space in their respective regions. In the 2000-08 business cycle, the Central City’s average annual job growth rate of 0.7% exceeded the national average of 0.5%. **Proposed policies reinforce this competitive position of the Central City as the dominant office center in the region.**

RETENTION AND EVOLUTION OF CENTRAL CITY INDUSTRIAL AREAS

Policy 6.34. Central City industrial districts. Protect and facilitate the long-term success of Central City industrial districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.

The Central City Industrial districts are a preferred, close-in location for many warehouse, manufacturing, and industrial service business. The industrial setting also provides a cost-competitive “incubator” location for new and expanding businesses, creative services, and cost-conscious offices. The combination of these competitive roles has made these districts a dynamic job growth center. This strong job growth trend has continued through the Great Recession and recent recovery period.

Proposed land use direction in the Central City Industrial geography supports the retention and continuing evolution as industrial/incubator districts, recognizing the strong market niche and job growth advantages of these land use roles. Much of the recent job growth within these districts has been fueled by the renovation of multi-story buildings into uses that support higher (largely service sector) job densities while offering competitive rents. In effect, incubator space and incubator districts represent an increasingly important hybrid or crossover product positioned between traditional office and industrial-service segments of employment building space spectrum. Incubator space is intended to:

- Offer greater flexibility to the user including pure office, exclusive industrial-distribution, and also mixed office-industrial functions.
- Be oriented to information and design applications for which Portland is becoming better known both on the West Coast and nationally.
- Offer employment and functional business space at a cost below that of prime office but with better finishes and in a more urbanized setting than would be possible in an exclusively industrial sanctuary setting.

There is a question as to how this adaptive reuse model can also be applied to leverage new construction, once the stock of the most prime existing multi-story older industrial spaces has been renovated. The primary challenge for creating new incubator space is to deliver a product that meets current business needs at rental rates low enough to be competitive for start-up and emerging creative firms. The alternative would be to forego this opportunity for in-city incubator areas, with more potential demand transferred to other parts of Portland, the region or outside the metro area. For example, additional employment land along SE 82nd Avenue and in the Gateway Regional Center could potentially serve this function.

EXPAND CENTRAL CITY INDUSTRIAL DEVELOPMENT CAPACITY

Existing development capacity in the Central City Industrial geography meets only 72% of forecast demand. In 2002, capacity was expanded in part of the Central Eastside by establishing the EOS Overlay (Employment Opportunity Subarea of the Central City Plan District), which defined and allowed “industrial office” uses there. Industrial office uses are limited primarily to information sector businesses, such as graphics and software. This zoning innovation helped accelerate job growth in the Central Eastside by reuse of underutilized second-floor space. The predominant industrial zoning in this geography has created an affordable environment for robust job growth by cost-conscious office tenants. Continued growth in this market appears to be reliant on hybrid zoning that retains industrial sanctuary cost levels while expanding development capacity of Class C office tenants.

The Central City 2035 Plan update underway will be designating additional capacity in these industrial areas by expanding the area allowing industrial office development and site assistance to overcome development constraints for new construction. Changes will be made to existing Employment Opportunity Subarea (EOS) overlay to preserve building square footage for industrial and industrial office use by limiting retail sales and services to 5,000 square feet per site and allowing additional industrial office in rehabilitated multi-story structures. EOS will be expanded to the ODOT blocks, North of Burnside, the Southern Triangle, and IG zoned properties along Hawthorne, Madison, Main, Yamhill and Belmont. On EOS sites 20,000 square

feet or larger, industrial office uses are limited to a maximum floor area ratio of 3:1. In core areas of the Central Eastside, industrial office capacity will be allowed with a FAR of up to 3:1 only when ground floor use is dedicated to manufacturing and production, warehouse and freight movement, wholesale sales or industrial services. A significant increase in employment capacity is gained through a flexible employment zone (EX no housing) that will be applied to the OMSI station area to promote Employment Transit-Oriented Development. Resulting capacity gains are included in the Buildable Land Inventory of the 2035 Comprehensive Plan, adding 123 acres of Central City Industrial development capacity. This resulting capacity will accommodate 209% of forecast demand by 2035.

URBAN INNOVATION INITIATIVES

Policy 6.26. Business opportunities in urban innovation. Strive to have Portland’s built environment, businesses, and infrastructure systems showcase examples of best practices of innovation and sustainability.

Portland universities and businesses are active in research and development and the commercialization of new technologies. The development of the South Waterfront and University districts are directly linked to efforts to create a world-class educational and research complex anchored by OHSU and PSU with increasing opportunities for research commercialization.

Policies and programs, such as Clean Energy Works Oregon and Solarize Portland have contributed to growing the market for green building technologies and practices and have demonstrated how job creation can be part of reducing energy use and resource consumption.

Portland has a solid record of business growth related to urban innovation including startups and niche product development. Examples are bicycle manufacturing, green building and stormwater products and services, local food businesses, planning and design, and international tourism. Connections to other cities, nationally and internationally, and widening recognition of Portland as a sustainability leader have contributed to making the region and city more innovative and prosperous.

The 2035 Comprehensive Plan will provide a 25-year supply of additional employment land in the Central City by preserving and enhancing the area’s industrial districts while increasing their development capacity, and making the city center even more attractive for research and development, new technologies and healthcare.

IV. INDUSTRIAL AND EMPLOYMENT DISTRICTS

In 2010, Industrial and Employment Districts accounted for 87,000 jobs – about 25% of the jobs in Portland. By 2035, more than 31,600 additional jobs are projected for these areas, requiring 1,700 acres of developable industrial land.

What types of businesses locate here? Industrial employers, mainly in manufacturing and distribution, concentrate along the Portland Harbor and the Columbia Corridor, which make up Oregon’s freight infrastructure hub and largest industrial area. They particularly need one-story buildings, medium to large sites, and locations buffered from housing. Central City Industrial and Dispersed Employment areas also have a range of commercial and industrial businesses. The EOA identifies four types of Industrial and Employment District geographies (counting Central City separately), each representing a different mix of businesses, facilities and land needs:

- The Harbor and Airport Districts geography is a heavy industrial setting occupied primarily by manufacturing and distribution businesses that need multimodal freight access.
- Harbor Access Lands along the deep-water shipping channel are occupied almost entirely by river- or rail-dependent industry, including marine terminals, manufacturing, construction, vessel services, and accessory uses, including headquarters offices associated with nearby industry.
- The Columbia East district, located east of the Portland Airport and 82nd Ave., is a mix of industrial and business flex space.
- The Dispersed Employment geography consists of primarily small business-park and flex-space sites occupied by low-density office and light industrial businesses in residential settings near freeways or truck routes.

Why are these geographies important? Portland is the core of the region’s distribution and manufacturing economy. It includes the state’s (and the Columbia River Basin’s) largest seaport, rail hub, and airport.

The region’s traded sectors, which bring income into the region and drive regional prosperity, are primarily industrial. The 87,000 jobs in these districts are also Portland’s primary middle-wage job base and provide upward-mobility opportunities that expand income self-sufficiency and reduce racial disparities. The higher employment “multiplier” impact of industrial activity (see explanation in EOA Section 1), compared to commercial activity, means that industrial district jobs generate additional employment and prosperity benefits in the region.

2010-2035 job growth potential: 31,600 net new jobs. These districts account for 22% of the citywide job forecast. Compared to commercial sectors, industrial sector trends are complicated by slower job growth and faster output growth, driven by global market pressures to raise productivity. Portland’s industrial job growth forecast is moderate, faster than national trends and slower than regional trends. Portland remains a preferred location for general industrial and warehouse development in the region, drawing on its advantages of multimodal freight-hub infrastructure, proximity to customers and suppliers in diverse industrial districts, and established industrial sanctuary zoning.

EMPLOYMENT LAND CAPACITY OF THE 2035 COMPREHENSIVE PLAN

The existing Comprehensive Plan does not provide adequate capacity to meet forecast demand in the combined industrial and employment districts to 2035. Forecast land needs exceed the existing supply of buildable land by 320 acres in these districts, providing only 81% of the needed growth capacity.

Local options to expand industrial development capacity are limited by various factors: the prevalent demand for one-story buildings on large sites; Portland’s inability to annex industrial land beyond West Hayden Island; and the budget tradeoffs of increasing public investment in brownfields and freight transportation infrastructure to facilitate industrial land intensification. Moreover, these geographies are regionally significant locations for both industry and natural resources, and Comprehensive Plan policies support allocating more land to meet the needs of both.

The new Comprehensive Plan proposes a balanced package of policies, map changes, and infrastructure investment strategies to meet forecast land needs in Portland’s industrial and employment districts. These strategies are intended to support both industrial growth and improved watershed health in industrial districts while meeting other plan objectives. This package of strategies was shaped with advice from the Industrial Land/Watershed Health Working Group, which included members from a broad mix of affected stakeholders, and which met for over a year.

Overall, the estimated industrial land capacity of the 2035 Comprehensive Plan is expected to be adequate to meet forecast demand, based on the following three general assumptions:

1. *The plan accommodates the medium cargo forecast for 150 acres of marine terminal land demand by 2035 without annexation and industrial development at West Hayden Island.*

The medium cargo forecast of 150 acres will be met in the existing Harbor Access Lands geography, as described in EOA Sections 1-2. Also, an additional 50 acres or more of industrially-zoned land is potentially available to support marine terminal development that lies just outside of the Harbor Access Lands geography. West Hayden Island is not relied upon to meet future demand for marine terminals in the next 20 years.

2. *The recommended Comprehensive Plan map designation of Rural Farm Forest maintains West Hayden Island as a holding zone for future determination of the mix of land uses, if and when it is annexed into the City of Portland. The Comprehensive Plan can meet overall 2035 demand for industrial development and job growth across all of the industrial geographies even with the Harbor Access Lands geography meeting only 87% of forecast demand.*

Not all of the job growth (and land demand) in the Harbor Access Lands geography is river-related. Some elements, such as expansion of some existing distribution and manufacturing facilities, can be located nearby in other geographies. Portland’s combined industrial geographies provide a diverse supply of industrial development sites to meet overlapping demand for industrial building types, and the aggregate industrial geographies are expected to maintain adequate capacity to meet forecast demand.

3. *The City must act to retain prime industrial land and to continue to get greater development and productivity from its supply of sites.*

Future industrial capacity depends on getting more industrial growth in the existing industrial districts. This requires rules for industrial land retention, new incentives and programs to increase brownfield redevelopment, and public investments and efforts to encourage more intensified use of developed sites.

Significant land use actions that reduce industrial district capacity below forecast demand are expected to explain how those reductions will be addressed through long-range programs (e.g., brownfield remediation), be offset with equivalent capacity gains, or seek a Goal 9 exception. Five-year updates of the EOA are proposed to monitor effectiveness, adjust strategies, and maintain an adequate short-term land supply.

Figure 4 provides a summary of the capacity impacts of the proposed strategies to provide adequate industrial development capacity and improve watershed health. These capacity impacts are analyzed by geography and strategy. The “Periodic Review” section of the table includes the forecasted demand, the capacity in the 2035 Comprehensive Plan from the map changes, brownfields cleanup, intensification and retention, and the resulting surplus or deficit.

The “Integrated 2035 Strategies” section of the table reflects the potential capacity impact of future watershed health improvements. Improvements include the rezoning of approximately 550 acres of land from industrial to open space. The Watershed Health Strategies also identify significant natural resources that should be protected through future updates to the City’s environmental and greenway overlay zones. These capacity estimates are intended as placeholders and are not intended to be binding. The estimates are based on natural resource information from the adopted 2012 Natural Resource Inventory (NRI), however the City expects to update the NRI as part of future legislative projects. The capacity estimates also have a placeholder for future acquisition sites to accommodate restoration projects required to Portland Harbor Superfund Natural Resources Damages Assessment (NRDA) mitigation requirement.

Taking into consideration the strategies to both improve employment capacity and to improve watershed health, the analysis indicates there is an expected shortfall of development capacity in the Harbor Access Lands and Harbor & Airport Districts geographies. Future post-acknowledgement plan amendments to protect these natural resources will need to explain how industrial development capacity needs will be met, or take an exception to Goal 9.

Figure 4. Proposed Industrial and Employment Districts Capacity

Employment Geography	Land Demand (acres)	Supply (acres)				Reconciliation	
		Existing Plan BLI	2035 Plan BLI (1)	Other Gains (2)	Integrated Strategies (3)	Surplus/ Deficit	Supply/ Demand
Proposed Capacity Summary by Employment Geography							
Harbor & Airport Districts	1,013	774	900	1,067	969	-44	96%
Harbor Access Lands	192	113	136	167	130	-62	67%
Columbia East	350	356	346	416	376	26	108%
Dispersed Employment	130	121	146	146	146	16	112%
Total	1,685	1,365	1,528	1,796	1,621	-64	96%

Proposed Strategies to Provide Growth Capacity and Improve Watershed Health	Capacity Impacts of Proposed Strategies				Total Industrial
	Harbor & Airport	Harbor Access	Columbia East	Dispersed Empl.	
Industrial land retention - prime industrial area retention, reduced non-industrial use allowances	27	2	21		50
Brownfield redevelopment - comprehensive program and incentives, Superfund, land bank	89	23	8	4	124
Industrial land intensification - strategic freight projects, Kenton line, regulatory improvements	112	28	50		190
Airport golf courses - map designation, rezoning, investments, site assistance, restoration	123				123
New Mixed Employment areas - map designation, rezoning, investments	2			15	18
Other plan map changes - OS designation on natural areas and parks, new industrial areas	-53			-1	-54
Watershed health improvements - environmental zoning, NRDA, enhancement, ecological design	-98	-37	-40		-175
Total	202	16	39	18	276

1. Proposed Plan BLI (Buildable Land Inventory) includes gains from plan map changes, planned infrastructure projects and brownfield proposals.
 2. Other gains result from proposed strategies for industrial land intensification, retention, and site-assistance.
 3. Integrated strategies include estimated capacity impacts of proposed watershed health improvement strategies, including 25-acre capacity impact from NRDA (Natural Resources Damages) requirements of harbor Superfund.
- Source: Bureau of Planning and Sustainability

[ATI] Development opportunities exist to meet the 150-acre marine terminal demand estimate, including approximately 40 acres at Port of Portland’s T-6 (near Suttle Road), 30 acres at T-4 (former Cargill site), and 55-84 acres at the former Time Oil terminal and aggregated nearby sites. Proposed public investments (e.g., improvements at Suttle Road and Time Oil Road) and site assistance are expected to help overcome development constraints at these sites. The small 25-acre Harbor Access Land shortfall can be accommodated in other industrial areas. Not all of the existing jobs in the area are dependent on access to the Portland Harbor. With a tight land supply, over time some of the industrial demand will relocate in industrial areas nearby. For example, expanding harbor businesses like Evraz Steel have grown on nearby sites off of the harbor. A capacity-management approach is proposed to maintain a diverse supply of industrial

sites overall to meet the short-term and 2035 land needs of the aggregated industrial geographies citywide.

INDUSTRIAL GROWTH AND LAND USE DIRECTION

Policy 6.36. Industrial land. Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely accessible base of family-wage jobs, particularly for under-served and under-represented people.

Policy 6.37. Industrial sanctuaries. Protect industrial land as industrial sanctuaries identified on the Comprehensive Plan Map primarily for manufacturing and distribution uses and to encourage the growth of industrial activities in the city.

These policies support continuing industrial growth and acknowledge its household and regional prosperity benefits. Proposed industrial land use policies respond to the range of forecast land demand in different types of industrial and employment areas, including Policy 6.37. Industrial Sanctuaries, 6.39. Harbor Access Lands, 6.41 Multimodal Freight Corridors, 6.42. Columbia East, and 6.43 Dispersed Employment Areas. The 2035 Comprehensive Plan retains its 1980 “Industrial Sanctuary” designation and policy as the primary land use direction for industrial districts. The Industrial Sanctuary concept is designed to limit non-industrial uses in order to encourage industrial retention, reinvestment and growth. Other large cities have also adopted similar, more restrictive industrial zoning approaches in recent years, including Seattle, Vancouver B.C., and Los Angeles on the West Coast.

INDUSTRIAL LAND RETENTION

Policy 6.38. Prime industrial land retention. Protect the multimodal freight-hub industrial districts at Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention. (This policy goes on to call for protecting prime industrial land from conversion and offsetting capacity reductions with additional capacity.)

These policies prioritize Prime Industrial areas (see map in Comprehensive Plan Figure 6.1) for long-term retention, and they support reduction of zoning allowances for non-industrial uses. Since 1990, approximately 400 acres of former industrial or mixed employment land in or adjacent to Prime Industrial areas has been rezoned for non-industrial use. In addition, substantial public acquisition of designated Industrial Sanctuary land has occurred in these areas for natural areas, parks, jails, and other public facilities that do not serve industrial uses.

The following proposed actions will implement the industrial land retention policies with corresponding increases in development capacity due to shifting non-industrial development demand to other geographies, such as Central City Commercial or Neighborhood Commercial, where there is a surplus of capacity to accommodate that demand.

- Amend zoning regulations to prohibit quasi-judicial map amendments from Industrial Sanctuary to another designation on Prime Industrial land. Future legislative projects are expected to analyze and estimate the loss of prime industrial land capacity, including existing industrial development and vacant capacity. Findings will need to explain how forecast demand for Prime Industrial development capacity will be met. An industrial capacity inventory system based on the BLI will be used to track program activities that are or are expected to increase, reduce, or mitigate for loss of industrial land capacity to conversion, regulation, or acquisition for other purposes.
- Amend zoning regulations to reduce allowance for non-industrial uses in industrial zones; reduce land-intensive non-industrial allowances in IH and IG zones, such as parks and open areas, self-service storage, commercial outdoor recreation and major event entertainment; and reduce retail allowances and prohibit residential use in EG zones.
- Develop inter-governmental coordination procedures for proposed public acquisitions to track and mitigate impacts on industrial land supply.

Proposed land retention policies and these implementation actions are expected to result in development capacity gains of 27 acres in the Harbor and Airport Districts, 2 acres in Harbor Access Lands, and 21 acres in Columbia East. Calculation of these gains is based on two primary assumptions. First, industrial land conversion trends through rezoning and public acquisition for non-industrial use are not expected to continue without offsetting capacity losses by equivalent gains elsewhere in Portland. Second, a 50-acre capacity gain is expected from shifting an estimated 50% of forecast retail land development in these districts to other employment geographies. To implement this change, zoning code amendments are expected to substantially reduce future retail allowances in General Employment (EG) zones to approximately 20,000 square feet per site.

BROWNFIELD REDEVELOPMENT

Policy 6.45. Industrial brownfield redevelopment. Provide incentives, technical assistance and direct support to overcome financial-feasibility gaps to enable remediation and redevelopment of brownfields for industrial growth.

Policy 6.40. Portland Harbor Superfund Site. Take a leadership role in prompt resolution and cleanup of the Portland Harbor Superfund Site and redevelopment of associated brownfields. Encourage a science-based and cost-effective cleanup solution that facilitates re-use of land for river- or rail-dependent or related industrial uses.

Brownfields are vacant or underutilized properties where real or potential contamination complicates redevelopment. Proposed Policies 6.45 and 6.40 provide direction for a broad-ranging brownfield strategy to substantially increase industrial brownfield redevelopment as outlined below. Further direction is provided in proposed Policies 6.14. Brownfield Redevelopment and 7.15. Brownfield Remediation. Increasing brownfield redevelopment is a broadly supported option to increase industrial land capacity because it meets multiple objectives, including improvement of public health and environmental quality, reduction of urban sprawl, and expansion of industrial development capacity in advantageous locations.

Portland’s industrial districts contain an estimated 620 acres of brownfields, accounting for over 60% of brownfields on employment lands citywide, as inventoried in the 2012 Portland Brownfield Redevelopment Assessment. The pace of recent development trends in Portland reviewed in EOA Sections 1 and 3 indicate that only 40% of the city’s industrial brownfield acreage is likely to redevelop by 2035 under current conditions. Essentially, cleanup costs and financial risks exceed potential redevelopment revenues on most brownfields; however, other states have adopted aggressive tax incentives and a variety of other brownfield tools to overcome this financial gap. The Portland Brownfield Assessment estimated the total financial feasibility gap of the current citywide brownfield inventory at about \$210 million, out of a total estimated cleanup cost of \$240 million. That study also analyzed the return on investment of applying tax incentives to cover \$210 million gap, estimating that future state income and property taxes after redevelopment would typically recover the costs of these incentives within one to four years.

In addition to on-site contamination, liability for future cleanup of river sediment contamination in the Portland Harbor Superfund Site has been a significant deterrent to brownfield redevelopment along the harbor. While progress on this Superfund project has been long delayed, it is anticipated that the U.S. Environmental Protection Agency will issue a Record of Decision, allocate liability among responsible parties, and move forward with cleanup actions well within the 2035 planning horizon. Comprehensive Plan Policy 6.40. Portland Harbor Superfund Site supports City efforts toward prompt resolution and cleanup.

The following proposed actions are expected responses to implement brownfield policies. Estimates of resulting development-capacity gains in the 2035 Comprehensive Plan assume implementation of these actions. While the City can influence brownfield redevelopment, cooperation with state and federal agencies is also necessary, including legislative changes and new funding sources to accelerate brownfield cleanup.

- Create an industrial/commercial brownfield redevelopment program to implement a comprehensive brownfield toolkit of incentives and best practices. Hire staff to develop and implement the program.
- Draft and lobby for enabling legislation and funding to substantially expand brownfield redevelopment, including tax incentives, authorization of land banks with liability protection, and other brownfield best practices.
- Create and fund financial gap incentives for cleanup and redevelopment of underutilized, contaminated sites. Design incentives to substantially increase industrial redevelopment but not be available to entities identified as being responsible for the contamination.
- Obtain Superfund liability relief for brownfield purchasers. Obtain EPA commitment and staff resources to provide prospective purchaser agreements and de minimis settlements on harbor brownfields. Consider a city insurance pool or other incentives to minimize in-water liability cost gaps for innocent purchasers.
- Take a leadership role and promote prompt resolution and cleanup of the Portland Harbor Superfund site.

- Create a local industrial land bank. Facilitate strategic brownfield and other industrial redevelopment unlikely to occur in the private market, such as large industrial sites.

Proposed brownfield policies and these implementation actions are expected to result in development capacity gains of 89 acres in the Harbor and Airport Districts, 23 acres in Harbor Access Lands, 8 acres in Columbia East, and 4 acres in Dispersed Employment areas. Calculation of these capacity gains is based on increasing the brownfield redevelopment rate from 40% (estimate used in existing Buildable Land Inventory) to 60% by 2035, consistent with the 60% target set in Policy 6.14 Brownfield Redevelopment. This gain appears to be realistic, based on the estimated capacity impacts of recommended “best practice” incentives and tools in the Portland Brownfield Redevelopment Assessment.

INDUSTRIAL LAND INTENSIFICATION

6.44. Industrial land use intensification. Encourage reinvestment and intensification of industrial land use, as measured by output and throughput per acre.

Policy 6.23. Trade and freight hub. Encourage investment in transportation systems and services that will retain and expand Portland’s competitive position as a West Coast trade gateway and freight distribution hub.

Not all job growth will be accommodated on vacant or underutilized land. Strategic freight investments and business climate improvements offer key opportunities to encourage industrial reinvestment and more intensive use of existing buildings and developed land by raising the City’s value proposition among competing industrial locations. Proposed Policies 6.37 and 6.22 (above) and Policy 6.16. Regulatory Climate and 8.30. Public-Private Partnerships provide supporting direction to pursue these opportunities. Business community participation in public investment planning and regulatory improvement processes can help to further target public actions to industry priorities and intensification opportunities, as supported by proposed Policy 2.1. Partnerships and Coordination.

Industrial land “intensification” means more intensive use of existing industrial buildings and businesses on already developed sites. For example, the heavy industrial, freight-hub location advantages that characterize most of Portland’s Prime Industrial areas are unique in the region. However, retention and expansion of capacity in these heavy industrial geographies enables the region to more effectively compete for and efficiently serve these types of employment land demand. Policy 6.44 (above) acknowledges that floor area or employment density are not the only measures of productivity and that intensification through productivity gains in output-per-acre on manufacturing facilities or throughput-per-acre on distribution facilities is appropriate.

In North America and Europe, significant examples of new and modern, multi-story industrial development have been limited. Building elevators are an efficiency bottleneck for most manufacturing and warehousing. Instead, industry preferences and development trends have shifted toward more large, single-story buildings and more outdoor maneuvering area to accommodate efficient truck movement and bigger trains and ships, driven by increasingly competitive global markets (see business focus group results in EOA Section 1). Within this

context, however, various recent development examples in Portland indicate opportunities to increase intensification through business expansion, infill, or redevelopment:

- Site investments that expand output capacity at developed sites are common. The recent expansion of South Rivergate Rail Yard (TSP Project 30047) improved unit-train access and encouraged capacity expansion at nearby Canpotex and Columbia Grain marine terminals. The proposed Rivergate Overcrossing (TSP Project 115610) nearby is similarly expected to facilitate continuing expansion at Evraz Steel.
- Underused or obsolete facilities can be redeveloped. Proposed site improvements (TSP Project 112080) at Port of Portland T-4 will facilitate redevelopment of the former Cargill terminal.
- Office functions are expanding at industrial headquarters sites, such as the proposed redevelopment of Daimler offices on Swan Island.
- The proposed double-tracking improvements and eight proposed overcrossings along Union Pacific’s Kenton Line (TSP Projects 40085 and others) will alleviate congestion from forecast rail volume growth on this corridor and improve rail yard capacity.
- An expanding market for micro-business incubator facilities has spurred reuse of underutilized upper floors and redevelopment in the Central Eastside District. Another example that extends beyond the Central City is the recently developed five-story industrial building on NW York St. in the Harbor and Airport Districts geography.

To implement Policies 6.44 and 6.23 (above) and freight transportation policies 9.29 – 9.36, an extensive program of strategic freight investments are proposed in the Transportation System Plan, consistent with the Regional Transportation Plan. These infrastructure projects address identified deficiencies, accommodate forecast growth, improve Portland’s competitiveness as a leading export region, and some of them facilitate development or intensification of particular sites. Freight volumes handled in the region are expected to roughly double in tonnage and triple in value between 2007 and 2040 (2015 Commodity Flow Forecast). In addition to the freight projects proposed in the TSP, the following proposed actions are expected responses to implement industrial land intensification and related freight infrastructure and regulatory climate policies. Estimates of resulting development-capacity gains in the 2035 Comprehensive Plan assume implementation of these actions.

1. Update the Portland Freight Master Plan project list and incorporate changes into the Transportation System Plan Update. Develop a list of priority freight projects that improve Portland’s industrial location value and freight district access.
2. Pursue funding sources to increase freight system improvements. Expand opportunities for public-private funding partnerships.
3. Improve Portland’s industrial regulatory climate to support job growth (see further explanation above on new citywide directions). Conduct a study to evaluate cumulative city regulatory and fee costs, and develop implementation strategies. Explore process improvements to reduce uncertainty, timing, complexity, other transactions costs, and emphasize regional competitiveness in new regulations and fees without rolling back regulatory standards.

4. Consider establishing an industrial land bank and incentives to facilitate more intensive industrial redevelopment on underutilized sites.

Proposed policies and these implementation actions are expected to result in industrial land intensification with estimated development capacity gains of 112 acres in the Harbor and Airport Districts, 28 acres in Harbor Access Lands, and 50 acres in Columbia East.

Calculation of these capacity gains is based on two factors. First, the redevelopment/infill rate is expected to increase to 15% from the current estimates in the Buildable Land Inventory (BLI) of 8% in Harbor and Airport Districts, 1% in Harbor Access Lands, and 7% in Columbia East.

Existing BLI estimates are based on the amount of underdeveloped land with General Employment (EG) zoning. The 15% target represents conservative expansion of the 13% redevelopment/infill trend in Columbia East from 1999 to 2011 (see EOA Section 1), taking into account expected tightening transportation budgets for freight investments and proposed environmental zoning on developed land described in the next section. The Columbia East development trend is used here because the associated job growth trends during this period approximate forecast growth much closer than in the other industrial geographies.

Second, the 15% intensification rate is applied to the total land demand forecast of the industrial geographies, including additional acreage needs for marine, air, and rail terminals. For example, approximately 50 acres of the forecast 200-acre land need for railroad yards is expected to be met in the Harbor and Airport Districts by the proposed Kenton Line double-tracking and associated overcrossing improvements (TSP Projects 40085, 30055, 40001, and others). The Port of Portland's 2013 Rail Plan identified the Kenton Line as the only rail segment in Portland where forecast growth is expected to exceed practical capacity by 2030, and the proposed double-tracking improvements are recommended as a major regional project to address this congestion. These improvements are also expected to improve rail yard efficiency and functional capacity in Portland through substantial train storage capacity and improved rail mobility, which is the basis for the 50-acre estimate of railroad land needs to be met by infill and redevelopment.

INDUSTRIAL DISTRICT EXPANSION

Policy 6.51. Golf course reuse and redevelopment. Facilitate a mix of industrial, natural resource, and public open space uses on privately owned golf course sites in the Columbia Corridor that property owners make available for reuse.

New Industrial Sanctuary areas are designated on the 2035 Comprehensive Plan Map at three private golf courses (Colwood, Riverside, and Broadmoor). These map changes represent 35% of the development capacity gains in the Harbor and Airport District. Policy 6.51 (above) provides further direction for their land use and development. This proposed policy advances a multi-objective planning approach to accommodate a mix of new industrial areas, existing and enhanced natural resource areas, and public access to open space at these sites. The plan map also designates various additional sites as Mixed Employment land to meet capacity needs in Dispersed Employment areas.

Capacity impact estimates of map changes are based on assumptions that development of buildable land in new industrial and employment areas is expected to be (1) serviceable by public facilities and (2) financially viable on average to meet forecast demand within the 2035

planning horizon. The serviceability of sites is supported by proposed investments in the Citywide Systems Plan and Transportation System Plan and proposed Policy 8.21. System Capacity. Site assistance to accommodate financial feasibility of development on these sites by 2035 is also supported by Policy 6.15. Regionally Competitive Development Sites. Implementation efforts are expected to address development feasibility constraints as needed.

Airport Area Golf Courses

The Trust for Public Land and property owners of the 138-acre Colwood golf course obtained conditional approval of a quasi-judicial plan map and zoning amendment in 2014 to rezone 49 acres for industrial uses with the remainder as public open space and natural area. The Comprehensive Plan includes this map change at the Colwood site and a similar land use proposal at two nearby golf courses, designating approximately 90 additional acres at Riverside and 15 acres at Broadmoor as Industrial and retaining the Open Space designation on 215 acres. The Comprehensive Plan also retains the Open Space designation on the nearby Columbia Edgewater golf course that abuts the East Columbia residential neighborhood.

These map designations were drawn to generally avoid encroaching on natural resources protected through existing environmental overlay zones, and to create large, functional industrial sites and open spaces with opportunities for substantial environmental restoration. The buildable land inventory estimates 95 acres of capacity after constraints at these sites. The assumed capacity of these map changes includes 28 additional acres, accounting for the entire 49-acre site at Colwood where development is underway, rather than the 21 acres of capacity included in the BLI. With public infrastructure investment and site assistance, about 100 acres of industrially designated land at these sites may be available for development.

While the Riverside golf course could potentially remain in operation indefinitely, national market trends indicate an oversupply of golf courses in the coming years relative to population demographics, particularly in inner city locations. Given these trends and continuing intensification of industrial development in the surrounding area, it is reasonable to expect potential reuse of these sites in the 2035 planning horizon and the Comprehensive Plan proposal would accommodate that change. Private golf courses such as Riverside appear to be in a stronger economic position than public courses.

Proposed public investments (e.g., improvements at 33rd Avenue) and site assistance are expected to help overcome development constraints at these sites. Development requirements are expected to include adequate infrastructure improvements, natural resource protection and enhancement, and expanded public access to open space, consistent with proposed Policy 6.48. Golf Course Reuse and Redevelopment.

West Hayden Island

West Hayden Island was brought into the Urban Growth Boundary in 1983 for marine industrial development, and Metro designates the site as Regionally Significant Industrial Area in the Urban Growth Management Functional Plan (Title 4), as well as regionally significant fish and wildlife habitat (Title 13). Metro requires that the City of Portland develop a district plan for West Hayden Island, in cooperation with the Port of Portland. The district plan has not been completed, therefore the recommended Comprehensive Plan Map designation of Rural Farm Forest maintains West Hayden Island as a holding zone for future determination of the mix of

land uses, if and when it is annexed in to the City of Portland. The Comprehensive Plan accommodates the medium cargo forecast for 150 acres of marine terminal land demand by 2035 without relying on annexation and industrial development at West Hayden Island.

New Mixed Employment Areas

A variety of map changes are proposed in the Comprehensive Plan Update to expand capacity and improve the land use efficiency and functions of Dispersed Employment areas:

- New Mixed Employment areas have been designated at development opportunity sites near freeway interchanges or truck routes in East Portland, including an existing farm site (currently designated residential or commercial) and underutilized commercial sites.
- New Mixed Employment areas have been designated as transition areas between industrial districts and residential neighborhoods at NW Vaughn St. and N Columbia Blvd. at Denver St.
- Existed General Commercial areas with redevelopment potential for higher employment density have been changed to Mixed Employment designations, including portions of SE 82nd Ave. and N Hayden Meadows Dr.
- Existing Central Employment sites in employment use have been changed to Mixed Employment designations in Dispersed Employment areas (e.g., Freeway Lands) and in Central Gateway (see explanation in Neighborhood Business Districts section below), focusing their development potential on employment uses rather than mixed use/residential use.

The Employment Capacity Zoning Project is underway as part of the Periodic Review Task 5 Implementation to propose zoning map and code changes that implement these new Comprehensive Plan designations.

The 2035 Comprehensive Plan maps also includes new Mixed Employment designations in existing Industrial Districts, including the ESCO manufacturing headquarters site and adjacent infill parcels south of NW Nicolai.

WATERSHED HEALTH IMPROVEMENTS

Policy 6.49. Industrial growth and watershed health. Facilitate concurrent strategies to protect and improve industrial capacity and watershed health in the Portland Harbor and Columbia Corridor areas.

Development capacity impacts are also expected to result from actions to meet City environmental policies and regulatory obligations. As noted above, Portland’s industrial districts along the Willamette and Columbia Rivers serve as regionally significant industrial and natural resource locations. Recognizing the parallel public objectives for limited land in these geographies, Policy 6.49 above describes expectations for concurrent improvements in both industrial capacity and watershed health. Other 2035 Comprehensive Plan policies to protect and

improve watershed health include 7.19. Natural Resource Protection, 7.21 pertaining to Environmental Protection Programs, 7.22. Land Acquisition Priorities and Coordination, additional policies specific to the Willamette, Columbia, and Columbia Slough watersheds, and policies calling for designing with nature, resource efficient development, and hazard resilient development.

To implement watershed health policies on balance with economic development policies, a strategy of additional natural resource protection, enhancement and ecological site design is proposed as summarized below. This multi-faceted strategy was developed in consultation with the Industrial Land/Watershed Health Working Group described above. Implementation of this strategy is expected to be pursued concurrently with actions to support industrial capacity gains, in accordance with Policy 6.49. Industrial Growth and Watershed Health. **Update Environmental and Greenway Overlay Zones and Regulations**

- Complete multi-objective plans for the River Plan/North Reach and Columbia Corridor, to address some combination of the following:
 - Applying new overlays to unprotected higher functioning or priority resources (e.g. high- and medium-ranked natural resources in the City’s Natural Resource Inventory (NRI), potential off-site mitigation and restoration sites).
 - Removing overlays from land with no NRI resources.
 - Adjusting the protection level to better correspond to the level of natural resource function and improve program consistency (e.g. c-zone to p-zone or vice versa).
 - Updating area-specific environmental and greenway regulations that improve natural resource function through industrial development and redevelopment (e.g., streamlined procedures for site enhancements or ecological site design (see section D below), and allow prospective mitigation credit for proactive restoration activities, etc.).
- Pursue targeted update of Environmental Overlay Zone chapter of the Zoning Code (citywide regulations) including streamlining for resource enhancement, streamlining to encourage industrial intensification, clarification of mitigation requirements (e.g., potential standards, additional flexibility for off-site mitigation or participation in mitigation bank), and provisions needed to respond to new ESA listings.
- Complete future regulatory and/or program updates as needed to comply with the Endangered Species Act in response to litigation against FEMA relating to floodplain development.

Enhance/Restore Protected Natural Resources

- Identify priorities, estimated costs, and funding options (revenue sources, partnerships, incentives) in the Columbia Corridor and Portland Harbor. Specifically explore and pursue the following:

- Restoration investments in public or land trust ownership or conservation easements.
 - Dedicated, long-term revenue sources for acquisition, restoration, and maintenance.
 - Options for public/private partnerships and investments.
 - Incentives for natural resource enhancement, such as tax credits.
 - Innovative institutional and funding structures.
 - Community and political support and commitment for proactive, long-term restoration investments.
- Prioritize target mitigation/restoration sites in the Columbia Corridor and Portland Harbor.
 - Work with private mitigation bankers and other partners to explore and develop banks that sell wetland, riparian, in-water and grassland-related mitigation credits for City-required mitigation or NRDA/Superfund mitigation.

Advance Ecological Site Design

- Encourage ecological site design through best practices research and seeking partnerships and pilot projects.
- Establish or reinstate financial incentives, such as the eco-roof incentive program
- Provide education and technical assistance.
- Evaluate and pursue, as appropriate, code amendments, including regulatory incentives and performance based approaches.
- Develop resource handbook or design competition to encourage eco-industrial site design.

Capacity Assumptions for Additional Natural Resource Protection

The following analysis is intended to estimate the potential development capacity impacts of future legislative projects that will among other items, update the City's existing greenway and environmental overlay zones. The analysis also estimates potential development capacity impacts associated with Portland Harbor Superfund's Natural Resources Damages Assessment required restoration activities. This analysis and associated assumptions do not specifically dictate or bind future City decisions. In the future, when specific regulatory actions are proposed, development capacity impacts and Goal 9 compliance will be addressed along with other goals as part of that project.

It is estimated that future updates to the City’s environmental and greenway overlay zones could reduce development capacity by 150 acres on vacant and underutilized sites:

- 98 acres in the Harbor and Airport Districts
- 12 acres in Harbor Access Lands
- 40 acres in Columbia East

These capacity impacts represent the potential incremental impact of updated regulations beyond the capacity reductions attributed to physical features (floodplains, wetlands, etc.) that have already been applied as part of the Buildable Land Inventory methodology.

An additional 25 acres of capacity reduction is assumed in anticipation of the use of some vacant or underutilized sites for restoration to meet Natural Resource Damage Assessment requirements associated with Portland Harbor Superfund.

Future regulatory updates are also expected to expand environmental overlay zoning on developed sites in Columbia East and in the Harbor and Airport Districts. These overlay zone expansions are estimated to apply to approximately 2% of the developed sites in Columbia East, and 3.5% of the developed sites in the Harbor and Airport Districts, respectively.

An additional 1% of the developed sites in Columbia East, and 2% of the developed sites in the Harbor and Airport Districts, are assumed to shift from existing environmental conservation zone to environmental protection zone. These areas are within 50 feet of a stream or wetland. Most of these natural resource areas on developed sites have existing environmental constraints other than or in addition to environmental overlay zones.

In the Harbor Access Lands, greenway and environmental overlay zone updates are expected to apply to approximately 12% of developed sites; however, in each of these geographies, the regulatory updates would apply to natural resources that are currently constrained and subject to existing regulations (e.g., Willamette greenway overlay zones, balanced cut and fill) or other environmental constraints. As a result, the incremental impact of future regulations on developed sites is expected to be negligible.

More detailed descriptions of these analyses are provided in Appendix A.

Other elements of the strategy to improve watershed health are not assumed to have significant impacts on development capacity. Restoration efforts are assumed to focus primarily on protected natural resource or open space areas. Efforts to encourage ecological site design are assumed to include a mix of non-regulatory and regulatory tools that will support both development and watershed goals for certainty and overall cost-effectiveness.

SHORT-TERM LAND SUPPLY

EOA Section 3 identifies significant deficits of short-term development capacity in the Harbor and Airport Districts, Harbor Access Lands, and Dispersed Employment areas. These short-term

deficits are expected to be met by announced development projects, intensified use of developed sites, and proposed map amendments and rezoning.

In the Harbor and Airport Districts, an estimated 35-acre deficit in existing short-term land supply can be almost entirely met by proposed investments and efforts to encourage intensified use of developed land (estimated at 15% of demand as discussed above) and the proposed development project at the 49-acre industrial portion of the former Colwood Golf Course. The Riverside Golf Course site is not included in the proposed short-term land supply, because the Comprehensive Plan Update does not include rezoning to an industrial base zone at that site. A slight 5-acre shortfall of short-term land supply in the Harbor and Airport Districts is expected to be met in the adjacent Columbia East geography, where surplus short-term capacity of 101 acres in is also available to partially meet demand for comparable building types.

In the Harbor Access Lands geography, most of the vacant land supply consists of brownfields affected by Portland Harbor Superfund liability. These harbor brownfield sites are not included in the short-term land supply, and the City has limited ability to overcome those development constraints by 2020; however, substantial development is underway or proposed in this geography that appears to be generally at pace to meet short-term forecast demand for 82 acres by 2020 (see Figure 8 in Appendix B).

- Redevelopment of the Daimler Trucks headquarters offices broke ground in 2014 on a new 269,000 square foot nine-story building that is expected to result in approximately 400 new jobs. This development represents equivalent capacity of approximately 18 acres (measured by floor area, or 21 acres measured by expected jobs).
- The Canpotex potash terminal at Port of Portland T-5 made \$165 million of facility investments in 2014, providing an estimated 70% expansion of existing throughput capacity (see EOA Section 1), which is generally represented by the existing 320,000 square foot storage building. This intensified use of non-vacant land represents an approximate capacity gain of 15 acres, since this site is not included in the Buildable Land Inventory.
- Other major facility investments since 2012 have also been identified by the Port of Portland on existing Harbor Access Land sites, which translate less clearly into equivalent building square footage. These investments include \$50 million for a new dry-dock at Vigor Industrial, \$44 million for upgraded storage and handling at Columbia Grain, \$21 million for expanded grain storage and moving facilities at LD Commodities, and \$10 million in new ship loading facilities at the Kinder Morgan Bulk Terminal.

The modest 4-acre deficit in short-term land supply estimated in the Dispersed Employment areas is expected to be met rezoning projects underway in Task 5 of the Comprehensive Plan Update, including new areas of General Employment zoning and increases in industrial development allowances in the Neighborhood Commercial geography.

The 2035 Comprehensive Plan will provide a 20-year supply of additional employment land capacity in Portland's industrial districts through brownfield redevelopment, intensification of land uses, and expansion of industrial sanctuaries.

V. NEIGHBORHOOD BUSINESS DISTRICTS

In 2010, Neighborhood Business Districts accounted for 93,000 jobs – about 25% of the jobs in Portland. By 2035, more than 35,000 additional jobs are projected for these areas, requiring 700 acres of business commercial capacity.

What types of businesses locate here? Neighborhood business districts are mainly home to the retail, personal service, and related sectors that serve customers on-site. These businesses generally need ground-floor space along pedestrian- or auto-oriented streets. The EOA identifies three types of Neighborhood Business District geographies:

- Gateway is designated by Metro as a Regional Center and is planned to transition to a high-density, mixed use area. Gateway has concentrations of businesses in health care and retail.
- Town Centers are planned for midrise, mixed-use development and include concentrations of institutional, retail, and office sector businesses. They include Hillsdale, Hollywood, Lents, St. Johns, and West Portland, which are designated in Metro’s 2040 Growth Concept, and new town centers are proposed in Northwest District, Killingsworth/Interstate, and Midway (122nd/Division).
- The numerous mixed use commercial corridors across Portland have a diverse business mix and concentrations of small businesses. These districts are designated as Neighborhood Centers, Civic Corridors, Neighborhood Corridors, and interspersed nodes.

Why are these employment geographies important? Neighborhood Business Districts are a foundation of neighborhood livability in attracting pedestrian and social activity, defining neighborhood character, providing diverse destinations, and conveniently serving daily shopping needs. The 93,000 jobs in these districts account for 25% of the citywide employment. Neighborhood business districts also provide major economic benefits by keeping local dollars circulating within Portland, particularly through small business vitality. Small businesses are concentrated in this employment geography more than others, supporting Portland’s identity as a small business city.

2010-2035 job growth potential: 35,100 net new jobs. These districts account for 25% of the citywide job forecast. Many of these districts are experiencing significant growth and change, providing synergistic locations for concentrated housing and commercial growth in “complete neighborhoods” with convenient access to services.

EMPLOYMENT LAND CAPACITY OF THE 2035 COMPREHENSIVE PLAN

The Neighborhood Business Districts currently have surplus development capacity to accommodate nearly twice their aggregate forecast demand by 2035. Substantial surplus capacity exists in the Gateway, Town Centers, and Neighborhood Centers and Corridors geographies. Surplus short-term capacity to meet demand by 2020 is also available in these three geographies (see EOA Task 2/3 Report).

NEIGHBORHOOD BUSINESS GROWTH AND LAND USE DIRECTION

Policy 6.62. Neighborhood business districts. Provide for the growth, economic equity, and vitality of neighborhood business districts.

Policy 6.66. Neighborhood-serving business. Provide for neighborhood business districts and small commercial nodes in areas between centers to expand local access to goods and services. Allow nodes of small-scale neighborhood serving commercial uses in large planned developments and as a ground floor use in high density residential areas.

The primary land use and development policies for this employment geography are summarized in the section below on centers and corridors. The areas are designated for mixed residential and employment uses and higher densities to support complete neighborhoods and healthy communities. Policies 6.62 and 6.66 (above) provide further land use direction on their primary commercial market function of neighborhood serving businesses. The livability and economic equity of Portland neighborhoods rely on these neighborhood serving businesses.

2035 COMPREHENSIVE PLAN MAP CHANGES

Numerous map changes are proposed in the Comprehensive Plan to implement the centers and corridors framework. A Mixed Use Zoning Project is underway as part of the Comprehensive Plan Update (in Task 5 in the periodic review work plan) to clarify and implement these new designations. Existing commercial zones already allow multifamily residential use and densities that are generally consistent with these designations. The proposed plan designates:

- Three new Town Centers at Northwest District, Killingsworth/Interstate, and Midway. Town Centers are intended to accommodate low-rise to midrise density of up to 10 stories.
- Twenty-two Neighborhood Centers throughout the city, supporting the objectives of healthy and complete neighborhoods. Neighborhood Centers are intended to accommodate low-rise density of up to 4 stories.
- A network of Civic Corridors and Neighborhood Corridors for midrise and low-rise densities, respectively, which take advantage of their redevelopment potential and transit connections. Civic corridors are the city's busiest, widest and most prominent streets.
- A Mixed Employment area in Central Gateway that supplements the tightening capacity for industrial-office incubator space in the Central City and compete more effectively in the regional office development market.

SYSTEM OF CENTERS AND CORRIDORS

Goal 3.D. A system of centers and corridors. Portland's interconnected system of centers and corridors provides diverse housing options and employment opportunities, robust multimodal transportation connections, access to local services and amenities, and supports low-carbon complete, healthy, and equitable communities.

Policy 3.13. Role of centers. Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.

Policy 3.16. Investments in centers. Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

One of the primary themes of the 2035 Comprehensive Plan is the urban form framework of centers and corridors that are well served by pedestrian, bicycle, and transit systems. Centers and mixed use corridors are places with concentrations of businesses and services, housing, gathering places and green spaces that provide residents with options to live a healthy, active lifestyle. When services and other destinations are clustered in compact areas economic viability is strengthened and walking, transit and bicycling become more practical. The proposed of Neighborhood and Town Centers and Civic and Residential Corridors vary in size and character depending on their location, but all of them contribute to increasing economic opportunities and neighborhood vitality.

Currently, only 64% of Portlanders live in complete neighborhoods with frequent transit service, schools, parks or greenspaces, and businesses and other amenities close enough to safely and easily walk or bike for meeting. In some areas, services are scattered or missing, or streets may lack sidewalks, bikeways or other safe connections providing local access. The Portland Plan set the objective that 80% of Portlanders live in a complete neighborhood by 2035. The 2035 Comprehensive Plan supports this objective by concentrating growth in centers and corridors that are dispersed across Portland neighborhoods.

In the past, Portland has primarily used zoning that promotes a compact mix of commercial uses and housing to cultivate places with a sufficient mix of uses and services; however, zoning alone has not been successful in producing these results evenly across the city. Emerging opportunities to increase development of centers and corridors include expanding demand for multifamily housing in close-in locations, associated retail and service needs as well as continuing expansion of the health care and education sectors in centers and corridors. Policy 3.16 (above) and the Transportation System Plan and Citywide Systems Plan propose concentrated investments in centers and corridors that make them more attractive and affordable locations to develop. Additionally, the Portland Plan's Healthy Connected City strategy introduces a broader range of tools, including community partnerships and investments that will help achieve these objectives.

SMALL BUSINESS SUPPORT AND NEIGHBORHOOD REVITALIZATION

Policy 6.9. Small business development. Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.

Policy 6.68 Investment priority. Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.

Policy 6.64 Small, independent businesses. Facilitate the retention and growth of small and locally-owned businesses.

Community-driven revitalization efforts underway offer potential to increase small business development, improve economic equity, and reduce retail and service disparities among Portland neighborhoods. **Small businesses are at the core of Portland’s neighborhood business districts. Collectively, they offer diverse potential to improve job growth, increase self-employment, and add to the city’s economic resiliency.**

Policies 6.68 and 6.64 reinforce new directions for commercial revitalization set in the Portland Neighborhood Economic Development Strategy and Portland Plan. These strategies propose a community-driven neighborhood economic development approach to build local capacity, minimize involuntary displacement and spur commercial activity in underserved neighborhoods. This approach includes support for entrepreneurship and microenterprise development, as well as expanding community partnerships to leverage more public investments to advance neighborhood economic development goals.

While much of the public sector role has focused on one-time capital investments and incentives, a pivotal difference can be in the form of day-to-day technical, marketing, and related business assistance. Portland has a solid base of business districts with supportive community organizing and small business resources. Recent initiatives include the East Portland Action Plan, the Neighborhood Economic Development Strategy, and the Neighborhood Prosperity Initiative. PDC’s Neighborhood Economic Development Strategy includes a multi-pronged approach to measuring neighborhood business vitality, including new business licenses, new business growth, positive job growth, resident income, transit access, and retail needs satisfaction.³

GATEWAY AS PORTLAND’S SECOND BUSINESS CENTER

Policy 3.28. Role of Gateway. Encourage growth and investment in Gateway to enhance its role as East Portland’s center of employment, commercial and public services.

For the Gateway Regional Center, substantial new office development has not yet occurred despite direct proximity to east-west and north-south freeway (I-84/I-205) and light rail transit service coupled with availability of tax increment funding through the urban renewal area. Barriers to successful office development have included lack of a critical mass of professional and financial sector office activity, lower market rents that are inadequate to support mid-to-high

³ For detailed information on the neighborhood vitality index, please read the Neighborhood Economic Development strategy: http://www.pdc.us/bus_serv/ned.asp

rise construction costs, and relative fragmentation of many of the vacant and lesser valued property holdings.

Policy 3.28 supports a range of demand opportunities in Gateway to expand low/mid-rise institutional and office development:

- Institutional development accounts for 60% of the forecast building area in Gateway to 2035, building on the expansion potential of Adventist hospital and a variety of other health care and education facilities there.
- The Mixed Employment area designated in Central Gateway takes advantage of the area’s potential to accommodate spillover demand from the tightening capacity for industrial office incubator space in the Central City.
- Gateway and the nearby Portland International Center at PDX are Portland’s largest concentrated area of office development capacity, outside of the Central City, available to establish a critical mass of office activity that could compete more effectively with lower-rise and larger footprint office parks currently focused in the suburban market around Portland. Greater diversity of office products would better enable Portland to recapture its competitive share of the office space market that has been lost over the last couple of decades. Gateway’s relative affordability and proximity to PDX is among its location advantages for businesses requiring immediate access to air transport through personnel, customers, or high-value freight.

The majority of the land supply is associated with smaller, underutilized redevelopment sites rather than vacant sites; however, the current development trends indicate that the market is developing at a relatively low 0.5 FAR, which is consistent with a significant existing amount of surface parking lot area. **Achieving higher FARs in Gateway and the town centers will depend on opportunities to reduce the proportion of land in surface parking.** One of the key elements will be to find innovative approaches to reduce the parking footprint while assuring customer and employee accessibility. These strategies include support for prototype developments to show market viability. Innovations could include taking advantage of the reduced parking standards already in place, un-bundling of parking in real-estate transactions (for example, listing the price of a parking space separate from the residential or commercial lease, as an add-on), maintaining on-street parking, and initial structured parking with major development projects outside of the Central City.

COMMERCIAL CAPACITY IN UNDERSERVED NEIGHBORHOODS

Commercial vitality is widely uneven among neighborhood business districts, and only 60% of Portlanders currently live within a half-mile of a full-service grocery store or market that sells healthy, fresh food. The Portland Plan’s Healthy Connected City goal emphasizes creating complete neighborhood centers that provide access to services and destinations, locally and across the city. In response, **the 2035 Comprehensive Plan map designates new Neighborhood Commercial areas in underserved areas.** Policy 6.65 Neighborhood-Serving Business also supports adding commercial and mixed use development capacity in underserved neighborhoods. Related policies that further support reducing neighborhood retail and service

disparities include Policy 6.9. Small Business Development, 6.71. Temporary and Informal Markets and Structures, 4.85 Grocery Stores in Centers, and 4.86 Neighborhood Food Access.

The 2035 Comprehensive Plan will provide a 20-year supply of additional commercial land in neighborhood business districts by enhancing the capacity of existing centers and corridors, investing in new centers and corridors, providing small business support and neighborhood revitalization programs, and addressing the needs of underserved neighborhoods.

VI. CAMPUS INSTITUTIONS

In 2010, institutional campuses (hospitals, colleges and universities) accounted for 31,900 jobs – about 9% of the jobs in Portland. By 2035, 22,730 additional jobs are projected for these areas, requiring 370 acres of development capacity for campus institutions.

What types of businesses locate here? The health care and education sectors are concentrated in large hospital and college campuses and smaller neighborhood facilities. The institutional geography consists of 17 of Portland’s 19 large hospital and college campuses (excluding PSU in the Central City Commercial geography and Adventist hospital in Gateway). Their campuses vary from large pastoral expanses (some exceed 100 acres) to concentrated urban complexes of mid-rise buildings.

Why is this geography important? Portland has an exceptional collection of higher education and health care institutions that provide access to essential services, such as education and workforce training and health care. They are centers of innovation and learning in the community. These institutions are also major employers, anchoring the health care and education sectors, which accounted for 88,500 jobs, or 24% of the employment in the city in 2010, and have been leading sources of job growth locally, regionally, and nationally. The jobs in this geography are also relatively stable, continuing to grow during the 2008-2010 Great Recession, and are concentrated in high-wage occupations.

2010-2035 job growth potential: 22,700 net new jobs. The Institutional geography accounts for 16% of the citywide job forecast. The health care and education sectors concentrated in this geography have been the city’s biggest job growth sectors, making up 36% of forecast job growth and 27% of forecast citywide employment in 2035.

EMPLOYMENT LAND CAPACITY OF THE 2035 COMPREHENSIVE PLAN

The current growth capacity in most of the Campus Institutions geography consists of the maximum development allowance set in their conditional use master plans and impact mitigation plans. This existing capacity meets only 83% of forecast demand by 2035, leaving a 64-acre shortfall of needed developable land. The 2035 Comprehensive Plan meets this capacity shortfall primarily by designating each campus as employment land with expected development (FAR) allowances that exceed forecast development. The floor area allowances being considered in the Institutional Zoning Project now underway meet an estimated 141% of forecast demand overall, as described further below.

INSTITUTIONAL GROWTH AND LAND USE DIRECTION

Policy 6.56 Campus institutions. Provide for the stability and growth of Portland’s major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers.

Policy 6.57 Campus land use. Provide for major campus institutions as a type of employment land, allowing uses typically associated with health care and higher

education institutions. Coordinate with institutions in changing campus zoning to provide land supply that is practical for development and intended uses.

These policies and the Comprehensive Plan Map propose a major shift in land use direction for campus institutions, designating them as employment districts, where uses typically associated with their operations are allowed, rather than conditional uses in residentially designated areas. The average age of the 15 residentially designated institutions at their current locations is nearly 80 years. **The average size of these campuses in total employment is comparable to Town Centers.**

This policy shift also supports the forecast job growth at campus institutions. Implementation of these policies is expected to include zone changes to allow forecast development, as well as transportation and other infrastructure projects to adequately serve these campuses.

2035 COMPREHENSIVE PLAN MAP CHANGES

The current residential land use designation on most of this geography in the Comprehensive Plan Map is proposed to be changed to Institutional Campus, a new employment land designation. This map designation is generally applied to the current master planned campus boundaries. Proposed Policy 10.1.20 Institutional Campus describes the intended use, intensity and public services provision at these map designations, including the intent to foster the growth of the institution while enhancing the livability of surrounding residential neighborhoods and the viability of nearby business areas. The Portland Plan specifically supports this map change in Action 69, calling for new land use and investment approaches to support the growth and neighborhood compatibility of college and hospital campuses.

Continuing development of Portland's campus institutions is complicated by the historic development of these campuses in unusual locations not consistent with typical commercial siting criteria. As a result, campus institutions commonly have limited transit or arterial street access, proximity to residential neighborhoods that constrain campus expansion, and zoning regulations that appear to increasingly impede effective site planning to respond to rapidly changing educational and health care needs. The current residential map designations contribute to this mismatch.

Meeting forecast institutional land needs is challenging, not only because of the size of the gap (64 acres) but also the physical setting of many institutions, often bounded by residential neighborhoods. Options generally include:

- Increased density of development within the existing footprint through infill and redevelopment.
- Increasing the campus footprint (with land acquisition), often requiring re-zoning and conditional use master plan (CUMP) approval processes.
- Creating satellite campuses taking advantage of opportunities elsewhere in Portland, such as designated mixed use centers and corridors.

The approach proposed in the Comprehensive Plan combines each of these options. Moderate campus-wide densities can accommodate substantial growth, while limiting development at

campus edges near single-family neighborhoods. The proposed map designations are based on the current master plans, which can extend outward from the current footprint, such as inclusion of the planned riverfront expansion area at the University of Portland. Policy 6.60. Satellite Facilities also encourages continuing off-site expansion where practical for some types of uses, such as OHSU outpatient and research facilities in nearby South Waterfront and Providence offices in nearby Hollywood.

REGULATORY REFORM

Policy 6.58 Development impacts. Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design.

Policy 6.59 Community amenities and services. Encourage campus development that provides amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.

Policy 6.60 Campus edges. Provide for context-sensitive, transitional uses and development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.

These proposed policies provide balanced direction for new development standards to accommodate institutional growth and neighborhood compatibility and livability.

Implementation of these policies is underway in the Campus Institutional Zoning Project as part of the Comprehensive Plan Update (Task 5).

The current zoning regulatory approach of conditional use master plans and impact mitigation plans has been widely criticized. This zoning approach does not designate adequate 20-year growth capacity for campus institutions. Representatives of long-established institutions have objected that their conditional use status treats them as “guests in the neighborhood.” Required ten-year and interim updates of master plans entail extensive Type 3 review and tend to hamper flexibility for technological and market changes in the rapidly growing health care and education fields. In response, institutions may overestimate planned development to meet potential future needs, which can contribute to protracted neighborhood disputes from development impacts in these discretionary review processes.

The current conditional-use status of campus institutions, requiring campus master plans and periodic updates, is expected to be replaced by institutional campus base zones that allow typical institutional uses and establish development standards to protect surrounding neighborhood livability, consistent with proposed Policies 6.58 - 6.60.

The Campus Institutional Zoning Project proposes new zones to implement the Institutional Campus map designations. Two types of campus zones will encompass the broad range of conditions and suitable development capacity among campuses, such as the following: a medical campus zone allowing 3:1 Floor Area Ratio (FAR), or up to 4:1 in Regional and Town Centers; an urban higher education campus zone allowing 2:1 FAR or up to 3:1 in designated Regional and Town Centers; and a lower density higher education campus zone allowing 0.5:1 FAR. **The**

resulting development capacity will be adequate to meet forecast land needs for each type of campus (see Figure 2).

SATELLITE AND SMALLER URBAN CAMPUSES IN CENTERS AND CORRIDORS

Policy 6.61 Satellite facilities. Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

Policy 6.61 encourages expansion of less integral institutional facilities in satellite locations, which in turn frees up space for core services on the campuses. For example, Providence Hospital has taken this approach by locating some of their administrative office facilities in nearby Hollywood Town Center. Another example is the location of OHSU outpatient and research facilities at satellite facilities in nearby South Waterfront, linked to the OHSU hospital by an aerial tram. These institutional satellite facilities can be a source of both services and employment in mixed-use centers and corridors.

A related trend and capacity-expansion opportunity is the location of smaller standalone campuses in centers and corridors. For example, PCC is making significant investments in its Cascade and Southeast campuses that integrate the campus into the existing commercial corridors. Other related examples include proposed expansion of the University of Oregon and Oregon State University facilities in the Central City.

ADEQUATE TRANSPORTATION ACCESS AND SERVICE

Traffic impacts and related transportation system deficiencies are commonly cited as the most challenging compatibility issue of campus institutional growth on neighborhood livability. Additionally, EOA focus groups identified improved transit service as the single greatest public infrastructure need. Because most of Portland’s major medical and educational institutions have been in place for many years, the need for continued public investment and service reconfiguration can be easily overlooked.

The proposed designation of campus institutions on the Comprehensive Plan Map has helped to specifically account for institutional growth in transportation modeling for the Transportation System Plan (TSP) update. In turn, proposed projects in the TSP are expected to be implemented as needed to provide adequate system capacity.

As major employers, transportation demand management (TDM) plans offer another significant opportunity to more efficiently serve transportation needs of institutions and reduce traffic impacts on surrounding neighborhoods. Proposed Policies 9.52-9.54 on Transportation Demand Management support creation and maintenance of ongoing TDM programs.

The 2035 Comprehensive Plan will provide a 20-year supply of additional land for campuses and institutions through regulatory reform, encouraging satellite facilities, and addressing traffic impacts and transportation deficiencies.

APPENDIX A. INDUSTRIAL CAPACITY IMPACTS OF NATURAL RESOURCE PROTECTION REGULATIONS

ESTIMATING THE DEVELOPMENT CAPACITY IMPACTS OF POTENTIAL FUTURE NATURAL RESOURCE PROTECTION

The impacts of potential future regulations have been estimated to inform City strategies to meet Statewide Planning Goal 9 and relevant Comprehensive Plan policies. The development capacity impact estimates are incremental, accounting for existing environmental constraints and associated capacity reductions applied by the Buildable Land Inventory (BLI).

Specifically, for vacant and underutilized sites, the BLI already deducts 100% of development capacity for floodways and environmental protection overlay zones, and 50% of the capacity for environmental conservation overlay zones, steep slopes, wetlands, and the 100-year floodplain. The BLI also deducts 50% of the site area from development capacity for nearly all vacant and underutilized sites that contain existing greenway overlay zones.

The incremental development capacity impact of potential future regulations is estimated in Figures 6, 7, and 8 below, based on the following assumptions and analysis. This analysis provides a reasonable basis for planning, given City goals, policies, recent planning analyses, and regulatory obligations, but is not intended to bind future City policy and regulatory decisions.

HARBOR AND AIRPORT DISTRICTS, AND COLUMBIA EAST

In the Harbor and Airport Districts, and in Columbia East, environmental overlay zones are assumed to be applied to land with natural resources that rank high or medium in the Natural Resources Inventory (NRI). For purposes of this analysis it is assumed that:

- The environmental protection overlay zone (p-zone) would be applied to protect natural resources within 50 feet of rivers, streams, drainageways, and wetlands; and the p-zone would be applied to the wetlands and waterways themselves. It is assumed that the p-zone would be applied to these natural resource areas if they are currently unprotected by environmental overlay zones. It is also assumed that the environmental conservation zone (c-zone) would be converted to the p-zone to provide additional protection for natural resources within 50 feet of water bodies.
- The environmental conservation overlay zone would be applied to high- and medium-ranked natural resources located more than 50 feet from rivers, streams, drainageways, and wetlands.
- The BLI constraint methodology would be applied to estimate the incremental impacts of the expanded or modified environmental overlay zones.

- Environmental overlay zones would not be applied to low-ranked natural resources or to natural resources in the Airport Districts that rank high in the NRI, solely because they are Special Habitat Areas (SHAs) that support grassland associated wildlife species. This is because environmental program updates for those SHAs were addressed relatively recently in the Airport Futures project (adopted in 2011).

Applying these assumptions to vacant and under-utilized sites in the Harbor and Airport Districts, the p-zone would be applied to an additional 136 acres of high- and medium-ranked natural resources within 50 feet of water bodies (88 acres of which are currently within the c-zone). The c-zone would be applied to an additional 66 acres of high- and medium-ranked natural resources located more than 50 feet from water bodies. The employment capacity impact of these regulatory updates is estimated to be an additional 97 acres beyond the capacity reductions already applied by the BLI constraints.

Applying these assumptions to vacant and under-utilized sites in Columbia East, the p-zone would apply to an additional 45 acres of high- and medium-ranked natural resources within 50 feet of water bodies (27 acres of which are in the existing c-zone). The c-zone would be applied to an additional 27 acres of high- and medium-ranked natural resources located more than 50 feet from water bodies. The employment capacity impact of these regulatory updates is estimated to be an additional 39 acres beyond the capacity reductions already applied by the BLI constraints.

HARBOR ACCESS LANDS

In the Harbor Access Lands geography, nearly all the vacant and underutilized sites contain Willamette River Greenway overlay zones. For these sites, it is assumed that:

- Future updates to the greenway overlay zones will retain key elements of existing regulations, including the greenway setback, greenway review for development on vacant and under-utilized sites that must establish river-dependent or river-related uses, and a planting or landscape requirement.
- A new natural resource-focused overlay zone will be applied to the 115 acres of high- and medium-ranked natural resources on vacant or underutilized sites containing existing greenway overlay zones. It is assumed that this new overlay zone would be similar in construct to the environmental conservation zone, but would be specifically designed for areas with river-related and river-dependent uses in the Portland Harbor.
- The updated regulations will include a new, streamlined standards-based review track for new development, as well as clearer mitigation requirements that would allow mitigation to occur on- or off-site. A new clear and objective standards track should significantly reduce the frequency in which a land use review is triggered by new development or redevelopment projects on already developed sites.

Given that the BLI already deducted at least 50% of the development capacity for entire vacant and underutilized sites within the existing Greenway overlay zones, and because it is assumed

future greenway regulations would contain similar elements as the existing Greenway overlay zones, no incremental impact on development capacity is assumed for future regulatory updates on sites within the Willamette Greenway.

The only high- and medium-ranked natural resources that are in the Harbor Access Lands geography but outside the Willamette Greenway are located on Port of Portland-owned Terminal 6 (T-6). To estimate the potential development capacity impact of future environmental regulatory updates on the vacant and underutilized portions of T-6, it is assumed that the environmental conservation overlay zone would be applied to high- and medium-ranked significant natural resources that are not within the existing overlay zone, including Special Habitat Areas. Applying this analysis, the c-zone would be applied to an additional 28 acres, with a capacity impact of an additional 12 acres, beyond the environmental constraints already applied by the BLI.

IMPACTS OF FUTURE CITY ENVIRONMENTAL REGULATIONS ON DEVELOPED PROPERTIES

As noted above, the BLI and EOA assigned potential new employment capacity only to vacant or under-utilized properties in the Columbia East and Columbia Harbor EOA geographies, including the Harbor Access Lands portion of the Columbia Harbor geography. Potential new employment capacity was not assigned to developed properties in these geographies.

Given that the BLI did not allot future development capacity to developed industrial sites it is appropriate to view the impact of future regulations in terms of impacts on intensification of existing uses. Like the analysis of impacts on vacant and underutilized sites, it is appropriate to view the impacts of potential future environmental regulations as incremental relative to existing regulations and other constraints.

It is also assumed that the updated regulations would strike a balance among City policies for economic development and watershed health, for example, while it is expected that existing regulations will be improved and/or expanded to address unprotected natural resources, the updated regulations are also expected to include streamlined provisions, such as new or updated standards, or clearer allowances for off-site mitigation, that improve development and certainty, reduce the number of discretionary land use reviews required, and facilitate intensification of existing uses.

In terms of developed sites potentially affected by future environmental and greenway overlay zone updates, analysis suggests that these updates would have a relatively minimal impact, as summarized in the following bullets:

- There are 7,661 acres of developed sites in the Harbor and Airport Districts. Of the 615 acres of high- and medium-ranked NRI resources on these sites, (315 acres high, 300 acres medium) 340 acres or about 55% are within existing environmental overlay zones. The approximately 275 acres that are not within existing environmental overlay zones represent 3.5% of the developed site area in this portion of the geography. In addition, the vast majority of this area is currently constrained by existing wetlands, floodway, floodplain, or other environmental constraints.

- There are 1,705 acres of developed sites in the Columbia East geography. Of the 258 acres of high- and medium-ranked NRI resources these sites (139 acres high, 119 acres medium), 221 acres or about 86% are within existing environmental overlay zones. The 37 acres of high- and medium ranked NRI resources that are not within existing environmental overlay zones represent about 2% of the developed land in Columbia East. Some of this area is currently constrained by existing wetlands, floodway, floodplain, or other physical environmental constraints.
- There are approximately 1,996 acres of developed sites in the Harbor Access Lands, including sites in the greenway-i and greenway-g, overlay zones, and at Terminal 6. This area includes 237 acres of high and medium-ranked natural resources, or about 12% of the developed site area. Of these acres, 226 acres are on sites with existing greenway overlay zone or are affected by other environmental constraints. The area of currently unconstrained high and medium-ranked natural resources is about 11 acres or less than 1% of the developed sites in the Harbor Access Lands.

CAPACITY IMPACTS OF NATURAL RESOURCE DAMAGE ASSESSMENT AND RESTORATION

In addition to cleaning up contamination at the Portland Harbor Superfund site, responsible parties will be required to meet the Natural Resource Damage Assessment (NRDA) requirements of Superfund. Under NRDA, responsible parties must sponsor environmental restoration on their property or other designated sites to remedy past damages to fish, wildlife, and users of the Willamette River (e.g., boaters, fishers, etc.). A list of potential NRDA restoration sites has been identified by the Portland Harbor Natural Resource Trustees. A number of these sites have industrial or employment zoning. To account for the potential employment capacity impacts of future NRDA restoration, an additional 25-acre reduction in employment capacity is assumed as a contingency. This number reflects the employment capacity allocated by the BLI to the Linnton Plywood Site (~25 acres) and vacant portions of the site owned by Portland General Electric, including the Harborton Wetlands (~42 acres). NRDA restoration opportunities are currently being planned for both of these sites, or portions of the sites. The 25 acres also reflects an additional increment of capacity reduction based on the vacant portion of the Owens Corning site which is largely in the floodplain (~11 acres). For purposes of this analysis it is assumed that these sites are at least 70% constrained by a combination of greenway regulations and other constraints.

Figure 5. Harbor and Airport Districts - Capacity Impacts of Potential Environmental Zoning Changes on Vacant and Underutilized Land
 Natural Resources Inventory (NRI) resources and environmental overlay zones within 50 feet of streams and wetlands (acres) (1)

NRI Ranking	Environmental Conservation Zone	Environmental Protection Zone	No Environmental Overlay Zone	Total
High	61.56	0.00	17.88	79.44
Medium	26.10	0.00	30.85	56.95
Total	87.66	0.00	48.73	136.39

Employment Capacity Impact of potential future environmental regulations on significant natural resources within 50 feet of streams (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (2)	Yes BLI Env. Constraints, No Env. Zone (3)	Emp. Capacity Impact (4)	Yes Env. Conservation Zone	Emp. Capacity Impact (5)	Total Employment Capacity Impact	Total
High	2.82	-2.82	2.99	-1.50	25.83	-11.62	-15.94	31.64
Medium	9.82	-9.82	8.90	-4.45	20.83	-9.37	-23.64	39.55
Totals	12.64	-12.64	11.89	-5.95	46.66	-21.00	-39.58	71.19

Employment Capacity Impact of potential future environmental regulations on significant natural resources within wetlands and 50 feet of wetlands (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (2)	Yes BLI Env. Constraints, No Env. Zone (3)	Emp. Capacity Impact (4)	Yes Env. Conservation Zone	Emp. Capacity Impact (5)	Total Employment Capacity Impact	Total
High	2.34	-2.34	10.25	-5.13	35.73	-16.08	-23.54	48.32
Medium	10.73	-10.73	1.40	-0.70	5.25	-2.36	-13.79	17.38
Totals	13.07	-13.07	11.65	-5.83	40.98	-18.44	-37.34	65.70

Employment Capacity Impact of potential future environmental regulations on significant natural resources more than 50 feet from streams and wetlands (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (6)	Yes BLI Env. Constraints, No Env. Zone (3)	Emp. Capacity Impact (7)	Yes Env. Conservation Zone	Emp. Capacity Impact (8)	Total Employment Capacity Impact	Total
High	1.17	-0.59	2.29	-0.23	19.78	0.00	-0.81	23.24
Medium	33.33	-16.67	29.26	-2.93	52.44	0.00	-19.59	115.03
Totals	34.50	-17.25	31.55	-3.16	72.22	0.00	-20.41	138.27

Total Employment Capacity Impacts **-97.32**

(1) Acreage includes wetlands and land within 50 feet of wetlands and streams, but does not include the area of streams. Land within 50 feet of streams and wetlands receive either a High or Medium NRI rank in this geography.

(2) It is assumed that environmental protection zone (p-zone) would be applied to significant natural resources within 50 feet of streams and wetlands. For resources with no BLI constraints the capacity reduction would be 100% of the resource area, consistent with the BLI and EOA methodology which eliminated 100% of employment capacity for land within the pzone.

(3) Calculated by subtracting the area of natural resources in the environmental conservation overlay from the total area of land with environmental BLI constraints.

(4) It is assumed that the p-zone would be applied to High and Medium ranked natural resources within 50 feet of streams and wetlands. For resources with BLI environmental constraints but no environmental overlay zone, the employment capacity impact would be -50%. The BLI and EOA deducted 50% employment capacity for 1 environmental constraint, and 10% each for up to 2 more constraints. This assumes the resources have 1 BLI environmental constraint, and that applying the p-zone would remove the remaining 50% capacity.

(5) The impact on employment capacity impact of applying the p-zone to significant natural resources that are within 50 feet of streams and wetlands, and within the environmental conservation overlay zone (c-zone) is - 45%. The BLI/EOA deducted 50% capacity to the portion of properties within the environmental conservation overlay zone (c-zone). Deducting an additional 45% (rather than 50%) accounts for the likelihood that these natural resources in the c-zone have more than one BLI environmental constraint.

(6) The impacts on employment capacity impact of applying or modifying environmental overlay zoning on land that is further than 50 feet from streams and wetlands, and that has no BLI environmental constraints, are: - 50% for High-ranked NRI resources (assumes c-zone is applied); -50% for Medium-ranked resources (assumes c-zone is applied).

(7) The impacts on employment capacity impact of applying the environmental overlay zone to High and Medium ranked resources further than 50 feet from streams and wetlands, and that has BLI environmental constraints but no overlay zone are is -10% (assumes c-zone is applied).

(8) The impact on employment capacity impact of applying the environmental overlay zone to High and Medium ranked resources further than 50 feet from streams and wetlands, and that is within the c-zone is -0% since no change in overlay zone is anticipated.

Source: Bureau of Planning and Sustainability

Figure 6. Harbor Access Lands (T-6 only) - Capacity Impacts of Potential Environmental Zoning Changes on Vacant and Underutilized Land

Natural Resources Inventory (NRI) resources and environmental overlay zones (acres)

NRI Ranking	Environmental Conservation Zone	Environmental Protection Zone	No Environmental Overlay Zone	Total
High	3.56	0	4.41	7.97
High - SHA Only	0	0	10.43	10.43
Medium	2.44	0	12.86	15.3
Total	6.0	0	27.7	33.7

Employment Capacity Impact of potential future environmental regulations on significant natural resources (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (1)	Yes BLI Env. Constraints, No Env. Zone (2)	Emp. Capacity Impact (3)	Yes Env. Conservation Zone	Emp. Capacity Impact (4)	Total Employment Capacity Impact	Total
High	1.76	-0.88	2.65	-1.33	3.52	0.00	-2.21	7.93
High - SHA only	10.43	-5.22	0.00	0.00	0.00	0.00	-5.22	
Medium	7.75	-3.88	5.11	-0.51	2.36	0.00	-4.39	15.22
Totals	19.94	-9.97	7.76	-1.84	5.88	0.00	-11.81	33.58

(1) Capacity reduction = -0.5 x area of natural resources with no BLI environmental constraints, consistent with the BLI methodology, assuming that c-zone would be applied here.

(2) Calculated by subtracting the area of natural resources in the environmental conservation overlay from the total area of land with environmental BLI constraints.

(3) Capacity reduction of -0.1 x the area of natural resources with BLI constraints and no overlay zone, reflects the assumption that c-zone would be applied here, and is consistent with the BLI and EOA methodology.

(4) It is assumed that natural resources already within the c-zone would remain so, with no incremental impact on development capacity.

Source: Bureau of Planning and Sustainability

Figure 7. Columbia East - Capacity Impacts of Potential Environmental Zoning Changes on Vacant and Underutilized Land

Natural Resources Inventory (NRI) resources and environmental overlay zones within 50 feet of streams and wetlands (acres) (1)

NRI Ranking	Environmental Conservation Zone	Environmental Protection Zone	No Environmental Overlay Zone	Total
High	10.27	0	6.89	17.16
Medium	17.06	0	11.68	28.74
Total	27.33	0	18.57	45.9

Employment Capacity Impact of potential future environmental regulations on significant natural resources within 50 feet of streams (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (2)	Yes BLI Env. Constraints, No Env. Zone (3)	Emp. Capacity Impact (4)	Yes Env. Conservation Zone	Emp. Capacity Impact (5)	Total Employment Capacity Impact	Total
High	0.29	-0.29	0.01	-0.01	1.20	-0.54	-0.84	1.50
Medium	2.05	-2.05	2.65	-1.33	3.18	-1.43	-4.81	7.88
Totals	2.34	-2.34	2.66	-1.33	4.38	-1.97	-5.64	9.38

Employment Capacity Impact of potential future environmental regulations on significant natural resources within wetlands and 50 feet of wetlands (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (2)	Yes BLI Env. Constraints, No Env. Zone (3)	Emp. Capacity Impact (4)	Yes Env. Conservation Zone	Emp. Capacity Impact (5)	Total Employment Capacity Impact	Total
High	1.49	-1.49	5.10	-2.55	9.07	-4.08	-8.12	15.66
Medium	6.98	-6.98	0.00	0.00	13.88	-6.25	-13.23	20.86
Totals	8.47	-8.47	5.10	-2.55	22.95	-10.33	-21.35	36.52

Employment Capacity Impact of potential future environmental regulations on significant natural resources more than 50 feet from streams and wetlands (acres)

NRI Ranking	No BLI Env. Constraints, No Env. Zone	Emp. Capacity Impact (6)	Yes BLI Env. Constraints, No Env. Zone (3)	Emp. Capacity Impact (7)	Yes Env. Conservation Zone	Emp. Capacity Impact (8)	Total Employment Capacity Impact	Total
High	1.01	-0.51	0.18	-0.02	0.11	0.00	-0.52	1.30
Medium	23.30	-11.65	2.01	-0.20	8.52	0.00	-11.85	33.83
Totals	24.31	-12.16	2.19	-0.22	8.63	0.00	-12.37	35.13

Total Employment Capacity Impacts **-39.36**

- (1) Acreage includes wetlands and land within 50 feet of wetlands and streams, but does not include the area of streams. Land within 50 feet of streams and wetlands receive either a High or Medium NRI rank in this geography.
- (2) It is assumed that environmental protection zone (p-zone) would be applied to significant natural resources within 50 feet of streams and wetlands. For resources with no BLI constraints the capacity reduction would be 100% of the resource area, consistent with the BLI and EOA methodology which eliminated 100% of employment capacity for land within the pzone.
- (3) Calculated by subtracting the area of natural resources in the environmental conservation overlay from the total area of land with environmental BLI constraints.
- (4) It is assumed that the p-zone would be applied to High and Medium ranked natural resources within 50 feet of streams and wetlands. For resources with BLI environmental constraints but no environmental overlay zone, the employment capacity impact would be -50%. The BLI and EOA deducted 50% employment capacity for 1 environmental constraint, and 10% each for up to 2 more constraints. This assumes the resources have 1 BLI environmental constraint, and that applying the p-zone would remove the remaining 50% capacity.
- (5) The impact on employment capacity impact of applying the p-zone to significant natural resources that are within 50 feet of streams and wetlands, and within the environmental conservation overlay zone (c-zone) is - 45%. The BLI/EOA deducted 50% capacity to the portion of properties within the environmental conservation overlay zone (c-zone). Deducting an additional 45% (rather than 50%) accounts for the likelihood that these natural resources in the c-zone have more than one BLI environmental constraint.
- (6) The impacts on employment capacity impact of applying or modifying environmental overlay zoning on land that is further than 50 feet from streams and wetlands, and that has no BLI environmental constraints, are: - 50% for High-ranked NRI resources (assumes c-zone is applied); -50% for Medium-ranked resources (assumes c-zone is applied).
- (7) The impacts on employment capacity impact of applying the environmental overlay zone to High and Medium ranked resources further than 50 feet from streams and wetlands, and that has BLI environmental constraints but no overlay zone are is -10% (assumes c-zone is applied).
- (8) The impact on employment capacity impact of applying the environmental overlay zone to High and Medium ranked resources further than 50 feet from streams and wetlands, and that is within the c-zone is -0% since no change in overlay zone is anticipated.

Source: Bureau of Planning and Sustainability

APPENDIX B. CAPACITY DETAILS OF THE 2035 COMPREHENSIVE PLAN

The Buildable Land Inventory sites identified in Figure 9 below are based on the Recommended Draft Comprehensive Plan. Additional map changes under consideration by City Council are included in the supply analysis of draft plan (Figures 2, 3, and 4), but they are not included in Figure 9. These additional map changes result in a net capacity addition of 2 acres in the Harbor and Airport Districts geography and a net capacity gain of 5 acres in the Dispersed Employment Areas geography, which was partially transferred from the Neighborhood Centers and Corridors geography.

Figure 8. Proposed Short-Term Land Development Capacity

Employment Geography	Building Square Feet			BLI Acres	Other Gains*	2010-20 Demand	Surplus/ Deficit
	Base Supply	Constrained Supply	Adjusted Supply				
Central City Commercial	54,137,000	40,309,000	40,309,000	178		40	138
Central City Industrial	11,499,971	9,815,388	9,815,388	169		75	95
Harbor & Airport Districts	64,774,132	27,464,262	25,504,262	566	89	659	-4
Harbor Access Lands	15,374,000	2,578,000	2,578,000	59	33	82	10
Columbia East	23,330,000	14,832,000	14,832,000	340	39	279	101
Dispersed Employment	11,554,120	6,959,287	6,959,287	106	10	109	7
Gateway Regional Center	12,588,000	7,965,000	4,456,000	111		33	78
Town Centers	25,875,000	21,685,000	7,095,000	288		86	202
Neighborhood Centers & Corridors	97,316,000	69,915,000	18,368,000	811		362	449
Institutions	9,045,000	7,048,000	7,048,000	306		224	82
Total	325,493,223	208,570,937	136,964,937	2,936	172	1,949	1,158
Aggregate Geography							
Central City	65,636,971	50,124,388	50,124,388	347		114	233
Industrial	115,032,252	51,833,549	49,873,549	1,072	172	1,129	115
Neighborhood Commercial	135,779,000	99,565,000	29,919,000	1,210		482	729
Institutions	9,045,000	7,048,000	7,048,000	306		224	82
Total	325,493,223	208,570,937	136,964,937	2,936	172	1,949	1,158

* Assume gains from meeting 15% of demand by industrial land intensification, proposed Harbor Access Land projects at Daimler and Canptex, and expansion of Dispersed Employment development allowances in Neighborhood Commercial corridors.

Source: Bureau of Planning and Sustainability

Figure 9. Buildable Land Inventory of 2035 Comprehensive Plan Designations and Constraint Assumptions – Net Building Square Footage

Employment Geography	Less than .5 acres			.5 to 1 acre			1 to 3 acres			3 to 5 acres			6 to 10 acres		
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment
Central City Commercial	7,497,811	7,197,059	7,197,059	15,159,776	13,330,873	13,330,873	10,559,634	8,854,404	8,854,404	8,027,270	7,167,651	7,167,651	1,467,613	1,466,108	1,466,108
Redevelopment	2,484,177	2,377,157	2,377,157	5,548,327	5,032,736	5,032,736	3,783,209	3,099,972	3,099,972	2,331,958	1,956,998	1,956,998	643	0	0
Vacant	5,013,635	4,819,902	4,819,902	9,611,449	8,298,137	8,298,137	6,776,424	5,754,433	5,754,433	5,695,311	5,210,654	5,210,654	1,466,969	1,466,108	1,466,108
Central City Industrial	3,361,652	3,162,509	3,162,509	3,780,408	3,434,098	3,434,098	2,992,892	2,432,880	2,432,880	1,419,501	1,199,283	1,199,283	1,094,996	628,213	628,213
Redevelopment	750,856	715,121	715,121	843,766	767,459	767,459	643,237	509,799	509,799	24,840	24,495	24,495	85,606	70,123	70,123
Vacant	2,610,796	2,447,388	2,447,388	2,936,642	2,666,639	2,666,639	2,349,655	1,923,080	1,923,080	1,394,661	1,174,788	1,174,788	1,009,390	558,090	558,090
Columbia East	68,322	50,988	50,988	433,737	265,545	265,545	1,675,314	1,027,609	1,027,609	1,276,778	862,286	862,286	1,276,977	885,539	885,539
Redevelopment	0	0	0	0	0	0	37,160	21,176	21,176	53,536	39,381	39,381	57,099	57,099	57,099
Vacant	68,322	50,988	50,988	433,737	265,545	265,545	1,638,154	1,006,432	1,006,432	1,223,242	822,904	822,904	1,219,877	828,440	828,440
Dispersed Employment	552,062	435,062	435,062	443,425	354,999	354,999	673,933	558,874	558,874	919,217	593,121	593,121	282,189	255,512	255,512
Redevelopment	188,812	171,992	171,992	176,043	161,535	161,535	342,403	261,434	261,434	265,292	149,945	149,945	105,462	105,462	105,462
Vacant	363,250	263,070	263,070	267,381	193,463	193,463	331,530	297,440	297,440	653,924	443,176	443,176	176,727	150,049	150,049
Harbor Access Lands	15,401	5,314	5,314	58,775	22,322	22,322	792,697	197,720	197,720	0	0	0	712,955	205,003	205,003
Redevelopment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vacant	15,401	5,314	5,314	58,775	22,322	22,322	792,697	197,720	197,720	0	0	0	712,955	205,003	205,003
Harbor & Airport Districts	376,787	271,277	271,277	582,570	388,889	388,889	4,653,472	2,972,371	2,972,371	3,229,148	2,111,735	2,111,735	5,983,080	4,172,686	4,172,686
Redevelopment	41,731	27,578	27,578	45,428	28,848	28,848	307,896	183,806	183,806	148,650	118,343	118,343	0	0	0
Vacant	335,056	243,699	243,699	537,142	360,041	360,041	4,345,576	2,788,566	2,788,566	3,080,497	1,993,392	1,993,392	5,983,080	4,172,686	4,172,686
Institutions	260,311	191,840	191,840	500,753	385,580	385,580	1,830,164	1,446,792	1,446,792	188,806	188,806	188,806	432,724	418,800	418,800
Redevelopment	134,000	94,064	94,064	303,572	269,733	269,733	1,698,317	1,332,945	1,332,945	188,806	188,806	188,806	340,764	340,764	340,764
Vacant	126,311	97,776	97,776	197,180	115,847	115,847	131,847	113,847	113,847	0	0	0	91,959	78,036	78,036
Neighb. Centers & Corridors	11,178,460	10,107,567	2,849,455	11,975,107	10,639,592	3,025,003	23,535,660	20,462,265	6,000,511	9,689,025	8,189,013	2,532,413	7,735,522	5,976,336	1,714,647
Redevelopment	8,574,632	7,816,335	1,911,413	9,305,598	8,363,288	2,139,317	18,435,304	16,409,813	4,447,992	7,075,891	5,980,156	1,528,964	5,368,495	4,268,800	1,053,559
Vacant	2,603,827	2,291,232	938,042	2,669,508	2,276,303	885,686	5,100,356	4,052,452	1,552,519	2,613,134	2,208,858	1,003,449	2,367,027	1,707,536	661,088
Gateway Regional Center	532,092	447,243	289,118	881,477	736,477	424,659	5,422,965	4,608,982	2,488,758	4,248,019	3,019,688	1,356,047	2,147,191	1,270,414	647,569
Redevelopment	269,797	203,585	130,752	522,078	440,278	216,938	3,478,927	3,178,590	1,491,006	2,729,399	1,980,013	714,992	1,928,941	1,124,937	589,976
Vacant	262,295	243,658	158,366	359,399	296,200	207,722	1,944,038	1,430,392	997,752	1,518,620	1,039,674	641,055	218,250	145,478	57,594
Town Centers	4,131,514	3,776,144	1,689,717	5,672,299	5,201,874	2,437,300	7,182,080	6,450,308	2,857,003	2,782,392	2,517,923	1,047,974	1,978,882	1,756,415	708,315
Redevelopment	2,977,045	2,716,417	1,097,342	4,231,019	3,871,481	1,694,702	5,270,561	4,742,222	1,882,284	2,075,750	1,902,516	705,215	1,600,662	1,450,370	524,594
Vacant	1,154,468	1,059,728	592,375	1,441,280	1,330,393	742,598	1,911,519	1,708,086	974,719	706,643	615,407	342,759	378,220	306,045	183,720
Outside Geographies	480,778	400,941	400,941	343,255	261,067	261,067	1,231,534	913,626	913,626	0	0	0	4,517,552	3,179,676	3,179,676
Redevelopment	395,899	334,423	334,423	285,361	222,229	222,229	165,961	122,424	122,424	0	0	0	1,823,062	1,231,195	1,231,195
Vacant	84,879	66,518	66,518	57,893	38,839	38,839	1,065,573	791,202	791,202	0	0	0	2,694,491	1,948,481	1,948,481
Grand Total	28,455,190	26,045,946	16,543,281	39,831,581	35,021,316	24,330,334	60,550,345	49,925,831	29,750,548	31,780,155	25,849,505	17,059,315	27,629,680	20,214,704	14,282,070
Aggregate Geography															
Central City	10,859,463	10,359,569	10,359,569	18,940,184	16,764,972	16,764,972	13,552,526	11,287,284	11,287,284	9,446,770	8,366,934	8,366,934	2,562,609	2,094,321	2,094,321
Industrial	1,012,573	762,640	762,640	1,518,507	1,031,754	1,031,754	7,795,415	4,756,574	4,756,574	5,425,142	3,567,141	3,567,141	8,255,200	5,518,741	5,518,741
Neighborhood Commercial	15,842,065	14,330,955	4,828,290	18,528,882	16,577,943	5,886,962	36,140,705	31,521,555	11,346,272	16,719,437	13,726,623	4,936,434	11,861,595	9,003,165	3,070,531
Institutions	260,311	191,840	191,840	500,753	385,580	385,580	1,830,164	1,446,792	1,446,792	188,806	188,806	188,806	432,724	418,800	418,800
Outside Geographies	480,778	400,941	400,941	343,255	261,067	261,067	1,231,534	913,626	913,626	0	0	0	4,517,552	3,179,676	3,179,676
Total	28,455,190	26,045,946	16,543,281	39,831,581	35,021,316	24,330,334	60,550,345	49,925,831	29,750,548	31,780,155	25,849,505	17,059,315	27,629,680	20,214,704	14,282,070

E.D. Hovee & Company, LLC, and City of Portland Bureau of Planning and Sustainability:
Economic Opportunities Analysis – Sections 2/3 Supply & Demand

Figure 9. Buildable Land Inventory of 2035 Comprehensive Plan Designations and Constraint Assumptions – Net Building Square Footage (Part 2)

Employment Geography	10 to 20 acres			20 to 50 acres			More than 50 acres			Total Before Constraints	Total After Constraints	Total Adjusted Capacity	Employment Geography
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment				
Central City Commercial	3,846,801	2,211,257	2,211,257	7,676,155	5,403,093	5,403,093	0	0	0	54,235,060	45,630,446	45,630,446	Central City Commercial
Redevelopment	1,269,311	712,804	712,804	1,471,303	1,044,455	1,044,455	0	0	0	16,888,929	14,224,123	14,224,123	Redevelopment
Vacant	2,577,490	1,498,452	1,498,452	6,204,853	4,358,637	4,358,637	0	0	0	37,346,131	31,406,322	31,406,322	Vacant
Central City Industrial	0	0	0	0	0	0	127,685	52,273	52,273	12,777,134	10,909,257	10,909,257	Central City Industrial
Redevelopment	0	0	0	0	0	0	0	0	0	2,348,304	2,086,998	2,086,998	Redevelopment
Vacant	0	0	0	0	0	0	127,685	52,273	52,273	10,428,830	8,822,258	8,822,258	Vacant
Columbia East	4,175,044	2,035,727	2,035,727	5,180,616	3,668,344	3,668,344	9,314,254	6,322,373	6,322,373	23,332,719	15,067,422	15,067,422	Columbia East
Redevelopment	0	0	0	0	0	0	0	0	0	147,795	117,657	117,657	Redevelopment
Vacant	4,175,044	2,035,727	2,035,727	5,180,616	3,668,344	3,668,344	9,314,254	6,322,373	6,322,373	23,184,924	14,949,765	14,949,765	Vacant
Dispersed Employment	448,579	184,401	184,401	1,866,765	1,519,106	1,519,106	5,445,874	2,692,871	2,692,871	10,079,981	6,158,882	6,158,882	Dispersed Employment
Redevelopment	18,786	16,369	16,369	83,849	64,493	64,493	522,717	220,194	220,194	1,514,553	979,432	979,432	Redevelopment
Vacant	429,793	168,032	168,032	1,782,917	1,454,613	1,454,613	4,923,156	2,472,677	2,472,677	8,565,428	5,179,450	5,179,450	Vacant
Harbor Access Lands	3,239,663	968,988	968,988	3,136,372	1,865,138	1,865,138	7,433,578	2,665,507	2,665,507	15,374,040	5,924,678	5,924,678	Harbor Access Lands
Redevelopment	66,891	30,706	30,706	0	0	0	0	0	0	66,891	30,706	30,706	Redevelopment
Vacant	3,172,773	938,282	938,282	3,136,372	1,865,138	1,865,138	7,433,578	2,665,507	2,665,507	15,307,149	5,893,972	5,893,972	Vacant
Harbor & Airport Districts	7,901,184	4,844,617	4,844,617	16,598,345	9,271,066	9,271,066	31,784,535	17,311,199	17,311,199	70,732,333	41,072,563	39,112,363	Harbor & Airport Districts
Redevelopment	1,112,133	825,551	825,551	803,524	577,067	577,067	0	0	0	2,417,632	1,733,613	1,733,613	Redevelopment
Vacant	6,789,050	4,019,067	4,019,067	15,794,821	8,693,999	8,693,999	31,784,535	17,311,199	17,311,199	68,314,702	39,338,950	37,378,750	Vacant
Institutions	2,960,939	2,723,286	2,723,286	7,402,342	3,554,702	3,554,702	4,773,038	4,548,641	4,548,641	18,349,076	13,458,448	13,458,448	Institutions
Redevelopment	2,022,538	1,795,029	1,795,029	431,334	415,437	415,437	3,426,636	3,373,966	3,373,966	8,545,968	7,810,744	7,810,744	Redevelopment
Vacant	938,401	928,257	928,257	6,971,008	3,139,265	3,139,265	1,346,402	1,174,676	1,174,676	9,803,107	5,647,704	5,647,704	Vacant
Neighb. Centers & Corridors	8,115,699	6,195,248	1,699,976	10,634,789	5,445,272	2,103,842	6,912,501	3,402,058	1,529,542	89,776,763	70,417,352	21,455,390	Neighb. Centers & Corridors
Redevelopment	6,729,748	5,050,320	1,243,412	4,947,060	2,330,411	712,464	1,517,823	945,355	286,336	61,954,552	51,164,478	13,323,456	Redevelopment
Vacant	1,385,951	1,144,928	456,564	5,687,729	3,114,862	1,391,379	5,394,678	2,456,703	1,243,206	27,822,211	19,252,874	8,131,934	Vacant
Gateway Regional Center	5,712,160	3,934,805	1,205,412	321,216	321,216	153,952	0	0	0	19,265,120	14,338,824	6,565,516	Gateway Regional Center
Redevelopment	5,297,136	3,623,811	1,116,157	305,698	305,698	144,124	0	0	0	14,531,977	10,856,912	4,403,944	Redevelopment
Vacant	415,024	310,993	89,255	15,517	15,517	9,828	0	0	0	4,733,143	3,481,913	2,161,572	Vacant
Town Centers	1,045,474	581,820	286,118	249,702	213,707	114,389	841,102	238,260	236,280	23,883,446	20,736,450	9,377,096	Town Centers
Redevelopment	950,437	486,871	234,958	161,215	150,325	66,615	207,892	37,442	37,442	17,474,580	15,357,644	6,243,151	Redevelopment
Vacant	95,038	94,948	51,160	88,487	63,382	47,775	633,210	200,818	198,838	6,408,866	5,378,806	3,133,945	Vacant
Outside Geographies	3,145,894	2,056,443	2,056,443	19,778,661	12,891,689	12,891,689	2,961,045	2,890,305	2,890,305	32,458,719	22,593,748	22,593,748	Outside Geographies
Redevelopment	3,069,917	1,993,074	1,993,074	16,105,932	9,808,787	9,808,787	1,586,989	1,567,846	1,567,846	23,433,122	15,279,979	15,279,979	Redevelopment
Vacant	75,977	63,369	63,369	3,672,728	3,082,901	3,082,901	1,374,056	1,322,459	1,322,459	9,025,597	7,313,769	7,313,769	Vacant
Grand Total	40,591,438	25,736,591	18,216,225	72,844,964	44,153,331	40,545,320	69,593,612	40,123,488	38,248,992	370,264,391	266,308,071	196,253,246	Grand Total
Aggregate Geography													Aggregate Geography
Central City	3,846,801	2,211,257	2,211,257	7,676,155	5,403,093	5,403,093	127,685	52,273	52,273	67,012,194	56,539,703	56,539,703	Central City
Industrial	15,764,471	8,033,733	8,033,733	26,782,098	16,323,653	16,323,653	53,978,240	28,991,950	28,991,950	119,519,074	68,223,546	66,263,346	Industrial
Neighborhood Commercial	14,873,333	10,711,872	3,191,506	11,205,707	5,980,195	2,372,184	7,753,603	3,640,318	1,765,822	132,925,329	105,492,627	37,398,002	Neighborhood Commercial
Institutions	2,960,939	2,723,286	2,723,286	7,402,342	3,554,702	3,554,702	4,773,038	4,548,641	4,548,641	18,349,076	13,458,448	13,458,448	Institutions
Outside Geographies	3,145,894	2,056,443	2,056,443	19,778,661	12,891,689	12,891,689	2,961,045	2,890,305	2,890,305	32,458,719	22,593,748	22,593,748	Outside Geographies
Total	40,591,438	25,736,591	18,216,225	72,844,964	44,153,331	40,545,320	69,593,612	40,123,488	38,248,992	370,264,391	266,308,071	196,253,246	Total

E.D. Hovee & Company, LLC, and City of Portland Bureau of Planning and Sustainability:
Economic Opportunities Analysis – Sections 2/3 Supply & Demand

Figure 10. Buildable Land Inventory of 2035 Comprehensive Plan Designations and Constraint Assumptions – Net Land Area in Acres

Employment Geography	Less than .5 acres			.5 to 1 acre			1 to 3 acres			3 to 5 acres			6 to 10 acres		
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment
Central City Commercial	33	32	32	67	59	59	47	39	39	35	32	32	6	6	6
Redevelopment	11	10	10	24	22	22	17	14	14	10	9	9	0	0	0
Vacant	22	21	21	42	37	37	30	25	25	25	23	23	6	6	6
Central City Industrial	58	55	55	65	59	59	52	42	42	25	21	21	19	11	11
Redevelopment	13	12	12	15	13	13	11	9	9	0	0	0	1	1	1
Vacant	45	42	42	51	46	46	41	33	33	24	20	20	17	10	10
Columbia East	2	1	1	10	6	6	38	24	24	29	20	20	29	20	20
Redevelopment	0	0	0	0	0	0	1	0	0	1	1	1	1	1	1
Vacant	2	1	1	10	6	6	38	23	23	28	19	19	28	19	19
Dispersed Employment	13	10	10	10	8	8	15	13	13	21	14	14	6	6	6
Redevelopment	4	4	4	4	4	4	8	6	6	6	3	3	2	2	2
Vacant	8	6	6	6	4	4	8	7	7	15	10	10	4	3	3
Harbor Access Lands	0	0	0	1	1	1	18	5	5	0	0	0	16	5	5
Redevelopment	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vacant	0	0	0	1	1	1	18	5	5	0	0	0	16	5	5
Harbor & Airport Districts	9	6	6	13	9	9	107	68	68	74	48	48	137	96	96
Redevelopment	1	1	1	1	1	1	7	4	4	3	3	3	0	0	0
Vacant	8	6	6	12	8	8	100	64	64	71	46	46	137	96	96
Institutions	6	4	4	11	9	9	42	33	33	4	4	4	10	10	10
Redevelopment	3	2	2	7	6	6	39	31	31	4	4	4	8	8	8
Vacant	3	2	2	5	3	3	3	3	3	0	0	0	2	2	2
Neighb. Centers & Corridors	494	446	126	529	470	134	1,039	903	265	428	362	112	342	264	76
Redevelopment	379	345	84	411	369	94	814	724	196	312	264	68	237	188	47
Vacant	115	101	41	118	100	39	225	179	69	115	98	44	104	75	29
Gateway Regional Center	13	11	7	22	18	11	135	115	62	106	75	34	54	32	16
Redevelopment	7	5	3	13	11	5	87	79	37	68	49	18	48	28	15
Vacant	7	6	4	9	7	5	49	36	25	38	26	16	5	4	1
Town Centers	168	153	69	230	211	99	292	262	116	113	102	43	80	71	29
Redevelopment	121	110	45	172	157	69	214	193	76	84	77	29	65	59	21
Vacant	47	43	24	59	54	30	78	69	40	29	25	14	15	12	7
Outside Geographies	11	9	9	8	6	6	28	21	21	0	0	0	104	73	73
Redevelopment	9	8	8	7	5	5	4	3	3	0	0	0	42	28	28
Vacant	2	2	2	1	1	1	24	18	18	0	0	0	62	45	45
Grand Total	806	728	319	968	856	400	1,814	1,525	688	836	678	327	804	594	347
Aggregate Geography															
Central City	91	86	86	132	118	118	98	81	81	60	52	52	25	17	17
Industrial	23	18	18	35	24	24	179	109	109	125	82	82	190	127	127
Neighborhood Commercial	675	611	202	781	699	243	1,466	1,280	443	647	539	188	475	367	121
Institutions	6	4	4	11	9	9	42	33	33	4	4	4	10	10	10
Outside Geographies	11	9	9	8	6	6	28	21	21	0	0	0	104	73	73
Total	806	728	319	968	856	400	1,814	1,525	688	836	678	327	804	594	347

E.D. Hovee & Company, LLC, and City of Portland Bureau of Planning and Sustainability:
Economic Opportunities Analysis – Sections 2/3 Supply & Demand

Figure 10. Buildable Land Inventory of 2035 Comprehensive Plan Designations and Constraint Assumptions – Net Land Area in Acres (Part 2)

Employment Geography	10 to 20 acres			20 to 50 acres			More than 50 acres			Total Before Constraints	Total After Constraints	Total Adjusted Capacity	Employment Geography
	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment	Before Constraints	After Constraints	After Market Adjustment				
Central City Commercial	17	10	10	34	24	24	0	0	0	239	201	201	Central City Commercial
Redevelopment	6	3	3	6	5	5	0	0	0	75	63	63	Redevelopment
Vacant	11	7	7	27	19	19	0	0	0	165	139	139	Vacant
Central City Industrial	0	0	0	0	0	0	2	1	1	221	188	188	Central City Industrial
Redevelopment	0	0	0	0	0	0	0	0	0	41	36	36	Redevelopment
Vacant	0	0	0	0	0	0	2	1	1	180	152	152	Vacant
Columbia East	96	47	47	119	84	84	214	145	145	536	346	346	Columbia East
Redevelopment	0	0	0	0	0	0	0	0	0	3	3	3	Redevelopment
Vacant	96	47	47	119	84	84	214	145	145	532	343	343	Vacant
Dispersed Employment	10	4	4	43	35	35	125	62	62	231	141	141	Dispersed Employment
Redevelopment	0	0	0	2	1	1	12	5	5	35	22	22	Redevelopment
Vacant	10	4	4	41	33	33	113	57	57	197	119	119	Vacant
Harbor Access Lands	74	22	22	72	43	43	171	61	61	353	136	136	Harbor Access Lands
Redevelopment	2	1	1	0	0	0	0	0	0	2	1	1	Redevelopment
Vacant	73	22	22	72	43	43	171	61	61	351	135	135	Vacant
Harbor & Airport Districts	181	111	111	381	213	213	730	397	397	1,624	943	898	Harbor & Airport Districts
Redevelopment	26	19	19	18	13	13	0	0	0	56	40	40	Redevelopment
Vacant	156	92	92	363	200	200	730	397	397	1,568	903	858	Vacant
Institutions	68	63	63	170	82	82	110	104	104	421	309	309	Institutions
Redevelopment	46	41	41	10	10	10	79	77	77	196	179	179	Redevelopment
Vacant	22	21	21	160	72	72	31	27	27	225	130	130	Vacant
Neighb. Centers & Corridors	358	274	75	470	240	93	305	150	68	3,963	3,109	947	Neighb. Centers & Corridors
Redevelopment	297	223	55	218	103	31	67	42	13	2,735	2,259	588	Redevelopment
Vacant	61	51	20	251	138	61	238	108	55	1,228	850	359	Vacant
Gateway Regional Center	143	98	30	8	8	4	0	0	0	481	358	164	Gateway Regional Center
Redevelopment	132	90	28	8	8	4	0	0	0	363	271	110	Redevelopment
Vacant	10	8	2	0	0	0	0	0	0	118	87	54	Vacant
Town Centers	42	24	12	10	9	5	34	10	10	970	843	381	Town Centers
Redevelopment	39	20	10	7	6	3	8	2	2	710	624	254	Redevelopment
Vacant	4	4	2	4	3	2	26	8	8	260	219	127	Vacant
Outside Geographies	72	47	47	454	296	296	68	66	66	745	519	519	Outside Geographies
Redevelopment	70	46	46	370	225	225	36	36	36	538	351	351	Redevelopment
Vacant	2	1	1	84	71	71	32	30	30	207	168	168	Vacant
Grand Total	1,062	699	421	1,760	1,033	878	1,758	997	914	9,785	7,093	4,231	Grand Total
Aggregate Geography													Aggregate Geography
Central City	17	10	10	34	24	24	2	1	1	460	390	390	Central City
Industrial	362	184	184	615	375	375	1,239	666	666	2,744	1,566	1,521	Industrial
Neighborhood Commercial	543	395	117	488	257	101	339	160	77	5,415	4,309	1,492	Neighborhood Commercial
Institutions	68	63	63	170	82	82	110	104	104	421	309	309	Institutions
Outside Geographies	72	47	47	454	296	296	68	66	66	745	519	519	Outside Geographies
Total	1,062	699	421	1,760	1,033	878	1,758	997	914	9,785	7,093	4,231	Total

E.D. Hovee & Company, LLC, and City of Portland Bureau of Planning and Sustainability:
Economic Opportunities Analysis – Sections 2/3 Supply & Demand

APPENDIX C. 2016 UPDATE OF ECONOMIC OPPORTUNITIES ANALYSIS

On October 3, 2012, Portland City Council adopted the Portland Economic Opportunities Analysis (EOA) by Ordinance No. 185657, which also included the other background reports required as factual basis for the Comprehensive Plan Update. In January 2014, the Port of Portland withdrew their annexation application for marine terminal development at West Hayden Island, which was anticipated to address industrial land and marine terminal capacity needs identified in the EOA. In April 2014, the City of Portland asked the Oregon Land Conservation and Development Commission (LCDC) to withdraw the 2012 EOA and resubmit a revised version with Task 3 of the Comprehensive Plan Update work plan, in order to consider changes that address marine terminal land needs, Metro’s updated employment forecast, and an updated Buildable Land Inventory. The 2016 EOA Update consists of the following groups of amendments to the 2012 EOA.

HARBOR ACCESS LANDS GEOGRAPHY AND MARINE TERMINAL FORECAST

“Harbor Access Lands” was identified as a distinct employment geography in the 2016 EOA update, and marine terminal land needs were updated to account for the capacity gains of various major investments at existing marine terminals.

The 2012 EOA (previously adopted version) identified harbor access lands, located generally between the deepwater navigation channel and the nearest parallel street, as a subarea of the “Columbia Harbor” employment geography. The 2016 EOA splits Columbia Harbor into two distinct geographies, Harbor Access Lands and the Harbor and Airport Districts. This change simplifies analysis of this marine industrial geography and responds to an issue raised in the LCDC objection of the 2012 EOA by Schnitzer Steel Industries, Inc. The marine-related functional distinction of land demand in the Harbor Access Lands geography is reinforced by Portland’s “River Industrial” zoning overlay that applies to nearly all of this geography, requiring that primary uses be river-dependent or river-related.

The boundary of Harbor Access Lands was refined to include larger portions of Port of Portland Terminals 4 and 6. This boundary change resulted in a small 7-acre shift in forecast demand (along with corresponding job growth and building area) from the Harbor and Airport Districts into the Harbor Access Lands geography, from what was calculated in the January 2015 EOA.

The land demand of the marine terminal commodity movement forecast was also revised. In the 2012 EOA, marine terminal land needs were estimated in an industrial land supply analysis of Portland Harbor prepared by ECONorthwest and incorporated into the EOA in Section 1, Appendix C. In 2016, that analysis was updated to account for recent major investments at automobile, grain, and dry bulk terminals at Portland Harbor that substantially expanded their capacity to handle future growth. The cargo forecast was also adjusted from 2040 to 2035, in order to more accurately assess land demand for each cargo type within the 2035 planning horizon. The resulting land needs are analyzed in EOA Section 1, considering three cargo

forecast scenarios and three terminal site sizes for each cargo type. The updated estimate of 2035 marine terminal land needs in the EOA is 150 acres, based on the medium cargo forecast scenario and “practical” site-size assumptions. The Comprehensive Plan accommodates this land need within the Harbor Access Lands geography and does not rely upon annexation of West Hayden Island. The Comprehensive Plan map designation of Rural Farm Forest maintains West Hayden Island as a holding zone for future determination of the mix of land uses, if and when it is annexed into the City of Portland.

REGIONAL FORECAST UPDATE

The citywide employment forecast was reduced to be consistent with Metro’s adopted employment allocation to the City of Portland in 2012.

The 2012 EOA was based on a Metro’s draft “Gamma” forecast, and the subsequent version adopted by Metro later in 2012 reduced Portland’s allocation from 147,000 to 141,600 new jobs. The 2016 EOA Update applies Metro’s adopted regional 2035 employment forecast and Portland’s citywide allocation of projected job growth. The resulting 4% reduction in the citywide employment forecast has a fairly even impact on forecast growth across employment geographies, based on the forecast methodology described in EOA Section 2.

SHORT-TERM LAND SUPPLY

The demand horizon for short-term land supply was extended to 2020, since the previous forecast to 2015 is now out of date.

The 2000-2015 forecast in the 2012 EOA was replaced with a 2010-2020 forecast in the 2016 EOA update, in order to evaluate the adequacy of the current short-term land supply to accommodate forecast growth over the next five years. The short-term land supply, which is intended to represent development-ready sites, is identified in the EOA by removing brownfields from the full Buildable Land Inventory (see EOA Section 3). The estimate of short-term land supply has also been updated with subsequent Buildable Land Inventory revisions, reflecting continuing updates by Oregon DEQ in their inventories of potentially contaminated sites used to identify brownfields. The short-term land supply does not include additional capacity identified in the March 9, 2015 BLI, which will result from planned infrastructure improvements, because those infrastructure projects will only be partially completed by 2020.

EMPLOYMENT GEOGRAPHIES MAP UPDATE

The EOA map of employment geographies was revised to be consistent with the 2035 Comprehensive Plan Map.

Employment geographies are used to estimate segments of employment land demand and supply, in order to evaluate the growth capacity of the city’s primary types of business districts. Employment geography boundaries are based on business location preferences (recent inventories) and community location preferences reflected by the Comprehensive Plan map. The 2012 EOA identified employment geographies, consistent with the existing Comprehensive Plan map. The employment geographies map was revised in the 2016 EOA update to be consistent

with the 2035 Comprehensive Plan map and remain relevant over the coming 20 years of business and job growth.

EOA Section 1 applies the 2012 version of the employment geographies map, which was used to evaluate job growth and development trends. The Existing Comprehensive Plan Employment Geographies Map is used in EOA Section 2-3 (see Figure 8) to evaluate the existing (baseline) land supply to meet demand to 2035, and the 2035 Comprehensive Plan Employment Geographies Map (Figure 3) is used in this report to evaluate the proposed land supply to meet demand to 2035. Figure 8 in EOA Section 2-3 depicts the specific changes between the existing and proposed employment geographies maps.

The updated BLI uses the proposed employment geography boundaries and distinguishes the existing and proposed capacity by two factors: the existing and proposed land use designations on the plan map and reduced brownfield constraint assumptions. For example, the golf courses added to the Harbor and Airport Districts geography have no existing capacity under the current Open Space designation and about 95 acres of capacity in the proposed industrial designations. The demand forecast has not been revised to reflect the proposed employment geographies, because (1) geography demand is arguably better estimated by the existing mix of businesses and (2) the map changes consist primarily of vacant and underutilized sites and have relatively minimal impact on forecast demand in the industrial and institutional geographies where growth capacity is at issue.

BUILDABLE LAND INVENTORY (BLI) UPDATE

The BLI was revised in the 2016 EOA update to include updated employment geographies, vacant and underutilized sites, and constraints mapping.

The 2012 Buildable Land Inventory (BLI) that was used in the 2012 EOA has been updated to the March 9, 2015 version of the BLI in the 2016 EOA update. While the BLI methodology has not changed, several changes have occurred since 2012 in the mapping of vacant and underutilized sites and relative constraints mapping on those sites. Changes include removal of sites that developed in the intervening period, addition of brownfield sites from more up-to-date DEQ inventories, and revised mapping of substandard street constraints, wetlands, and DOGAMI landslide data.

The January 2015 draft of the EOA used results from the December 31, 2014 BLI, which was completed prior to identification and impact modeling of planned transportation projects in the proposed draft of the Transportation System Plan (TSP) and Citywide Systems Plan (CSP). Transportation capacity is one of a number of land constraints included in the BLI methodology. Specifically, some employment land is constrained by traffic congestion that will be remedied through a TSP project. The March 2015 BLI has been updated to include capacity impacts of the BLI transportation constraints and the TSP project list.

CAPACITY IMPACTS OF 2035 COMPREHENSIVE PLAN

This report, EOA Section 4, was rewritten to describe the proposed policies, map designations, investments and strategies that address employment land supply and evaluate their capacity impacts.

The purpose of EOA Section 4 has shifted in the 2016 EOA update. In the 2012 EOA, Section 4 reviewed a range of plan implementation options to meet forecast demand in each forecast geography. In the 2016 EOA update, Section 4 has been rewritten to (1) specifically describe the community choices proposed in the 2035 Comprehensive Plan that address employment land demand and capacity and (2) assess the likely development capacity impacts of those choices.

Proposed community choices include specific policies, plan map changes, infrastructure projects, and expected implementation strategies that affect land demand and capacity in each employment geography. For example, a balanced program of Industrial Land/Watershed Health strategies is summarized in Section 4 that is expected to meet forecast industrial demand while improving watershed health. These strategies are intended to clarify the expected results of interrelated economic development and environmental policies proposed in the updated Comprehensive Plan.

The BLI methodology is used to estimate capacity impacts of most of these proposed measures. An updated summary of proposed BLI capacity is included in Appendix B. Estimated impacts of potential environmental zoning changes in industrial districts, consistent with the adopted Natural Resources Inventory, is included in Appendix A. Proposed capacity of the Institutions geography is estimated by the proposed density allowances being considered in the Institutional Zoning Project in Periodic Review Task 5 of the Comprehensive Plan Update.