



Anti-Displacement Action Plan

Foundation Report

April 2021



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

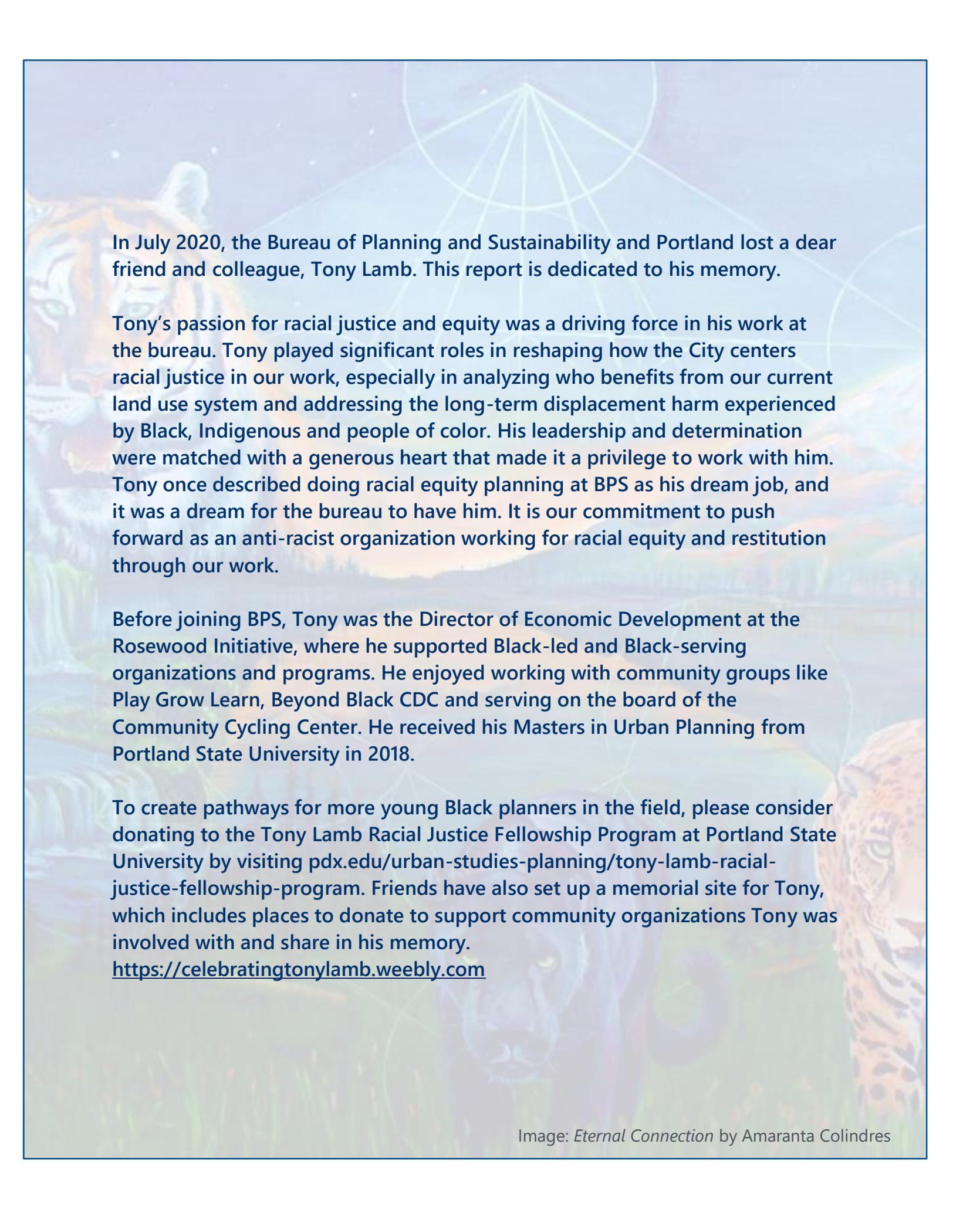
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In July 2020, the Bureau of Planning and Sustainability and Portland lost a dear friend and colleague, Tony Lamb. This report is dedicated to his memory.

Tony's passion for racial justice and equity was a driving force in his work at the bureau. Tony played significant roles in reshaping how the City centers racial justice in our work, especially in analyzing who benefits from our current land use system and addressing the long-term displacement harm experienced by Black, Indigenous and people of color. His leadership and determination were matched with a generous heart that made it a privilege to work with him. Tony once described doing racial equity planning at BPS as his dream job, and it was a dream for the bureau to have him. It is our commitment to push forward as an anti-racist organization working for racial equity and restitution through our work.

Before joining BPS, Tony was the Director of Economic Development at the Rosewood Initiative, where he supported Black-led and Black-serving organizations and programs. He enjoyed working with community groups like Play Grow Learn, Beyond Black CDC and serving on the board of the Community Cycling Center. He received his Masters in Urban Planning from Portland State University in 2018.

To create pathways for more young Black planners in the field, please consider donating to the Tony Lamb Racial Justice Fellowship Program at Portland State University by visiting pdx.edu/urban-studies-planning/tony-lamb-racial-justice-fellowship-program. Friends have also set up a memorial site for Tony, which includes places to donate to support community organizations Tony was involved with and share in his memory.

<https://celebratingtonylamb.weebly.com>

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I. Introduction

Since its founding on the land of displaced Indigenous peoples, the City of Portland has been a place of separation, exclusion, and vastly different opportunity for different groups of people, often based on the color of their skin. Stark racial disparities are still reflected in housing, employment, safety, and health outcomes for different communities. As the COVID-19 pandemic lays bare these long-standing disparities, it cannot be denied that one's economic, physical, and social well-being are still often determined by one's race or ethnic identity.

This Foundation Report serves as a resource document to better understand the City's policy framework; analytical tools; and regulatory and programmatic efforts to further anti-displacement and equitable community development work.

The report seeks to provide a path forward toward the realization of more equitable outcomes for all by targeting solutions towards historically under-served and marginalized communities of color, particularly Black and Indigenous communities. The goal is not just to mitigate displacement, but to move toward an environment of equitable communities without displacement, to create truly [Complete Neighborhoods](#) as the [2035 Comprehensive Plan](#) envisions.

This report focuses on displacement from housing, commercial and cultural centers and does not fully consider related intersectional issues like criminal justice reform and education equity. Furthermore, though the impacts of COVID-19 have severely exacerbated the threat of displacement for many, this document is not intended to be a recovery framework. The work of building equitable communities was necessary before the pandemic and will continue through Portland's economic recovery and beyond.

PORTLAND'S ORIGINAL DISPLACEMENT

The Willamette and Columbia rivers played a central role in the daily lives of Native peoples from pre-European contact to today. The Willamette Valley was populated by various native peoples who camped, fished, hunted and gathered foods along the Willamette River.

Other Native peoples from the Pacific Northwest also traveled to or through the area, lived in and carried out customary activities in the Willamette Valley. Treaties between the tribes and U.S. government executed in the 1850s resulted in the resettlement of many tribes to remote reservations.

Portland must acknowledge and address the following issues if we are to realize equitable communities without displacement:

- 1) **From the original displacement of Indigenous peoples to the ongoing, and often serial displacement of the Black community and other communities of color, Portland has an extremely racist history.** Portland, like many other cities, [used planning and zoning to exclude some areas from opportunity and investment while protecting and investing](#) in the value of others.
- 2) **Portland is recognized as one of the [most gentrified places in the country](#).** Many highly educated workers have moved to Portland in recent years, earning wages well above many long-time residents, especially residents of color. This income disparity has contributed to dramatic increases in housing costs, commercial rents, and has changed the culture of many neighborhoods throughout the city, especially in North and Northeast Portland. Consequently, the increased cost of living has pushed many long-term Black residents to East Portland and surrounding jurisdictions.
- 3) **Governments have largely failed to ensure that growth and development benefit both new residents and *existing residents*, supporting them to thrive in place and not be pushed out by economic, cultural, or other changes.** Government uses investment, programs and regulation to improve conditions and services for residents and businesses, to accommodate growth in ways that meet community goals, and to ensure the resiliency, safety and efficiency of core infrastructure and service systems. Governments often leverage public actions and investments to attract private investment to neighborhoods in ways that don't necessarily benefit or support current residents' ability to stay.

We must plan with, and for, our most vulnerable community members to create a more just and equitable community.

- 4) **Communities in areas that have experienced disinvestment are more susceptible to displacement.** Public/private investment strategies, as described above, have often been used to "revitalize" neighborhoods that have experienced disinvestment. As a result of past racist public/private actions like redlining and segregation laws, these areas often have more Black, Indigenous and person of color (BIPOC) households and businesses. This has been the story for Black Portlanders in North/Northeast Portland, where light rail investments and zoning changes led to the displacement.

We can apply lessons learned from past public investments to ensure similar outcomes do not occur in East Portland, St. Johns, Cully, Brentwood-Darlington and other places.

- 5) **COVID-19 has revealed the precarious nature of our economy and how quickly a crisis can overwhelm business, families, government, and communities.** Never in the history of our country has an event been able to so quickly expose the inequities and precarious nature of so many of the things we rely upon for our daily lives.

A. Defining Displacement in Portland

Shared definitions of key terms provide clarity and consistency, leading to better communication, coordination, and analysis. The City of Portland 2035 Comprehensive Plan defines displacement broadly:

Displacement: Households or businesses involuntarily forced to move from a neighborhood because of increasing market values, rents, or changes in the neighborhood’s ability to meet basic needs in the case of households, or erosion of traditional client base in the case of businesses.

Different types of displacement include:

- 1) **Direct.** When people are legally forced to leave their homes and neighborhoods. For example, when a property is condemned.
- 2) **Economic.** When people or businesses are forced to move from a neighborhood because they can no longer afford it. This could be due to barriers to economic opportunity, increasing housing costs, or changes in the affordability of neighborhood goods and services. ***In the case of businesses, this could also be due to the erosion or departure of a business’ traditional client base.***
- 3) **Cultural.** When people leave their neighborhoods because they do not feel welcome or a sense of belonging because businesses and institutions have been displaced.
- 4) **Climate.** When people leave their neighborhoods due to climate-related events and investments.

WHAT’S THE DIFFERENCE BETWEEN GENTRIFICATION AND DISPLACEMENT?

Gentrification refers to how a *place* is changing.

Displacement is what happens to individual people or communities *in* that place.

([Strong Towns](#))

- 5) **Exclusionary.** When lower-income households and households of color are prevented from living in areas that have historically prohibited more housing options, especially affordable housing and multifamily development. By excluding growth in one area, displacement pressure increases in other neighborhoods as housing demand spills over to lower-cost neighborhoods.

B. Learning from Our Past to Do Better

Set within a federal policy framework that contributed to extreme income inequity, a weaker social safety net, and increased incarceration for people of color, [local City planning supported an entrenched pattern of racial and economic segregation and the displacement](#) of communities of color for more than 100 years.

In Portland, a combination of public and private policies limited where Black households could live, resulting in more people, density and housing demand in those areas. At the same time, exclusionary zoning regulations protected neighborhoods with wealthier and whiter households from increased density by limiting the types of housing allowed in those areas. This set the stage for decades of public and private disinvestment in the former neighborhoods, eventually making them ripe targets for real estate speculation. The City fueled the change of these neighborhoods and the displacement of Black households through land use plans and policies, public revitalization efforts and major infrastructure projects. Displaced residents did not benefit from the improvements to their neighborhoods. Instead they were often displaced to areas with worse amenities and services.

Dynamics of Displacement: The MAX Yellow Line and North Interstate Urban Renewal

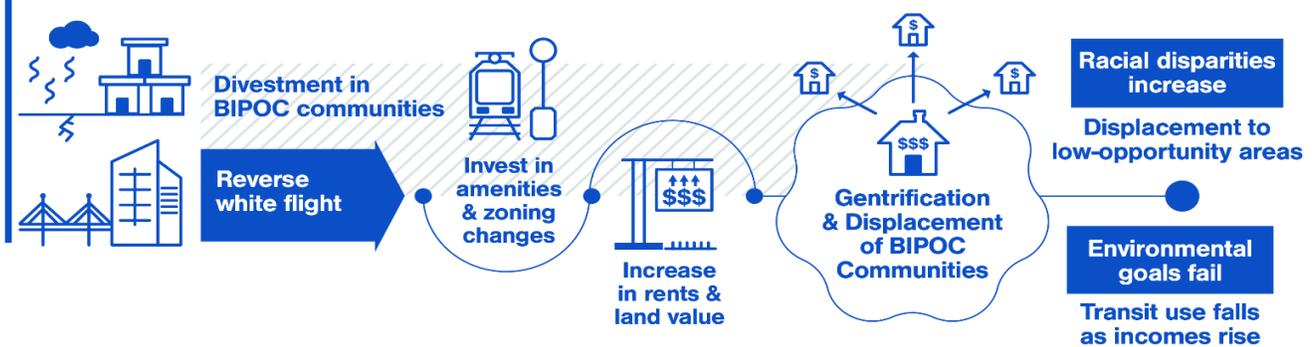
The MAX Yellow Line and North Interstate Housing Strategy taught us that having good intentions and an anti-displacement goal are not enough. Despite the concerns raised by the community during the planning process, spending on transportation infrastructure was prioritized over affordable housing; rezoning continued without guaranteed community benefits; and displacement occurred as the area became more desirable and housing costs rose. While some existing residents benefited from the change, many were forced out. ***Between 1990 and 2017, more than 10,000 Black residents were displaced.***

This cycle of gentrification and displacement also had the unintended long-term consequence of reducing transit ridership as new higher-income households opted out of the transit system. A [Northeastern University](#) study found that this is common: when new transit is introduced, “the most predominate pattern is one in which housing becomes more expensive, neighborhood residents become wealthier and vehicle ownership becomes more common.”

Displacement impacts People and Place, so Solutions Must Address People and Place

Displacement impacts individuals, communities, places, and regions in a multitude of ways. Displacement has been shown to result in [increased stress, depression, reduced continuity of health care and reduced life expectancy](#) in individuals. [Children’s school performance falls](#), even when they don’t have to switch schools. Moving to less-served, lower-income neighborhoods [intensifies poverty and inhibits economic mobility](#). [Fractured communities have less political power](#) and reduced social cohesion, making communities less resilient to economic downturns and natural hazards.

Dynamics of Displacement



On the regional scale, racially and economically segregated neighborhoods widen wealth and opportunity gaps. **Furthermore, regions with large racial and income disparities recover more slowly than equitable regions, and racially segregated metro areas have decreased regional economic prosperity overall.** ([Urban Institute, 2017](#))

“Serial displacement entails the loss of capital, material resources, social integration, collective capacity, and psychosocial resources at each of these scales, with losses at one level affecting others. Such repeated extraction of resources has negative implications for the health of individuals and groups within generations as well as across generations, through the accumulation of loss over time.”
[\(Saegert et al, 2011\)](#)

If nothing else, the COVID pandemic has shown us how interconnected we all are.

Policies and actions that make some people vulnerable, leave our entire community less resilient. The time has come to move from place-making to equitable community-making, without displacement.

II. Anti-displacement Toolkit: Policy, Analysis, Action

A. Policy: Shifting from place-making to equitable community building

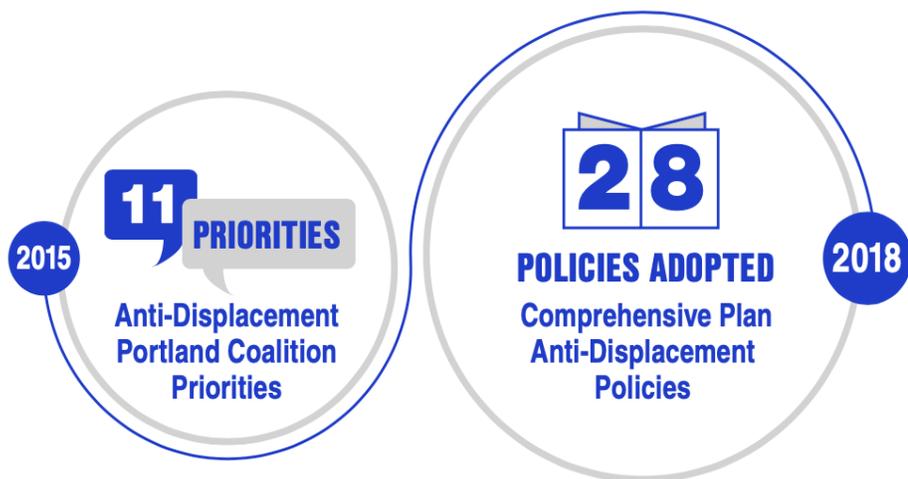
Historically, Portland’s growth strategy has consisted of planning for where and how growth will occur. This strategy determined the types of uses allowed in different places, the overall layout and design of the city and its neighborhoods, the infrastructure needed to serve the needs of households and businesses and how the pieces come together spatially and financially. The focus has been largely on the built environment, the arrangement and connection of centers, neighborhoods and districts, and accommodating growth. The point of view was that these outcomes would benefit all Portlanders.

In 2012, [The Portland Plan](#), with its focus on equity, marked a shift in thinking as policy makers expanded this focus on “place-making” to also consider the needs and outcomes of people. The Portland Plan’s Framework for Equity calls for launching a racially-focused initiative using well-documented disparities, and the City’s [Racial Equity Goals and Strategies](#) put a particular focus on quality of life disparities experienced by people of color and those with disabilities.

This shift was carried over into the City’s most recent growth strategy, the [2035 Comprehensive Plan](#). However, it was the advocacy of an ad-hoc coalition of community-based organizations called Anti-Displacement PDX that truly moved the dial forward. Their platform called for strengthening communities in the face of displacement pressure, by providing sufficient affordable housing, more political voice in policy making, and greater economic opportunity for marginalized and historically displaced communities of color.

Community advocacy resulted in 28+ policies being included in Portland’s 2035 Comprehensive Plan, an example of City policy prioritizing investments in both *people* and *place*.

Additional policies were adopted by the City Council to incorporate considerations of racial



and social equity into City investments in transportation, climate change mitigation, environmental justice, community engagement, parks, and basic infrastructure. In total, the Comprehensive Plan has more than 40 equitable community development policies (see Appendix B). At a high level, policies fall into three categories: equitable growth management and infrastructure; housing and affordability; and economic and workforce development.

Anti-Displacement Policy Framework Summary

Equitable Growth Management and Infrastructure

Reducing disparities, mitigating displacement, and expanding access to opportunity for low-income people and communities of color are all stated City goals for new private development and public investments. This means the City uses its regulatory and investment tools to:

- 1) Encourage development through zoning and infrastructure investments but require community benefits in return and mitigate displacement impacts
- 2) Plan for coordinated community development to redress past harms to communities of color
- 3) Improve public amenities in deficient areas accompanied with anti-displacement strategies
- 4) Incorporate analysis of displacement impacts into decision-making on policies, plans and investments
- 5) Require additional community benefits for large capital projects

Housing and Affordability

Increasing the amount, location, and affordability of housing are overarching goals for the City. An understanding of which neighborhoods and communities have historically not experienced much change or growth, and which experienced displacement, helped shaped these policies. The City is now committed to:

- 1) Analyzing plans and investments with the potential to cause displacement of communities of color and then using public investments to mitigate displacement impacts
- 2) Planning for the preservation and restoration of the economic and cultural diversity of neighborhoods where displacement occurred
- 3) Using zoning and fair housing programs to expand housing types and affordability for people of all incomes to live in high opportunity areas
- 4) Increase renter protections for health, safety, and stability in the face of displacement pressures

Economic and Workforce Development

The City's economic policies aim to increase prosperity for all by targeting City intervention in neighborhoods and business and employment sectors where racial and economic disparities exist. This means the City is now committed to:

- 1) Reducing poverty by aligning economic and workforce development investments with human services, transportation, housing, and education
- 2) Expanding access to middle wage jobs and career ladders for opportunities that do not require a 4-year college degree
- 3) Preventing involuntary commercial displacement resulting from City plans and investments
- 4) Prioritizing commercial revitalization efforts in underserved neighborhoods and supporting small businesses owned by people of color
- 5) Leveraging City plans and investments to encourage contracting with minority-owned and woman-owned businesses

PolicyLink All-In Cities Initiative: Policy Implementation Strategy

Despite considerable changes to Portland's policy framework, displacement pressures have continued to push vulnerable communities further away from the Central City. Community activists continue to demand the City do more to implement its anti-displacement policy framework.

In 2018, the City joined PolicyLink's All-In Cities Initiative for support in developing an implementation strategy. PolicyLink is a national research and action institute focused on racial and economic equity. Along those lines, the Portland PolicyLink team was composed of cross-bureau staff, City Commissioner staff, and community leaders from the ADPDX Coalition. The year-long effort concluded with a large summit in the summer of 2019, which resulted six recommendations on how Portland could implement its anti-displacement commitments and four concrete next steps were provided to the City.

The six recommendations were:

- 1) Racial equity must define both how the City operates and what is prioritized
- 2) Identify a target population
- 3) Focus on policies that will actively address near-term displacement pressures in communities
- 4) Commit to a process led by people and communities most impacted by displacement and racial inequities
- 5) Be prepared for a long-term commitment, particularly a long-term commitment of resources.
- 6) Build in accountability, transparency, and measurement for every goal and action

The opportunities and concrete next steps to advance equitable community development without displacement were:

- 1) Create a community-led city task force
- 2) Commit to multi-year funding for Anti-Displacement PDX (ADPDX) to have a full-time staff
- 3) Identify a permanent source of funding for anti-displacement work
- 4) Create a process to track and annually report to City Council and the broader community

These recommendations and next steps were the starting point for the Anti-Displacement Action Plan. BPS is committed to engaging in a transformational process led by community that leads to recommendations and actions co-created with community. Racial equity, and particularly the experiences of Portland's Black and Indigenous communities, will be centered in our tools and equitable community framework. While the creation of a community-led task force has been delayed due to COVID-19 impacts, BPS is supporting the [Anti-Displacement Coalition](#) with a multi-year grant to continue its work, focusing on both near-term and long-term solutions.

B. Analysis: Using Data to Inform Decision-making

The City has several analytical tools it uses for collaboration, transparency and decision-making around displacement issues.

Equity Analysis Tools

Projects across the City now require application of an *Equity Lens*, which includes an analysis of who benefits and is burdened by a particular action. *Equity indicators*, over time, provide accountability to City goals and are critical for understanding what's working and what's not, to better inform future decisions. Equity lens application and the use of indicators look different from bureau to bureau, and even project to project, and should be better aligned. By contrast, the [Budget Equity Assessment Tool](#) provides consistent citywide guidance for individual bureau Budget Advisory Committees in assessing how budget requests benefit and/or burden communities, specifically communities of color and people with disabilities.

Opportunity & Risk (O&R) Mapping

O&R Mapping combines two different mapping tools to create a matrix of opportunity and risk by neighborhood. Taken together, these elements can help guide where investments and interventions are made. Understanding the unique conditions within a neighborhood as well as market dynamics city-wide presents the opportunity to deploy limited resources where they are needed most, and, over time, helps measure outcomes to determine the effectiveness of City actions.

O&R Mapping has two main components—**opportunity mapping** and **residential displacement risk mapping**.

Opportunity Mapping

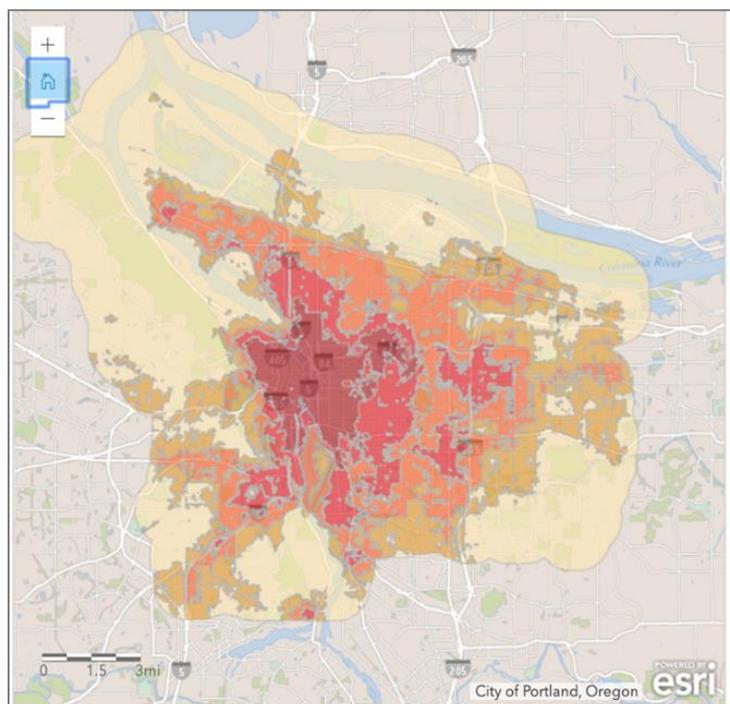
The purpose of opportunity mapping is to illustrate where opportunity-rich communities exist (and assess who has access to these communities) and to understand what is missing in opportunity-poor communities.

In this situation, “opportunity” is defined as having safe, convenient and walkable access to schools, parks, grocery stores and transit, which can help Portlanders save money and stay healthy. Affordable housing located in a walkable neighborhood near active transportation, employment centers, open spaces, and various services and amenities enhances the general quality of life for its residents⁷. Lower transportation costs help reduce overall household costs and increase housing affordability. Exercise paired with access to healthy foods and neighborhoods with more space dedicated to active transportation (walk, bike, transit) and green space leads to healthier outcomes for residents.

The City of Portland has developed two methods for measuring access to amenities and opportunity.

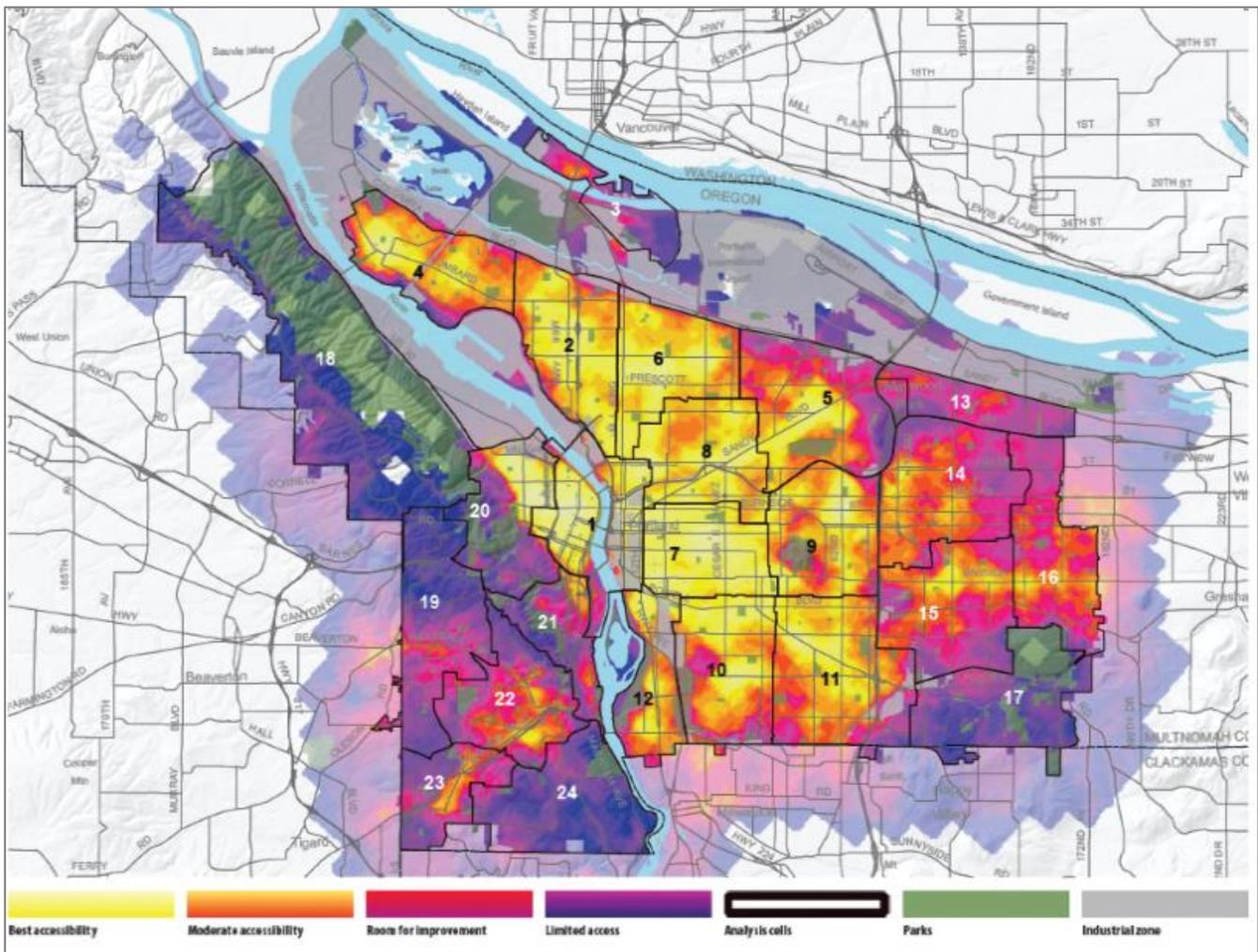
[The Portland Housing Bureau \(PHB\) Opportunity Map](#) categorizes Portland neighborhoods into varying levels of opportunity, scored Low to High. In this tool, “opportunity” is defined by proximity to quality education resources, complete streets and transit, as well as access to family wage jobs, parks, food, and health care.

Portland Housing Bureau Opportunity Map, 2017



[BPS' Complete Neighborhood analysis](#) or, "20-minute neighborhood" index is another tool that measures access to opportunity. A "complete neighborhood" is defined as an area where residents have safe and convenient access to goods and services they need on a daily or regular basis (see Appendix C for factors included in Complete Neighborhood index). In a complete neighborhood, the network of streets and sidewalks is interconnected, which makes walking and bicycling to these places safe and relatively easy for people of all ages and abilities.

Bureau of Planning and Sustainability Complete Neighborhoods Map



Though the tools are similar, there are differences in their purpose and use. The Housing Bureau analysis is used to determine locations of high opportunity for the siting of affordable housing and focuses on factors that provide economic opportunity for resident and elements of health outcomes. The Complete Neighborhoods map is used to measure where residents have safe and convenient access to goods and services they need on a regular basis and is focused on livability amenities.

Neither analysis incorporates housing affordability or mix, diversity, cultural amenities or elements of social cohesion when ranking opportunity. Incorporating these factors or others defined by community members present a chance to better understand what opportunity is and who has access to it.

Displacement Risk Mapping

The Displacement Risk Mapping Tool traces its roots to the neighborhood typologies from the [2013 Gentrification and Displacement Study](#) conducted by Dr. Lisa Bates of Portland State University (see Appendix D for more information on Neighborhood Typologies). Displacement risk is based on three related factors – people who are vulnerable to economic displacement (lower income, renters, people without college degrees, and people of color); areas that are showing demographic change; and areas with rapidly increasing housing costs.

In the 2013 analysis, almost all the neighborhoods categorized as Susceptible (yellow) to displacement were located along a strip between 82nd Ave. and Interstate 205 (see map, below).

Hot spots for displacement (maroon) were primarily concentrated in Inner North and Northeast Portland, Cully and St. Johns. Though East Portland contained high concentrations of vulnerable populations, housing prices were not increasing fast enough to register on any of the stages or phases of gentrification.

QUICK REFERENCE: STAGES OF GENTRIFICATION

Susceptible: Vulnerable areas next to tracts with high or rapidly increasing property values.

Early: Type 1: Vulnerable areas with low property values that are appreciating rapidly.

Early: Type 2: Currently losing vulnerable populations and next to tracts with rapidly increasing property values.

Dynamic: Currently losing vulnerable populations and rapid property value appreciation.

Late (also Late: Type 1): Vulnerable populations still somewhat present, but housing market has shifted to high value.

Late: Type 2: Vulnerable populations present at start of study period no longer live in these areas. Housing market still low-to-moderate but has appreciated rapidly.

Continued Loss: Vulnerable populations no longer live in these areas in large numbers. The share of white people and those with a 4-year college degree is growing. Housing has appreciated rapidly, and values are now high.

With the most recent update completed in 2020 (see map) the level of displacement risk has shifted considerably. Every Census tract east of 82nd Avenue is now at risk of displacement. Neighborhoods such as Montavilla, the Jade District and Lents, which had appeared as Susceptible to displacement in 2013, now exhibit characteristics of Dynamic neighborhood change. The inner eastside of the city, which in 2013 showed a Continued Loss of vulnerable populations, no longer meets the thresholds for our displacement risk typologies. Our Vulnerability Mapping Analysis (see Appendix D) shows that this is because vulnerable residents no longer live in those parts of town in population numbers large enough to register in this analysis. This represents a significant displacement of vulnerable populations and increase in value within both for-sale and rental housing markets.

The maps illustrate how quickly vulnerable populations can be negatively impacted by the combination of a hot housing and rental market, lack of economic opportunity and investment lacking anti-displacement or equitable community measures. This analysis echoes anecdotal experiences shared by community members who have felt the eastward push of displacement and the continued loss of historically Black neighborhoods in North Portland.

Observers will note that some areas of the map do not appear to be progressing linearly through the displacement risk typologies. For example, St. John's neighborhood, in North Portland, appears to be experiencing Dynamic change in 2013, and transitions to Early stages of displacement in the later map. This reflects some of the limitations of this analysis tool, particularly the large statistical margins of error in the underlying Census data. The analysis is intended to provide a snapshot of the overall rate of change in a neighborhood at a particular time, as compared to the city as a whole, and is not intended for use as a truly longitudinal lookback. For more information on Displacement Risk mapping, a description of the neighborhood gentrification typologies, limitations and opportunities to improve the tool, see Appendix D.

Equitable Investment Matrix

BPS is studying how the opportunity and risk maps can be used together to better understand current conditions and help the City focus efforts on the most vulnerable populations.

O&R Mapping can be used to create an equitable community strategy that addresses inequities and implements key Comprehensive Plan policies. The matrix below uses the combined mapping to create four investment strategies and examples of the types of investments that are appropriate in neighborhoods with different levels of opportunity and displacement vulnerability.

Equitable Investment Matrix

	LOW OPPORTUNITY	HIGH OPPORTUNITY
HIGH VULNERABILITY	<p>QUADRANT I</p> <p>Invest to increase opportunity</p>	<p>QUADRANT II</p> <p>Invest in affordable housing</p>
LOW VULNERABILITY	<p>QUADRANT III</p> <p>Invest to increase opportunity and affordable housing</p>	<p>QUADRANT IV</p> <p>Invest in affordable housing</p>

QUADRANT I: Areas that are low in quality services and amenities but have higher shares of vulnerable populations. Public investments that increase opportunity by enhancing the sense of place and livability, such as parks, streetscape improvements, and transit service expansion, have the potential to displace residents.

Investing to reduce disparities and increase access to opportunity should be undertaken in combination with monitoring to gauge the risk of displacement, and increase community resilience, such as workforce development, affordable childcare, and utility assistance. As housing costs increase, City bureaus work together on projects to integrate effective housing affordability strategies to reduce the risk of displacement in underserved areas.

QUADRANT II: Areas that are rich with quality services and amenities yet have higher shares of vulnerable populations should prioritize the creation and preservation of subsidized and unsubsidized affordable housing, particularly permanently affordable home ownership. Other types of public investments should weigh the potential for displacement and align a package of housing and workforce development programs with infrastructure improvements.

The City should also apply strategies to incentivize or require private development to mitigate displacement risk from these areas in a variety of ways.

QUADRANT III: These areas have low shares of vulnerable communities but limited to no access to services and amenities.

Public investments should prioritize improving and expanding infrastructure to enhance connectivity and mobility. For major investments, such as the SW Corridor MAX light rail line, that will significantly increase access to opportunity, the City should increase affordable housing for low-income and other vulnerable residents and seek to preserve naturally occurring affordable housing.

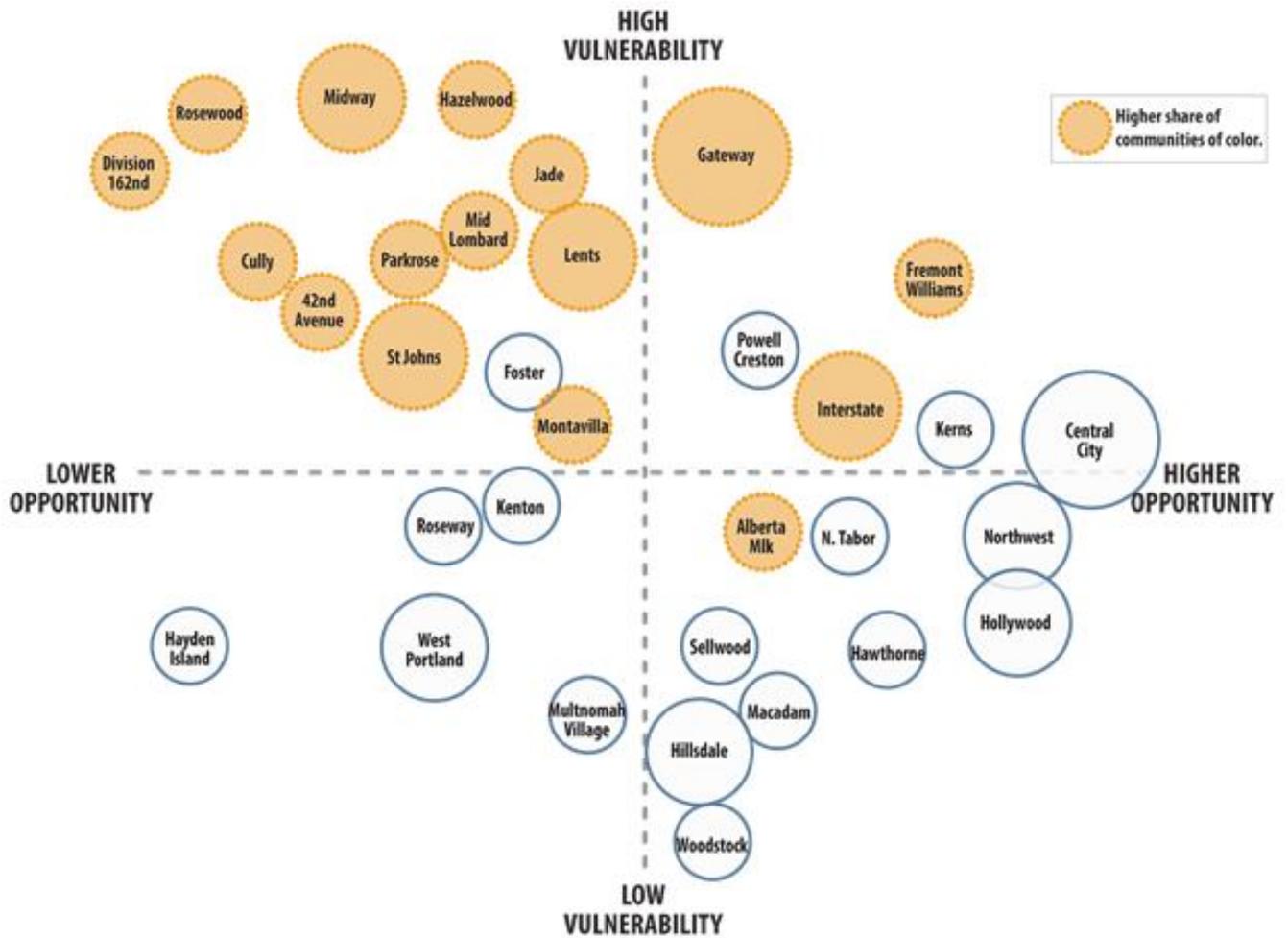
QUADRANT IV: Areas that are amenity- and service-rich, and have few or no shares of vulnerable populations. These areas often have a history of excluding vulnerable and underserved communities.

The priority is to increase housing opportunities and secure community benefits for low-income households and other vulnerable residents. This strategy encourages infill development through land use changes that incentivize higher density housing opportunities, especially affordable housing, as well as prioritizing the preservation of existing affordable housing.

The opportunity and vulnerability scores can be mapped to classify different neighborhood centers (see matrix, below). It shows that centers with higher shares of communities of color are generally lower opportunity and higher vulnerability. Some of the most vulnerable centers are in East Portland, including Hazelwood, Midway and Rosewood. Using an equitable community framework within these areas would prioritize investment in people first by ensuring the stability of current residents and businesses while also improving components of livability and opportunity.

Opportunity and Vulnerability scoring of Centers

Size of bubble corresponds to relative population of each Center



C. Action: Inventory of Anti-Displacement and Equitable Community Regulations and Programs

The PolicyLink All-in-Cities work revealed inter-bureau silos as a distinct challenge to achieving anti-displacement and equitable community development goals, which are inherently cross-disciplinary.

This section compiles different City bureau contributions to anti-displacement work to understand what is currently being done, how those programs function and interact with the City's policy framework; and where program and regulatory gaps exist. The intent is to develop a living database, in which items can be researched, deployed or improved upon as the City moves toward greater cross-bureau coordination and efforts at equitable community development.

The inventory is organized into four major sections, each with several subsections. Each major section ends with other ideas and opportunities for new regulations and programs, often found in other cities.

HOUSING

- 1) Tenant Protection Regulations
- 2) Affordable Housing Preservation and Development Regulations
- 3) Tenant Assistance
- 4) Homeowner Assistance
- 5) Preservation of Affordable Housing
- 6) Expanding Affordable Housing
- 7) Additional Opportunities

COMMERCIAL/BUSINESS

- 1) Commercial/Small Business Programs
- 2) Additional Opportunities

WORKFORCE

- 1) Targeted Efforts to Employ and Retrain Workers
- 2) Childcare Support
- 3) Employer Support
- 4) Additional Opportunities

CULTURAL DISPLACEMENT AND COMMUNITY RESILIENCE

- 1) Cultural Displacement Programs
- 2) Building Community Resilience
- 3) Historic Resources Code Project
- 4) Additional Opportunities

Each item in the inventory is categorized and assessed using several factors, including:

- 1) Whether the tool is more relevant for decreasing risk in vulnerable areas or for increasing access to high opportunity areas that are exclusionary
- 2) Whether the tool worked as a more immediate mitigation or as an upstream intervention for structural change
- 3) Whether the tool was available citywide or limited to certain geographies
- 4) Whether the tool could be targeted specifically toward a particular population or geography
- 5) How success is measured, and whether long-term outcomes can be tracked with current methods
- 6) Whether the tool is believed to be generally effective, facing challenges, or in need of improvements
- 7) Estimate of the relative program cost on a broad scale
- 8) Whether the tool may fit the Portland Clean Energy Fund's investment criteria (noted by a leaf icon)

The programs and regulations in the inventory are not an exhaustive list of programs, but represent those staff were able to assess through conversations with program staff. The inventory is a living set of tools, intended to be updated regularly to serve as a tool for decision making. Each section also includes programs and regulations that staff identified as potential new directions for future action that could strengthen the City's anti-displacement and equitable community development work.

Through this phase of the project, staff and Coalition partners have begun to identify regulatory, program and policy gaps that may be a way to continue to build the City's anti-displacement toolbox. Many of these programs exist in other cities but require a commitment from City leadership to bring to Portland. The community Coalition has expressed particular interest in programs that promote permanent affordability, community ownership, and to secure public benefits from private development. BPS staff have started assembling potential proposals that will be presented to the community during the wider public engagement phases of this work.

See Appendix E for the Inventory of Anti-Displacement and Equitable Community Regulations and Programs.

III. TOWARD A FRAMEWORK FOR EQUITABLE COMMUNITIES

Past planning and development policies and practices produced lasting inequity.

Portland, like many U.S. cities, has a longstanding history of racist housing and land use practices that created and reinforced racial segregation and fueled speculation and displacement of BIPOC communities. Exclusionary zoning, racially restrictive covenants, and redlining are early examples of this, with their effects still visible today. These discriminatory practices have all played a role in shaping the spatial distribution of displacement risk and opportunity—and in exacerbating inequities along lines of race and class.

Over the years, Portland’s economic and population growth strategy has focused on planning for places where we want private development to occur, the types of uses and urban design that are appropriate there, and the infrastructure necessary to support private development. This persistent focus on the built environment and place-making, rather than the needs of those made vulnerable by prior City action, has persisted for generations.

With the 2035 Comp Plan, the community and City adopted new policies that make addressing inequities the priority.

The adoption of the 2035 Comprehensive Plan marked a turning point in the City’s approach to growth management (i.e. housing, economic development, infrastructure, environment, urban form). The approach was expanded to more directly focus on who benefits and who experiences the burden of growth and change.

The City Council adoption of the anti-displacement and equitable development policies in the plan provides a framework for our collective approach. It offers an alternative from our current, more ad-hoc approach done on a project by project basis. The elements of this framework are:

- 1) Empower community
- 2) Support inclusive economic opportunity
- 3) Support affordable housing and tenant protections
- 4) Advance environmental justice
- 5) Leverage private investment for public benefit
- 6) Analyze impacts, advance equity, mitigate harm

Pursuit of these policies requires a coordinated multi-faceted approach.

Despite this policy framework and efforts to track and mitigate displacement, Portland residents, businesses and cultural organizations continue to experience displacement as a significant challenge. Clearly it takes more than growth management and development to have an impact. PolicyLink recommends that intentional public and private sector action and community-led decision making focused on both people and place are needed to foster strong, connected, diverse and resilient city communities.

A. A Framework for Equitable Communities

Pursuit of equitable community development begins with targeting solutions for the most vulnerable in our community, resulting in systems that work better for everyone ([Haas Institute](#)). In Portland, communities of color, and specifically Black and Indigenous communities, have been most harmed by the City's history of displacement and exclusion, meaning these communities must be centered in our work.

Coordination among government actors pursuing these policies is important for several reasons. No one City bureau has all the pieces of this work; and all the bureaus share in resource constraints and competing priorities. Effective coordination on equitable community development starts with having the following:

- 1) a set of **shared goals** for equitable community development,
- 2) a suite of tools to facilitate a **shared analysis** to inform decision making,
- 3) an understanding of the **building blocks of equitable community development and a shared understanding of roles**, and
- 4) a plan for **long-term stewardship** of equitable community development implementation

Shared Goals

According to the [Government Alliance on Race and Equity \(GARE\)](#), there are two major barriers to achieving equitable outcomes related to growth and development: inequitable access to high-opportunity areas within cities; and involuntary displacement. As a baseline, the framework establishes goals to overcome these obstacles identified by GARE, but leads with a commitment to reconceptualizing our approach to working with community, particularly those most harmed by prior City action, or inaction:

- 1) **Commit to a transformational process co-created with, and led by, people and communities most impacted** by displacement and racial inequities. Value wisdom and expertise gained through lived experience and act *with* community, rather than *on* community.
- 2) **Increase access** for (and in some cases, facilitate the return of) BIPOC communities to existing high-opportunity, areas of the City with high quality of life outcomes and a density of amenities that support physical, social, economic and environmental health; and/or
- 3) **Stabilize communities at risk of displacement** so they can maintain roots and benefit from growth and development, with a focus on those historically most impacted by displacement, namely BIPOC communities located in North, Northeast and East Portland.

While numerous bureaus are already engaged in community-centered work that seeks to further these goals, the work of individual bureaus – whether housing, economic development, transportation or planning – cannot be effectively and efficiently implemented independently. Understanding and working to connect strategies to reinforce one another, across silos, is a structural shift necessary to address the complexity of the challenge.

Several recent City projects provide examples of approaches toward community-centered equitable development, most recently:

- [The Broadway Corridor Community Benefit Agreement](#)
- [Historic Black Williams Project](#)
- [N/NE Housing Strategy](#)
- [SW Corridor Equitable Development Strategy](#)
- [Historic Resources Code Project](#)

Each of these projects is described in additional detail, below.

Shared Analysis

To make coordinated decisions across bureaus, in partnership with impacted communities, a shared set of analysis tools to inform transparent decision-making is critical. Some of these tools already exist and are in use by various bureaus, while others, particularly those required for coordinated bureau action, are still being developed. Tools include:

- 1) **Opportunity and Risk Mapping:** Opportunity mapping is used to understand where “opportunity” exists within a city or region. Opportunity areas are those where households experience high quality of life outcomes due in part to access to economic opportunity, good

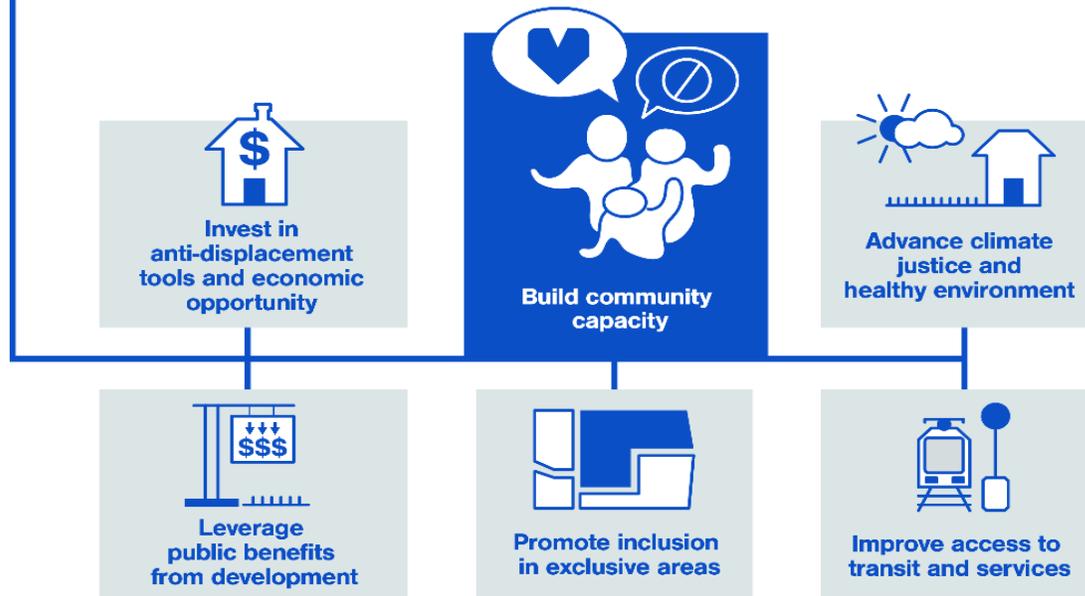
transportation, high performing schools, healthcare, goods and services, a safe environment and green space. Displacement risk mapping identifies the most vulnerable households, tracks demographic changes and housing cost trends that indicate areas of Portland experiencing displacement pressures. Taken together, these two elements can help guide where investments and interventions are made.

- 2) **Public Investment Impact Analysis:** Collectively, City leadership and bureau staff need a stronger understanding of how different types of public regulations, investments and actions (e.g., up zoning, bike infrastructure, park improvements) impact nearby land values and signal the private market. We need to better understand how, why and when City actions become drivers of residential, commercial or cultural displacement. Economic analysis should be supplemented with community-sourced, qualitative data on perceived impacts of different types of investment.
- 3) **Thresholds for Action:** Dependent on what is learned from the Public Investment Impact Analysis, we need to collectively agree on thresholds to determine which types of City actions, at which scale, in which locations, require cross-bureau displacement mitigation investments. For projects that exceed thresholds, we will need to develop a coordinated phasing strategy to inform the order in which investments should be made and actions taken, to support equitable outcomes.
- 4) **Accountability Metrics:** The Office of Equity and Human Rights is leading an effort to develop a set of equity indicators that will become central to monitoring City performance, displacement and community wellbeing. BPS is additionally working with Dr. Lisa Bates to identify community-identified indicators and community-sourced data to better understand challenges and outcomes in a more grounded, experience-based and people-centered way. These metrics should be aligned with existing tools and metrics, vetted with community, reported annually, and used to inform both decision-making and advocacy efforts.

Building Blocks for Equitable Communities and a Shared Understanding of Roles

The diagram below illustrates key building blocks to equitable community development that align with Portland's Comprehensive Plan policy framework and further the two overarching equitable community goals described above. These building blocks may be implemented in combination, and/or phased, to help achieve equitable outcomes.

Building blocks for equitable development



In looking at a cross-bureau set of strategies for equitable community development, we can begin to understand how the work of each City bureau, and the tools and powers held by each bureau, begin to fit together to form a more comprehensive and coordinated approach to equitable community development. The City, other local government partners, the private sector, and community-based organizations all have critical roles in implementing different building blocks.

- 1) **Invest in anti-displacement tools and economic opportunity** to stabilize households and businesses, while providing new avenues for prosperity through workforce development and wealth creation opportunities.

Potential Partners: City bureaus/agencies with related missions, Metro, WorkSystems Inc, community organizations, philanthropic institutions

- 2) **Build community capacity** by providing resources that support community groups' ability to partner with the City or to develop and implement their own solutions in a way that empowers them to exercise more control over their physical, social and cultural spaces.

Potential Partners: City bureaus/agencies with related missions, community organizations, philanthropic institutions

- 3) **Advance climate justice and healthy environment** to repair past harm, improve public health and ensure Black, Indigenous and other communities of color are centered in climate-focused workforce opportunities

Potential Partners: City bureaus/agencies with related missions, Portland Clean Energy Fund, partner agencies, community organizations

- 4) **Leverage public benefits from development** using incentives, regulations and community benefit agreements

Potential Partners: City bureaus/agencies with related missions, community organizations

- 5) **Promote inclusion in exclusive areas** by increasing housing and commercial opportunity for historically excluded and marginalized communities in amenity-rich areas of the city.

Potential Partners: City bureaus/agencies with related missions, Community Development Corporations

- 6) **Improve access to transit and services** to better serve communities that rely on them.

Potential Partners: City bureaus/agencies with related missions, TriMet, Metro, mobility services, partner agencies

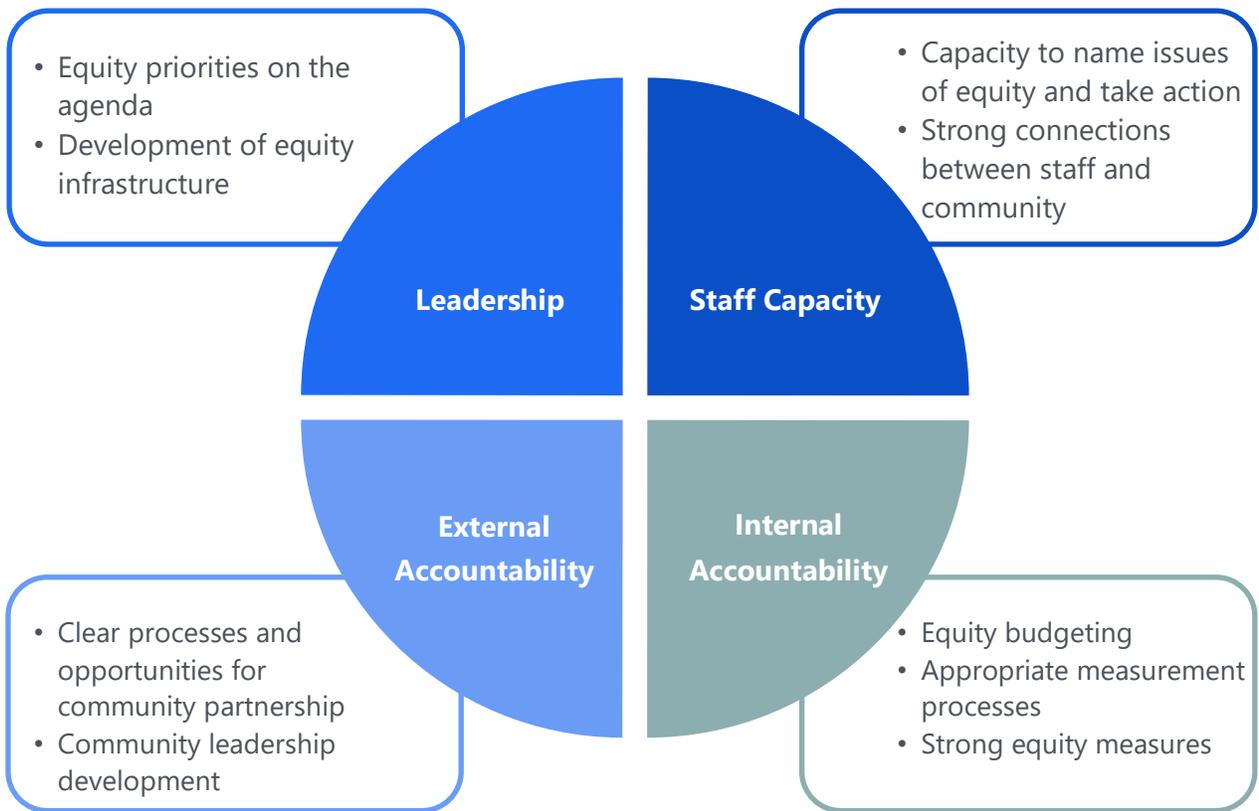
The graphic below illustrates an example of how multiple agencies can coordinate to create a comprehensive strategy for achieving equitable outcomes. The SW Corridor Equitable Development Strategy starts with the community’s vision for equitable community development without displacement, sequences the City’s limited funding accordingly, and then uses infrastructure investments and regulatory tools to shape market dynamics for greater shared prosperity as the region grows.



Long-term Stewardship

[Seattle's Equitable Development Implementation Plan \(2016\)](#) highlights that ongoing success in implementing equitable development requires support and stewardship from the City, partner agencies, and community leadership. In this system, **leadership**, **staff capacity**, **internal accountability**, and **external accountability** each has a critical role to play for long term success.

Seattle's Equitable Development Stewardship Plan



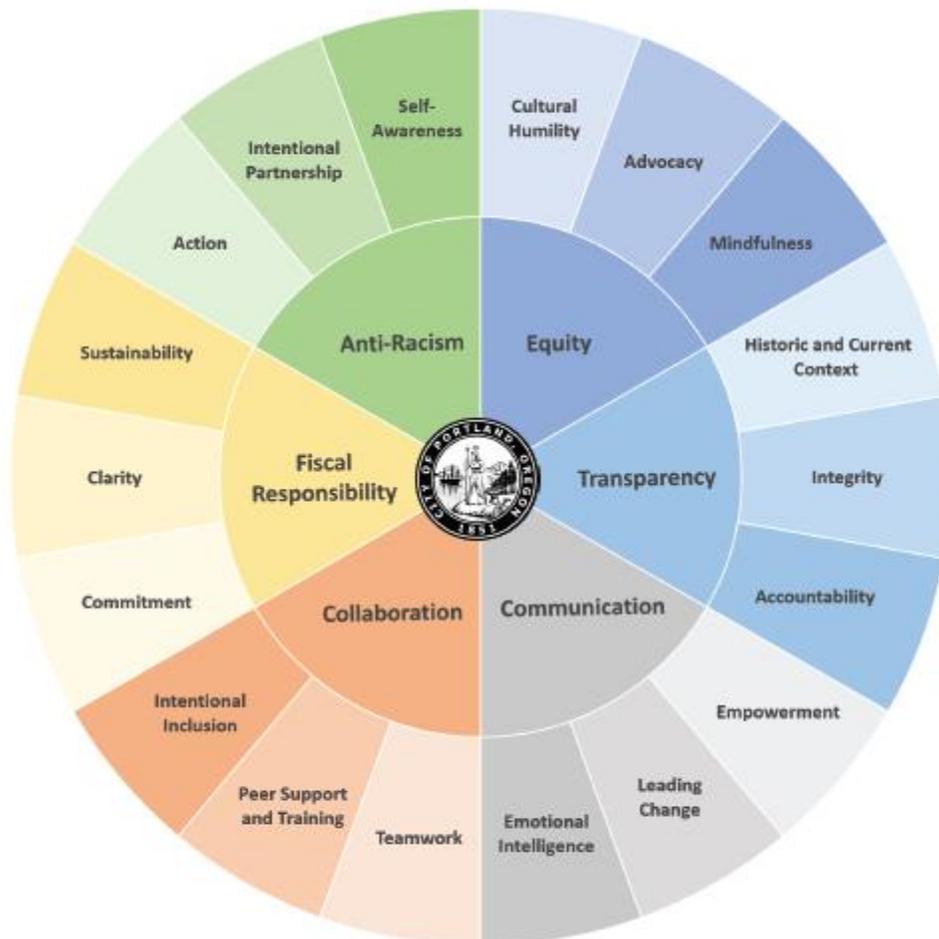
Source: Equitable Development Implementation Plan, City of Seattle, 2016, p. 51

Leadership: City leadership, directors and managers can support the speed and effectiveness of efforts by supporting and empowering staff, cultivating external partnerships, bringing in financial resources, and removing barriers to the work as they arise.

Staff Capacity: The change process relies on staff from multiple bureaus with sufficient expertise and capacity – both in management operations and racial equity. This core team also needs to support training efforts with leadership and broader staff, to grow efforts.

Internal Accountability: Public investments must be made equitably; City budgets need to be created, reviewed and reported on with an explicit focus of achieving equitable outcomes for community. Portland’s [Budget Equity Tool Assessment](#) (see graphic, below) and application of the [Racial Equity-Centered Results-Based Accountability Framework](#) in budgeting and auditing processes, are steps toward internal accountability.

External Leadership and Accountability: Making efforts to listen and act on the expertise of community partners and leaders creates a culture of accountability. Tracking, monitoring and reporting on metrics that are meaningful to communities historically impacted by displacement and racial inequity must be prioritized. To create true partnerships, City leadership and staff need to be open and prepared to work with community to shift systems and resources in response to community priorities. The [Alliance for Advancing Regional Equity](#) recently created a [scorecard tool](#) that could be helpful in advancing Portland’s external accountability.



City of Portland’s Core Values: Anti-Racism, Equity, Transparency, Communication, Collaboration and Fiscal Responsibility.

These values, competencies and associated behaviors guide our actions as we engage our workforce and serve the community.

B. How are We Starting to Do Things Better?

Portland has an opportunity to learn from mistakes, redress past harms, and write a new story for how growth can benefit all communities. Fortunately, the City now has a solid anti-displacement policy framework and several current projects are providing examples of approaches toward community-centered equitable development - most recently the Broadway Corridor Community Benefit Agreement, North/Northeast Housing Strategy, the SW Corridor Equitable Development Strategy, and the Historic Black Williams Project.

These projects share similarities that reflect a shift in City planning and investment practices toward an approach that centers the needs of communities most impacted by displacement and leads with racial equity to prioritize the City actions to achieve those communities' vision for equitable community. Research on best practices of equitable community development show this [targeted approach to eliminating disparities results in universal benefits of improved overall health and prosperity for all residents](#). As Portland's own experience in Northeast shows, this approach is also critical to achieving the City's environmental goals. There is also a recognition of how land use policies and infrastructure investments affect the market and can be leveraged to provide community benefits.

It is helpful to look at how new approaches to community engagement and leading with racial equity look different in each project.

Broadway Corridor

Opportunity:	High (BPS, PHB)
Vulnerability:	Medium-High
Target Population:	Communities of color; other under-served and under-represented people
Building Blocks:	Build Community Capacity; Leverage Public Benefits from Development

Who: Prosper Portland, Portland Housing Bureau (PHB), and stakeholder committee including a racial-equity focused coalition of organizations have worked together to plan for the redevelopment of a 34-acre Broadway Corridor site located within the Central City in northwest Portland.

Community organized. More than twenty organizations formed the Healthy Communities Coalition to prioritize racial equity in the stakeholder engagement process and draft priorities for a Community Benefits Agreement platform. The platform identified affordable housing, living wage jobs, environmental and transportation justice, and opportunities for people with disabilities and small businesses. Throughout the process the project team has been committed to authentic community engagement, intentionally involving underserved and underrepresented communities in the decision-making process, design and build-out of the project.

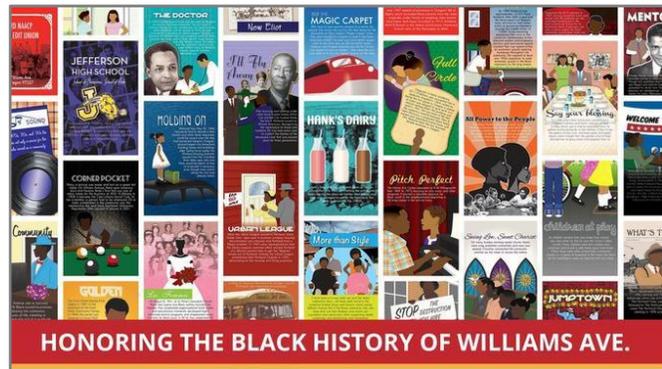
Lead with racial equity. The City saw the project as an opportunity to promote social equity by leveraging this publicly owned site to generate community benefits, building affordable housing and improving socio-economic opportunities for underserved and underrepresented people. The project team conducted a racial equity impact analysis focusing on the history of displacement of Black communities and the current day disparities they experience.

Ultimately the projects goals and proposed community benefits reflect many of the coalition’s CBA platform and address the benefits and burdens identified by the impact analysis. Implementation activities have focused on translating these goals into a feasible Community Development Agreement with a developer.

Historic Black Williams Project

- Opportunity:** High (BPS), Medium (PHB)
- Vulnerability:** Medium
- Target Population:** Black community
- Building Blocks:** Build Community Capacity

Who: Portland Bureau of Transportation (PBOT), Regional Arts & Cultural Council (RACC), funded local artists Cleo Davis and Kayin Talton Davis to collect stories, memories and histories from Black community members and install their artwork along North Williams Avenue, once the vibrant heart of Portland’s African American community.



Community organized: As a part of the N. Williams Traffic Safety Project, the Williams Stakeholder Advisory Committee recommended to the Portland Bureau of Transportation (PBOT) that stories from the African American community be honored through an art history project that would have a prominent place on the corridor. Thus, the community-led Honoring History of Williams Avenue Committee and the Historic Black Williams Project were born.

Leading with racial equity: Williams Avenue was once the vibrant heart of Portland’s Black community. Formerly known as the “Black Broadway,” the corridor included a concentration of Black churches, businesses, social service organizations and nightclubs that were thriving and active community institutions. A public art installation was developed by the community to honor the rich

history of the neighborhood as a center for Portland's African-American community. The goal is for the project to serve as both a visual archive and an inspiration for future community efforts.

N/NE Housing Strategy

- Opportunity:** High (BPS), Medium (PHB)
- Vulnerability:** Medium
- Target Population:** Black community
- Building Blocks:** Build Community Capacity; Invest in Anti-Displacement Tools and Economic Opportunity

Who: The N/NE Neighborhood Housing Strategy is an initiative by the Portland Housing Bureau to address the legacy of displacement in North and Northeast Portland.

Community organized. The initiative began in 2014 as a community-led effort, which resulted in the City repurposing \$20 million for a housing plan. The City's funding commitment to the N/NE Neighborhood Housing Strategy has since grown to

approximately \$70 million. A community-based oversight committee meets every other month to hear reports from the Housing Bureau and partners on the progress toward the goals outlined in the strategy, and to inform the implementation of new housing programs. The committee reports to City Council on progress annually.

Leading with racial equity. A central feature of the strategy is the N/NE Preference Policy, which prioritizes current and former longtime residents of the N/NE Portland community for the City's investments in new affordable rental housing, opportunities for first-time homebuyers, and home retention programs.

PHB's research on the impacts of urban renewal in Northeast Portland identified the families displaced by eminent domain who were predominately African American. PHB gives priority for housing resources to applicants who were displaced, are at risk of displacement, or who are descendants of households that were displaced due to urban renewal. Priority status is given to households who owned property that was taken by Portland City government through eminent domain. Eminent domain is the right of a government agency to take private property for public use and relocates



and/or compensates the owner of the property. Examples of the use of eminent domain include the land used for construction of Memorial Coliseum and the expansion of Emanuel Hospital.

Southwest Equitable Development Strategy

Opportunity: Low-Medium (BPS, PHB) (high in adjacent neighborhoods)
Vulnerability: Low-Medium (high in East Tigard and West Portland Park)
Target Population: East African immigrants, Muslim community
Building Blocks: Build Community Capacity; Leverage Public Benefits from Development, Promote Inclusion in Exclusive Areas; Invest in Anti-Displacement Tools and Economic Opportunity; Advance Climate Justice and Healthy Environment

Who: The Bureau of Planning and Sustainability (BPS), Portland Housing Bureau, City of Tigard, Metro, TriMet, and over 20 organizations have worked together to develop a comprehensive equitable development strategy to ensure the introduction of light rail in SW Portland and Tigard benefits rather than displaces low-income residents and communities of color.

Community organized. A community capacity building grant program funded community-based organizations (CBOs) to engage underrepresented communities to identify community-prioritized anti-displacement actions and set affordable housing targets. Additional resources were provided to nonprofits for early implementation projects such as planning for a land bank for affordable housing, a job training pilot program, and small business assistance. This community capacity building work led to the creation of a SW Equity Coalition to steward the final SW Equitable Development Strategy over the long-term.



This process built relationships among government and community members, employers, affordable housing providers, business leaders, philanthropic organizations and educational institutions. Many partners are now participating in the coalition and contributing financially to its long-term sustainability.

Lead with racial equity. An Equity and Housing Needs Analysis coupled with qualitative data gathered by CBOs identified racial disparities and populations at risk of displacement. Research on the history of the use of racial covenants in SW was undertaken which led to a city-wide effort to collect covenants.

Affordable housing and racial equity policies were identified by the community and incorporated in the strategy. The City Council then took the opportunity to adopt the strategy to also negotiate with TriMet to donate their land for affordable housing as a precondition to approving the light rail alignment. Subsequent implementation activities include community planning in select areas using land use regulations to leverage public investment in light rail and the accompanying private development to achieve more community benefits.

Historic Resources Code Project

- Opportunity:** Sites citywide
- Vulnerability:** Sites citywide
- Target Population:** Under-served and under-represented communities
- Building Blocks:** Build Community Capacity

Who. The Bureau of Planning and Sustainability (BPS) is proposing changes to how the City identifies, designates and protects historic resources to better align them with other community goals, including equity, health and community resilience.

The intent is for the Historic Resources Inventory (HRI) to include more diverse resources that are a better representation of Portland’s history. The updated process aims to make local designation more accessible to the public and recommends changes to protections and incentives for designated historic resources to ensure that the full benefits available with local historic designation are clear to the community.

Community Organized. The proposals came in response to long-term community requests to recognize significant African American sties for their historic and cultural significance.

Leading with Racial Equity. By recognizing, celebrating, and protecting a broader variety of historic and cultural resources, the HRCP promotes a more equitable understanding of the past and creates opportunities for broader representation in future preservation efforts. As it exists today, the HRI severely underrecognizes resources that are significant for cultural and social associations. It also includes only a few properties in East Portland, which was largely annexed after the inventory was adopted in 1984. Inventorying resources associated with underserved



The Golden West Hotel, an important African American institution, has been identified as a Significant Resource.

communities also offers a window into history, recognizing unfair treatment and notable achievements of these groups in Portland's past.

In addition to updating the HRI, the proposals expand exemptions to otherwise required reviews for designated resources and provide owners with incentives to use some historic resources more intensively. By increasing access to potential sources of rehabilitation funds for buildings whose significance is more cultural than architectural, the hope is that these additional resources allow community and faith organizations to identify the means to invest and restore their culturally significant spaces and remain pillars in the community. The City is moving toward a more equitable model for funding historic preservation efforts.

C. An Invitation

The long-term goal of equitable community work is not just to bring everyone up to the same level within a broken system, but to change the system itself. We target solutions on those who have been most harmed by these systems, in order to change the systems themselves, so they work better for all Portlanders.

This report serves as a resource document to better understand the City's efforts to date and provide a path toward a more coordinated, people-centered and data-driven City approach to realize equitable outcomes, particularly for Black and Indigenous communities. At the City, this work occurs within and across bureaus, and must consistently guide the work of advisory and decision-making bodies like the Planning and Sustainability Commission, Charter Commission and Portland City Council. The City also helps support this work in the community, by resourcing community-based organizations led by Black, Indigenous and other communities of color, which have often carried the weight of this work without City cooperation.

But the work to achieve equitable communities in Portland occurs across the regional landscape, in actions and decisions both big and small. It occurs when we prioritize people, above all else, and hold each other accountable to steward that value.

Join us.

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About City of Portland Bureau of Planning and Sustainability

The Bureau of Planning and Sustainability (BPS) develops creative and practical solutions to enhance Portland's livability, preserve distinctive places, and plan for a resilient future.



THE BUREAU OF **PLANNING
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