



**To:** Patricia Diefenderfer, HPS Internal Working Group, Portland Planning Commission

**From:** Ariel Kane, Julia Michel, Sam Brookham, Tom Armstrong

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**Subject:** Achieving Fair and Equitable Housing Outcomes in the Housing Production Strategy

## Purpose

The actions included in Portland's Housing Production Strategy (HPS) aim to work together to achieve equitable outcomes for all residents. An evaluation of the HPS for achieving the following outcomes is required and must include a narrative summarizing how the selected strategies, in combination with other city actions, will achieve equitable outcomes.<sup>1</sup> This is not intended to be an exhaustive evaluation of how each action and plan within the City addresses these outcomes but a high-level overview of the HPS as a whole.<sup>2</sup>

In addition, the City conducted a location analysis to better understand the distribution of the current housing stock, including regulated affordable housing; current buildable land capacity; and expected future housing demand in relation to a range of policy objectives. The details of this will help to further contextualize Portland's housing need and address fair housing policy.

## Achieving Fair and Equitable Housing Outcomes

The City acknowledges land use and other policy has impacted fair and equitable housing outcomes in the [Historical Context of Racist Planning: A History Of How Planning Segregated Portland](#) report and [Anti-Displacement Action Plan; Foundation Report](#) and [A Dream Rezoned: Navigating Possibilities within Portland's Long History of Racist Planning](#). Additionally, through the [Consolidated Plan/Action Plan, Consolidated Annual Performance and Evaluation Report \(CAPER\)](#) and [Analysis Of Impediments To Fair Housing Choice](#), the City conducts audits and analyses of existing policies to identify potentially discriminatory effects and opportunities to affirmatively further fair housing.

The City of Portland has a responsibility to affirmatively further fair housing by changing policies that have disparate impacts and instead intentionally create equitable outcomes. Federal protected classes are race, color, national origin, religion, gender, familial status, and disability. Oregon's additional protected classes are marital status, source of income, sexual orientation, gender identity, and status as

<sup>1</sup> <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=292985>

<sup>2</sup> OAR 660-008-0050, ORS 197.290, ORS 197.291, ORS 197.293, ORS 197.296, ORS 197.303 & ORS 197.012



a domestic violence survivor. In addition, Portland and Multnomah County's protected classes include occupation and age, if over 18. Under Fair Housing laws, it is illegal to deny access to housing in based on the characteristics of people within these protected classes.

The actions included in Portland's Housing Production Strategy aim to work together to achieve equitable outcomes for all residents. This evaluation summarizes how the HPS strategies, in combination with other city actions, will achieve equitable outcomes. This is not intended to be an exhaustive evaluation of how each action addresses these outcomes but a high-level overview of the HPS as a whole. The factors the City must consider are:

- **Location of Housing in Compact, Mixed-Use Neighborhoods** – Is the City creating compact, mixed-use neighborhoods available to all people who belong to protected classes?
- **Fair Housing**- Is the City affirmatively furthering fair housing for all protected classes?
- **Housing Choice for Protected Classes** – Is the City facilitating access to housing choice for communities of color, low- income communities, people with disabilities, and other protected classes?
- **Housing Options for People Experiencing Houselessness** - Is the City enabling housing options for residents experiencing houselessness and promoting services that are needed to create permanent supportive housing and other options?
- **Affordable Homeownership and Affordable Rental Housing** - Is the City supporting and creating opportunities to encourage the production of affordable rental housing and the opportunity for wealth creation via homeownership?
- **Gentrification, Displacement, and Housing Stability** – Is the City increasing housing stability and mitigating the impacts of gentrification, as well as the economic and physical displacement of residents resulting from investment or redevelopment?



**Figure 1. The Future: A Dream Rezoned**



## The Future

**The past and the present must be understood before the future can be discussed.**

IT IS IMPORTANT that those communities who have been excluded, hurt, oppressed, and discriminated against for nearly two centuries are involved in rebuilding systems that are fair, equitable provide justice for all.

EVERY RESIDENT in the City of Portland can be involved in making Portland a city where all people can live, learn, love, and thrive. Even within our different racial communities, there are diversity of voices and needs that deserves to be heard (e.g., immigrant status, age, sexual orientation, cultural background, economic security, housing status, belief systems, etc.).

There are those who were personally affected by the divestment, the promise of assistance with relocation or the right to return, unresolved issues and broken promises. The intent and impact of decisions that are made should consider the needs of each member of our diverse community.

ALL GROUPS should have an authentic representative at the planning and decision-making table. An authentic representative should be a member of the community they represent, has lived and understands the conditions and needs of the community, and has knowledge related to the subject discussed. The representative gathers and discuss options and possibilities with others in the group that they represent.

The Albina Vision Trust (AVT) is an example of an organization that knows the history and is shaping the future alongside community members. The organization is led by Chair Rukaiyah Adams and Executive Director Winta Yohannes, and is guided by a board and leadership council composed of community leaders. It aims to rebuild a slice of Lower Albina and create an anchor for the city's Black Community, a welcoming place not only for displaced residents but new ones as well. There is a 50-year vision with dozens of moving parts. AVT intends to pursue a strategy grounded in building community wealth and real estate ownership, giving its level of control over a project that would not exist if multiple private developers were working independently.

## LESSONS LEARNED

City planning processes are necessary and effective, but can also be harmful to those left out of the planning processes.

The City's apology to the Davis family was a necessary step toward acknowledging its negative impacts on Portland's Black community, but more needs to be done.

By centering community input, the City can have more equitable results.

- ONE INDIVIDUAL can impact City policies and positive change for the entire city.
- URBAN PLANNING, including land use, transportation, utilities, and environmental planning can result in unintended outcomes that harm communities.
- THE CITY can improve the services offered to Portland residents by centering community experience and stories and collaborating with them directly.
- ARTISTS play an important role in communicating the role of individuals in the City's decision-making process and how to envision creative solutions.

Source: A Dream Rezoned: Navigating Possibilities within Portland's Long History of Racist Planning

## Location of Housing in Compact, Mixed-Use Neighborhoods

These actions and strategies illustrate how the city is striving to meet statewide greenhouse gas emission reduction goals by creating compact, mixed-use neighborhoods available to people who are members of protected classes. Within Metro, cities subject to this rule shall describe actions taken by the city to promote housing within Region 2040 centers and climate-friendly areas, the production of regulated affordable and accessible dwelling units; to mitigate or avoid the displacement of; and to remove barriers and increase housing choice for members of protected classes.<sup>3</sup>

<sup>3</sup> Executive Order No. 20-04, ORS 456.586(1)(b); OAR 660-012-0310(2)



## Existing actions

The City has already adopted actions that aim to allow for higher density housing in residential and mixed-use areas that are located near transit and that are within walking/rolling distance of a variety of services and amenities. This is a particular benefit to low-income households, older adults and people with disabilities, who may rely on transit and other modes to get around. These actions are further detailed in the Existing Actions Memo.

- **Mixed Use Zoning** – developed new mixed-use planning and zoning designations to implement the “Centers and Corridors” concepts.
- **Central City 2035** - increased capacity for high-density, mixed-use and multi-dwelling housing, streamlined bonus and transfer system, increased FAR/density and height and minimum density.
- **Better Housing by Design (BHD)** - re-wrote the Multi-Dwelling Residential Zones Chapter (33.120) to better implement policies for increased opportunities around centers and corridors.
- **Residential Infill Project (RIP)** - Adds flexibility to the R2.5, R5, R7, R10 and R20 zones, increase in number of units and allowable configurations; and removal of off-street parking requirement.
- **Historic Resource Code Project (HRCP)** - allowed for small detached ADUs in historic districts without a land use review, removed off-street parking requirements for historic landmarks and districts, removed some density limits, and enabled two ADUs to be built in conjunction with a house, duplex to fourplex or multi-dwelling.
- **Parking Compliance Amendments Project (PCAP)** – removed minimum parking requirements and other adjustments to standards to align with the Climate Friendly and Equitable Communities rulemaking. Removed mandatory costs associated with required off-street parking.
- **West Portland Town Center Plan** - included incentives and regulations to prioritize housing affordability and community benefits and proposed Zoning Map changes.
- **Lower SE Rising Area Plan** - addresses land use and transportation challenges faced in the Brentwood-Darlington neighborhood and nearby areas.
- **EV Ready Requirement** - requires 50% of parking spaces, in new buildings with five or more units, to include EV-ready infrastructure, when more than six spaces are provided; or 100% of spaces, when six or fewer are provided.
- **Inclusionary Housing (IH) Program** - requires new medium and large (20 or more units) market-rate multi-dwelling development to provide affordable housing.
- **Tax Increment Financing (TIF)** - An updated Affordable Housing Set-Aside Policy requires that forty five percent of TIF funding across urban renewal areas to go to affordable housing.
- **Portland Clean Energy Community Benefits Fund (PCEF)** – Invest in energy efficiency and renewable energy upgrades in housing for low-income households.
- **Affordable Housing Green Building Policy** – Ensures construction funded by PHB advances environmental, social, and economic goals.
- **Portland Housing Bureau Investment Framework** – Guides how PHB identifies, purchases, builds and renovates homes. Priority location considerations are areas with little or no affordable



housing, at high risk of gentrification, especially with concentrations of communities of color, are in consideration of planned infrastructure projects and have good access to education, transportation, services, economic opportunities and green spaces.

- **PBOT Transportation Wallet & Golden Transportation Wallet** – Available for new movers into new multi-dwelling buildings, those living in Northwest and Central Eastside Parking Districts and TriMet Honored Citizens, provides discounts on annual transportation services.

## Proposed Strategies

In addition to existing actions, several strategies within the HPS encourage housing in compact, mixed-use neighborhoods, thereby encouraging reduced greenhouse gas emissions and creating more opportunities to live within climate-friendly areas:

- Conduct Inclusionary Housing Periodic Review
- Create New Tax Increment Financing Districts
- Rezone Sites For Affordable Housing
- Incorporate Affirmatively Furthering Fair Housing Into City Code
- Study Tenant Opportunity to Purchase Policies
- Develop A Comprehensive Citywide Land Banking Practice
- Update Land Division Code
- Improve Middle Housing Permit Process
- Study Multi-dwelling Zoning Changes in Inner Centers & Corridors
- Identify Funding to Support Existing Affordable Housing
- Explore Accessible Housing Production Strategies
- Educate on Opportunities for Aging in Place & Community
- Develop Low Carbon Building Policies and Support
- Promote Commercial to Residential Conversion / Adaptive Reuse
- Support changes to condo liability regulations
- Support exploration of single stair buildings

## Fair Housing

Fair housing is embedded in the Comprehensive Plan with Goal 5.B: Equitable access to housing. Stating that Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults. This goal is directly implemented through the following policies:

- Policy 5.10 Coordinate with fair housing programs. Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.



- Policy 5.11 Remove barriers. Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.
- Policy 5.12 Impact analysis. Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

In addition to these policies, the following actions and strategies illustrate how the how the city is affirmatively furthering fair housing for all protected classes.

## Existing Actions

These actions are further detailed in the Existing Actions memo.

- **Fair Housing Policy Audits** - Through the [Consolidated Plan/Action Plan](#), [Consolidated Annual Performance and Evaluation Report \(CAPER\)](#) and [Analysis Of Impediments To Fair Housing Choice](#), the City conducts audits and analysis of existing policies to identify potentially discriminatory effects and opportunities to affirmatively further fair housing.
- **Fair Housing Testing** – City conducts fair housing testing to determine whether discriminatory patterns and practices pertaining to renting a place to live likely exist, the form that they take, and which protected class groups are most likely to experience them.
- **Affirmative Marketing For City Incentives** - As a requirement of City funding, via PHB, for affordable housing projects, the developer/owner must complete and submit an affirmative marketing plan before PHB will submit financial close.
- **Landlord-Tenant Mediation Pilot Program** - In partnership with Resolutions Northwest, provides free mediation services to landlords and tenants with rental housing disputes.
- **Rental Services Office (RSO)** - a helpline for technical assistance and information on landlord-tenant laws and policy as well as provides trainings for landlords. RSO staff can provide referrals and information, they cannot offer legal advice.
- **Fair Access in Renting (FAIR)** - City adopted policy that regulates security deposits, move in fees, and screening criteria that may be used to select tenants.
- **Eviction Legal Support** - Tenants can seek these free legal services as soon as they receive a Notice of Termination and do not need to wait until an eviction case is filed.
- **Oregon Worker Relief - Household Relief and Legal Defense** - Oregon Worker Relief and its partners support immigrant and refugee Portlanders with help to keep small businesses open, stay stably housed, and navigate the immigration legal system.





## Proposed Strategies

Several of the strategies further fair housing goals by addressing disparities in housing needs and increasing housing opportunity in areas of high opportunity, and by creating housing opportunities in racially and ethnically concentrated areas of poverty. Strategies that further fair housing goals include:

- Conduct Inclusionary Housing Periodic Review
- Rezone Sites for Affordable Housing
- Incorporate Affirmatively Furthering Fair Housing into City Code
- Develop A Comprehensive Citywide Land Banking Practice
- Preserve Existing Affordable Housing
- Study Tenant Opportunity to Purchase Policies
- Identify Funding to Support Existing Affordable Housing
- Explore Accessible Housing Production Strategies
- Educate on Opportunities for Aging in Place & Community
- Advocate for preservation of expiring regulated affordable units
- Support changes to condo liability regulations
- Support changes to increase accessible housing

## Housing Choice for Protected Classes

These actions and strategies illustrate how the city is facilitating access to housing choice for communities of color, low- income communities, people with disabilities, and other protected classes.

### Existing actions

These actions are further detailed in Existing Actions memo. Actions described in above categories are kept by name here for brevity.

- **Land Banking for Affordable Housing.**
- **Action Plan for An Age-Friendly Portland** - The action steps comprising the 2013 plan intend to move Portland toward future development and activities that foster not only physical environments but also social and service environments that meet these criteria, making Portland a community for all ages. Several actions in the plan relate directly to housing.
- **Age- and Disability-Inclusive Neighborhood Project (ADIN)** - Members of a working group focused on advancing neighborhood “centers” by building on polices in Portland’s 2035 Comprehensive Plan and the Action Plan for an Age-friendly Portland.
- **North/Northeast Preference Policy and Housing Strategy** - The N/NE Preference Policy waitlist for rental/homeownership housing is open on a rolling basis. Priority status is given to applicants, and/or their descendants, who previously owned property that was taken by Portland City government through eminent domain.



- **Visitable Unit Bonus** - zoning code changes to create a floor area bonus for visitable units. It provides bonus FAR allowed up to the maximum with visitable units' bonus when at least 25 percent of all the dwelling units on the site meet the visitability standards.

## Proposed Strategies

The following strategies are intended to facilitate access to housing choice for communities of color, low-income communities, people with disabilities, and other state and federal protected classes:

- Conduct Inclusionary Housing Periodic Review
- Rezone Sites For Affordable Housing
- Incorporate Affirmatively Furthering Fair Housing Into City Code
- Develop A Comprehensive Citywide Land Banking Practice
- Explore Expanding Homeownership Programs
- Study Multi-dwelling Zoning Changes in Inner Centers & Corridors
- Study Zoning Bonuses and Incentives
- Preserve Existing Affordable Housing
- Study Tenant Opportunity to Purchase Policies
- Identify Funding to Support Existing Affordable Housing
- Explore Accessible Housing Production Strategies
- Educate on Opportunities for Aging in Place & Community
- Advocate for preservation of expiring regulated affordable units
- Support changes to condo liability regulations
- Support changes to increase accessible housing

## Housing Options for People Experiencing Houselessness

These actions and strategies illustrate how the city is advocating for and enabling the provision of housing options for residents experiencing houselessness and how the city is partnering with other organizations to promote services that are needed to create permanent supportive housing and other options for residents experiencing houselessness.

### Existing actions

These actions are further detailed in the Existing Actions memo. Actions described in above categories are kept by name here for brevity.

- **Joint Office of Houseless Services (JOHS)** - Services funded include rapid rehousing, permanent supportive housing (PSH), outreach/navigation, shelter/survival support, hygiene and employment. The draft Houselessness Response Action Plan outlines actions and outcomes that the City and County are aiming to produce.





- **Safe Rest Villages** - The City's Safe Rest Village team is adding to the mix of alternative shelters throughout Portland. The project team manages the largest portion of the City grant funds from ARPA, which includes the seven designated Safe Rest Villages, as well as two alternative shelters.
- **Shelter 2 Housing Continuum (S2HC)** - Adopted code to expand housing and shelter options; made it easier to site shelters, increased range of group living, including single room occupancy (SRO); and allows a recreational vehicle or tiny house on wheels on a residential property.
- **Short-Term Rental Lodging Tax and Fee** - The funds generated from this fee are used to fund affordable housing and houselessness.
- **Metro Supportive Housing Services (SHS) Fund** - These fund supportive services required for PSH under the Portland and Metro Housing Bonds as well as housing that becomes supportive housing. Funds have been used to provide Regional Long-term Rent Assistance (RLRA) to support houseless households or those at risk of becoming houseless.

## Proposed Strategies

The City can also prioritize extremely low-income households who may be at risk of becoming houseless by targeting its affordable housing strategies to those populations. Supporting housing with deep affordability and wraparound services requires additional resources and partnerships with organizations that specialize in that form of housing. The city can make that a priority for HPS implementation.

These strategies are about increasing resources for prevention of houselessness, including rapid rehousing resources. Part of decreasing houselessness will be preservation of existing housing, rehabilitation of housing, development of more affordable ownership and rental housing, and increasing housing stability to prevent houselessness.

- Rezone Sites For Affordable Housing
- Incorporate Affirmatively Furthering Fair Housing Into City Code
- Develop A Comprehensive Citywide Land Banking Practice
- Preserve Existing Affordable Housing
- Study Tenant Opportunity to Purchase Policies
- Identify Funding to Support Existing Affordable Housing
- Explore Accessible Housing Production Strategies
- Educate on Opportunities for Aging in Place & Community
- Advocate for preservation of expiring regulated affordable units
- Support changes to increase accessible housing
- Advocate for changes in federal tax credits



# Affordable Homeownership and Affordable Rental Housing

These actions and strategies illustrate how the city is supporting and creating opportunities to encourage the production of affordable rental housing and the opportunity for wealth creation via homeownership, primarily for state and federal protected classes that have been disproportionately impacted by past housing policies.

## Existing actions

These actions are further detailed in the Existing Actions memo. Actions described in above categories are kept by name here for brevity.

- **N/NE Housing Strategy and Preference Policy.**
- **Fair Access in Renting (FAIR).**
- **Metro Supportive Housing Services (SHS) Fund.**
- **Regulated Affordable Rental Housing.** Regulated rental housing is provided for households earning 80 percent AMI and below, largely funded multidwelling, regulated rental housing through the Tax Increment Financing Set Aside resources.
- **Acquisition and Rehabilitation of Existing Properties.** Tax Increment Financing (TIF) supports programs that purchase existing market-rate housing and/or sites, to convert into regulated, multidwelling affordable housing. PHB has used this to acquire properties for future redevelopment, to protect residents from displacement and/or secure affordable homes.
- **0% Home Repair Loans** - offers no-interest loan up to \$40,000 to fund repairs to residents earning up to 120 percent of AMI in the Interstate Corridor Urban Renewal Area (ICURA).
- **Down Payment Assistance Loan Program-** The Down Payment Assistance Loan (DPAL) is a second mortgage loan funded by PHB, and it is used in conjunction with a first mortgage loan from a participating lender. DPAL is designed with favorable terms to help first-time homebuyers purchase a home within the city limits of Portland.
- **Expanding Opportunities for Affordable Housing** - changes to zoning code that streamlined affordable housing in residential zones review process for community and faith-based organizations. Allowed them to develop affordable housing on their land without a conditional use (CU) review if at least 50 percent are affordable, Repurpose up to 50 percent of parking for affordable project and Add up to 2,000 sq ft of nonresidential use without CU review.
- **Multiple-Unit Limited Tax Exemption (MULTE)** - projects receive a ten-year property tax exemption on structural improvements. The program supports the creation of affordable housing units through the Inclusionary Housing Program; leverages market activities to advance housing and economic prosperity goals by aligning activities with Portland Plan and PHB's Strategic Plan; and provide transparent and accountable stewardship of public investments.



- **MULTE Extension Down Payment Assistance Loan Program** - Updates rules to allow projects with expiring MULTE units an opportunity to extend tax exemption for a limited amount of time in order to extend the affordability of the MULTE units.
- **Homebuyer Opportunity Limited Tax Exemption (HOLTE)** - single-unit homes receive a ten-year property tax exemption on structural improvements to the home as long as the property and owner remain eligible per program requirements. The property is reassessed when the exemption is terminated or expires after the ten years, and owners begin paying full taxes.
- **Manufactured Dwelling Parks (MDP) Zoning** - established a new residential multi-dwelling base zone specifically for manufactured dwelling parks with a density of up to 29 units per acre. It has an affordable housing bonus option in which the maximum density can be increased up to 43 units per acre when at 50 percent of all the dwelling units on the site are affordable to those earning up to 60 percent area median family income.
- **Construction Excise Tax.** For residential improvements, 15 percent of net revenue remitted to OHCS to fund home ownership programs; 50 percent transferred to the Inclusionary Housing Fund to fund finance-based incentives for programs that require affordable housing; and 35 percent transferred to the Inclusionary Housing Fund for production and preservation of affordable housing units below 60 percent median family income.
- **Portland Housing Bond.** To implement this Measure, PHB wove in rental support in the form of Project Based Section 8 vouchers from the housing authority of Multnomah County, Home Forward, and supportive services funding from Joint Office of Houseless Services (JOHS). The Portland Housing Bond has exceeded all goals and committed all funds to 15 projects throughout the City in high opportunity location, representing 1,859 affordable units, a 43 percent increase over the original goal, to provide homes to over 4,000 low-income Portlanders.
- **Metro Housing Bond.** Using funds from this bond, PHB has committed approximately \$160 million to fund over 1700 units throughout the City in high opportunity area in over 20 projects, that are open or in development, to house another 4,000+ low-income Portlanders.

## Proposed Strategies

Several of the strategies included in the HPS support production of affordable rental housing and the opportunity for wealth creation via homeownership. By benefitting low-income households more broadly, these strategies are anticipated to benefit populations with lower median household incomes than Portland as a whole—including certain racial and ethnic groups. Strategies that address these needs (in addition to the city’s existing measures) include:

- Conduct Inclusionary Housing Periodic Review
- Create New Tax Increment Financing Districts
- Explore Replacing Housing Bonds Revenue Source
- Rezone Sites For Affordable Housing
- Incorporate Affirmatively Furthering Fair Housing Into City Code



- Develop A Comprehensive Citywide Land Banking Practice
- Create New Middle-Income Financial Incentives
- Update Land Division Code
- Explore Expanding Homeownership Programs
- Study Multi-dwelling Zoning Changes in Inner Centers & Corridors
- Study Zoning Bonuses and Incentives
- Study System Development Charges (SDC) Revisions
- Preserve Existing Affordable Housing
- Study Tenant Opportunity to Purchase Policies
- Identify Funding to Support Existing Affordable Housing
- Explore Accessible Housing Production Strategies
- Promote Commercial to Residential Conversion / Adaptive Reuse
- Advocate for preservation of expiring regulated affordable units
- Support changes to condo liability regulations
- Advocate for State Rehabilitation Tax Credit
- Support changes to increase accessible housing
- Support exploration of single stair buildings
- Advocate for and support middle income development funding sources/tools
- Advocate for changes in federal tax credits

## Gentrification, Displacement, and Housing Stability

In addition to many of the actions in prior sections, these actions and strategies illustrate how the city is increasing housing stability for residents and mitigating the impacts of gentrification, as well as the economic and physical displacement of existing residents resulting from investment or redevelopment.

### Existing actions

These actions are further detailed in the Existing Actions memo. Some actions are described in above categories and are kept by name here for brevity.

- **Rental Services Office (RSO)**
- **Fair Access in Renting (FAIR)**
- **North/Northeast Preference Policy**
- **Landlord-Tenant Mediation Pilot Program**
- **N/NE Neighborhood Housing Strategy**
- **Eviction Legal Support**
- **Mandatory Relocation Assistance**
- **0% Home Repair Loans**
- **Rehabilitation and Preservation of Existing Regulated Housing**
- **Acquisition and Rehabilitation of Existing Market-Rate Housing**



- **RV Pollution Prevention Program** - Portland residents living in recreational vehicles (RVs) parked on the street are eligible for the pump out program.
- **Regulated Affordable Multifamily Assistance Program (RAMP)** - provides a discount to Nonprofit Low-Income Housing Limited Tax Exemption (NPLTE) properties, will reach 12 percent of units, or 15,000 households annually, an estimated average benefit of \$325 per unit.
- **Homeowner Foreclosure Prevention** - works through partner organizations to provide foreclosure prevention counseling and, where needed, financial assistance.
- **Utility Assistance Programs** – BES and PWB Financial Assistance programs include, Safety Net Low Income Loans, Bill discount, Crisis voucher and Water Leak Repair Assistance.
- **Empowered Neighborhood Program** - assists vulnerable residents from communities of color and/or those with disabilities, who have code enforcement issues.
- **Lead Hazard Control Grant Program** - provides lead-based paint hazards evaluation and financial assistance to reduce hazards in pre-1978 housing occupied by qualified households.
- **N/NE Community Development Initiative Action Plan** - guides \$32 million TIF investment focused on 5 goals: property ownership, business ownership, home ownership, community livability and cultural hubs.
- **American Rescue Plan Act Funds.** Funding has or had supported the following projects, some of which have contributed to the stabilization of households, while others have directly worked to house households, in temporary shelter such as safe rest villages, or in permanent housing:
  - Safe Rest Villages
  - COVID-19 Houseless Services
  - Flexible household assistance
  - Rapid Workforce Training
  - JOHS Motel Shelter Strategy
  - Affordable Housing Preservation
  - Afloat: Utility Debt Relief
  - Eviction Legal Defense
  - Homeowner Foreclosure Prevention
  - Housing Stabilization Contingency
  - Household Relief and Legal Defense
  - RV Pollution Prevention Program
  - Match2: Utility Debt Relief
  - 82nd Avenue Anti-Displacement Housing Stabilization

## Proposed Strategies

Several strategies included in the HPS aim to increase housing stability for residents and mitigate the impacts of gentrification. Strategies that address these needs (in addition to existing measures) include:

- Conduct Inclusionary Housing Periodic Review
- Create New Tax Increment Financing Districts
- Explore Additional Local Revenue Sources
- Leverage Other State and Federal Funding Sources
- Preserve Existing Affordable Housing
- Study Tenant Opportunity to Purchase Policies
- Identify Funding to Support Existing Affordable Housing
- Educate on Opportunities for Aging in Place & Community
- Advocate for preservation of expiring regulated affordable units



# Housing Location Analysis

The Housing Needs Analysis and Buildable Lands Inventory demonstrate that, overall, there is sufficient development capacity for the expected housing demand of the next twenty years. This additional location analysis can understand where that capacity and expected development is located and help identify priority areas for focusing where development could better meet the City's policy goals.

This location analysis helps develop an understanding of the current housing distribution, including regulated affordable housing, alongside the 2045 expected demand for new units and the current residential development capacity. The analysis is based on different geographies that correlate to key policy goals. The following analyses include a look at:

- **Racially Concentrated Areas of Affluence (RCAA) and Poverty (RECAP)** – Areas of racialized affluence or poverty to determine whether the distribution of housing opportunity is equitable.
- **Areas of Economic Vulnerability** – Areas where residents are more vulnerable to changing economic conditions, making resisting displacement more difficult.
- **Complete Neighborhoods** – Areas where residents have safe and convenient access to goods and services they need on a daily or regular basis.
- **Centers and Corridors** – Areas of mixed-use and multi-dwelling housing within a quarter mile of Portland's centers and along transit streets and neighborhood business districts.
- **Areas of Opportunity** – High opportunity areas offering a mix of desirable services, opportunities, and amenities that promote healthy, active living.
- **Low Carbon Areas/Areas of Low Residential VMT** – Areas with the lowest average of vehicle miles traveled for home-based trips, defined as trips that originate or end at a residence, that represent lower carbon neighborhoods.
- **Hazard Risk Areas** – Areas where households are more at risk of different environmental hazards, some of which will continue to worsen due to climate change.

The housing location analysis reveals promising opportunities and critical challenges to Portland's growth pattern. Over the past decade, new development has primarily clustered in key growth areas outlined in the Comprehensive Plan. These include complete neighborhoods, areas near centers and corridors, and high-opportunity areas. This trend is expected to continue, with 60 to 80 percent of Portland's anticipated housing demand targeted in these key growth areas. This approach is essential for achieving Comprehensive Plan goals that aim to increase Portland's share of the population within complete neighborhoods from today's 47 to 80 percent and increase Portland's total housing units near centers and corridors from 72 to 80 percent. While results show that there is sufficient development capacity to accommodate future demand in these areas, the City must remain committed to





implementing proactive measures to unlock additional capacity and ensure anticipated growth in these areas is not hindered.

However, merely accommodating demand in key growth areas falls short of addressing broader issues around fair and equitable housing practices and climate resilience preparedness. The RECAP/RCAA analysis reveals that many of Portland's racially concentrated areas of affluence are located in complete neighborhoods and high-opportunity zones but have effectively excluded low-income households, many of which are members from the protected classes, from accessing these areas, thereby perpetuating historical patterns of racial and income segregation. RCAs account for eight percent of existing households, but only accounted for three percent of all permitted units between 2003 – 2022 and are expected to capture only three percent of the new housing demand in the next 20 years. Notably, RCAs hold less than one percent of Portland's total regulated affordable housing units. Addressing the exclusionary zoning policies that uphold this fundamental barrier to fair housing is essential to increasing equitable access and opportunity for all residents.

Redressing exclusionary zoning policies also plays a role in alleviating market pressures in other neighborhoods expected to absorb a significant portion of new housing demand. This can be especially impactful in neighborhoods with above-average rates of cost-burdened households known as areas of economic vulnerability. A third of Portland's new demand is projected for these areas. By enabling greater capacity and growth in exclusionary neighborhoods that are also high-opportunity, housing demand pressures can be more evenly distributed, easing mounting pressures in economically vulnerable neighborhoods that could be subject to rising housing costs. These efforts should be complemented by policies aimed at allowing residents to stay in place to effectively mitigate displacement impacts on the city's most economically vulnerable residents.

In addition, understanding the intersection between hazard risk areas, low residential VMT areas and key growth areas is essential for guiding the city towards resilient and sustainable growth. The Low residential VMT areas analysis shows that low VMT areas generally align with key growth areas, indicating that Portland's housing growth pattern is in line with the city's goals to reduce VMT and associated carbon emissions. The hazard risk analysis reveals that urban heat islands and high probability liquefaction zones are the most significant areas affecting future growth. More than half of the new demand is concentrated in urban heat islands and close to 20 percent in high-risk liquefaction areas. This analysis underscores the urgency of identifying and implementing policies to mitigate climate risk impacts on Portland residents. These policies can also enhance the resilience of Portland's most vulnerable residents residing in existing regulated affordable housing units, given that 53 percent of regulated affordable units are situated within urban heat islands and 20 percent within liquefaction-prone areas.

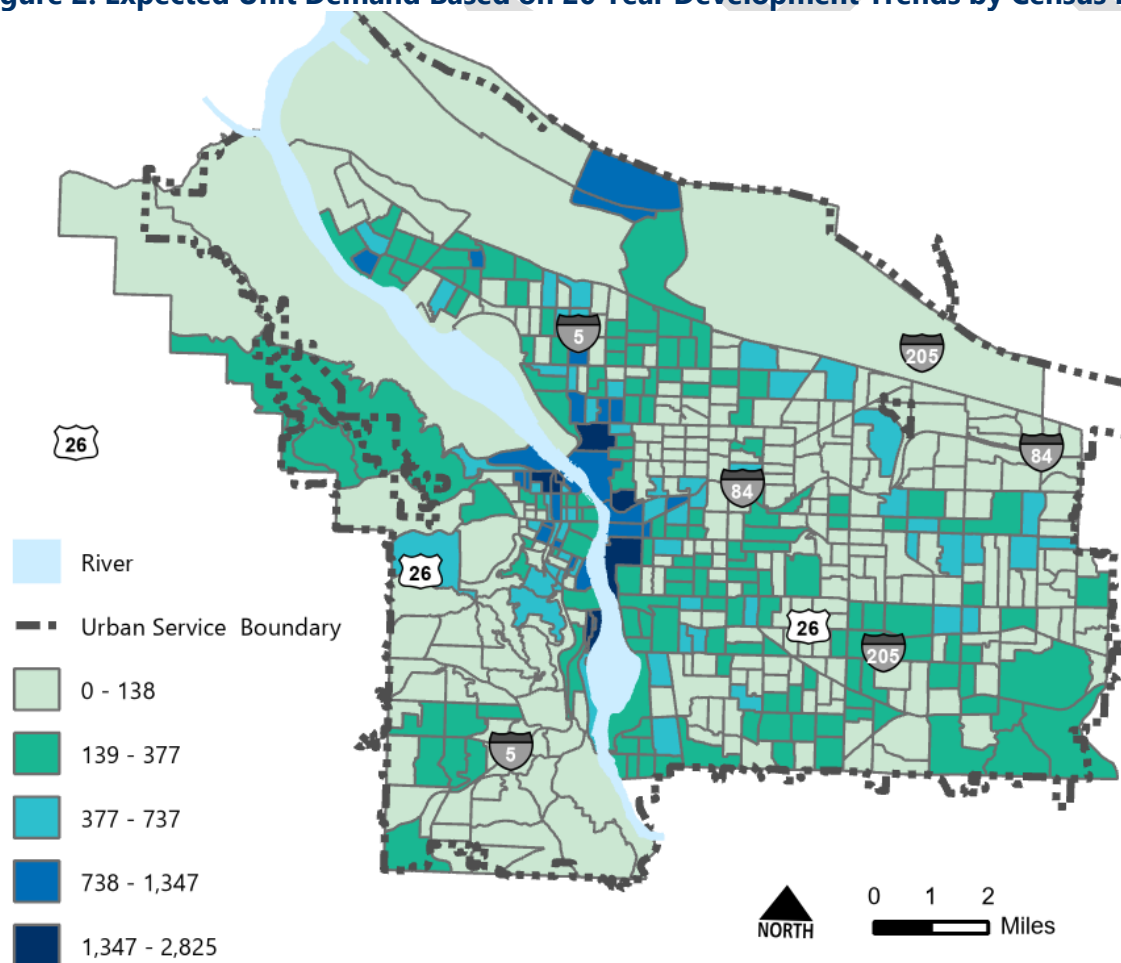


## Housing Demand

Based on the 2045 HNA, the City should expect the demand of new housing units to be between 97,471 and 120,560. The 2045 HNA forecasted the potential demand of units based on the development trends from 2003-2022. If future housing growth follows the same pattern over the next twenty years as it did the last twenty years, then:

- Twenty six percent or 31,288 new units are expected to be in Central City Portland.
- Eleven percent or 12,731 new units are expected to be in East Portland.
- Sixteen percent or 19,844 new units are expected to be in North Portland.
- Twelve percent or 14,949 new units are expected to be in Northeast Portland.
- Nineteen percent or 23,141 new units are expected to be in Southeast Portland.
- Fifteen percent or 18,607 new units are expected to be in West Portland.

**Figure 2. Expected Unit Demand Based on 20 Year Development Trends by Census Block Group**



Source: BPS Analysis, 2045 Housing Needs Analysis



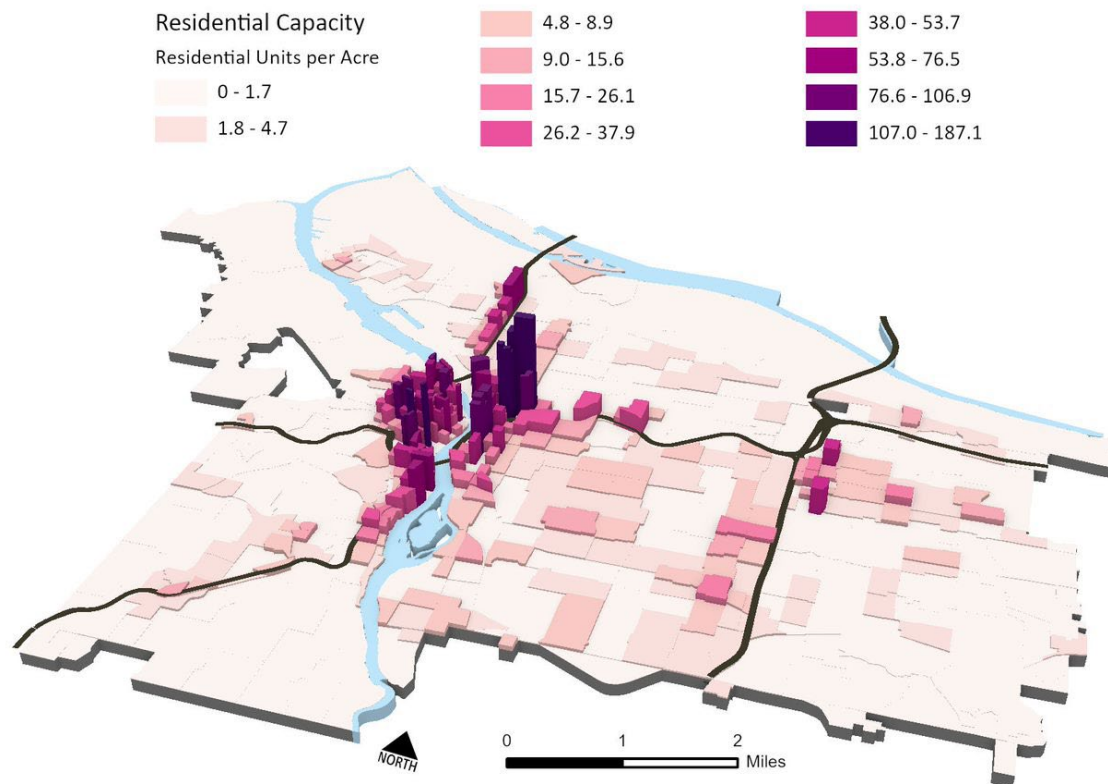
## Housing Capacity

The Residential Capacity Map demonstrates the results of the Buildable Lands Inventory (BLI) and the residential capacity by Traffic Analysis Zone (TAZ), shown as housing units per acre (density). The BLI model applies a market-feasible development capacity lens that calculates the likelihood of development and at what scales. This methodology identifies capacity where development is financially feasible.

Areas of high-density residential capacity tend to be in Portland’s centers (Central City, Hollywood, Gateway, etc.) and corridors (Interstate, 82<sup>nd</sup> Avenue) where most of the City’s mixed-use and multi-dwelling zoning currently exists.

- Central City accounts for 29 percent of new housing capacity citywide, but five percent of Portland’s vacant and underutilized lots, reflecting a high-density development capacity concentration.
- West Portland accounts for seven percent of new housing capacity, but 26 percent of the vacant and underutilized lots, reflecting the presence of both development constraints and lower-density zoning concentration.
- In the Outer market area (which is mostly East Portland), there are 16 percent of the city’s vacant and underutilized lots and 16 percent of the total housing unit capacity.

**Figure 3. Residential Capacity Map**



Source: BPS Analysis, 2023, 2045 Housing Needs Analysis



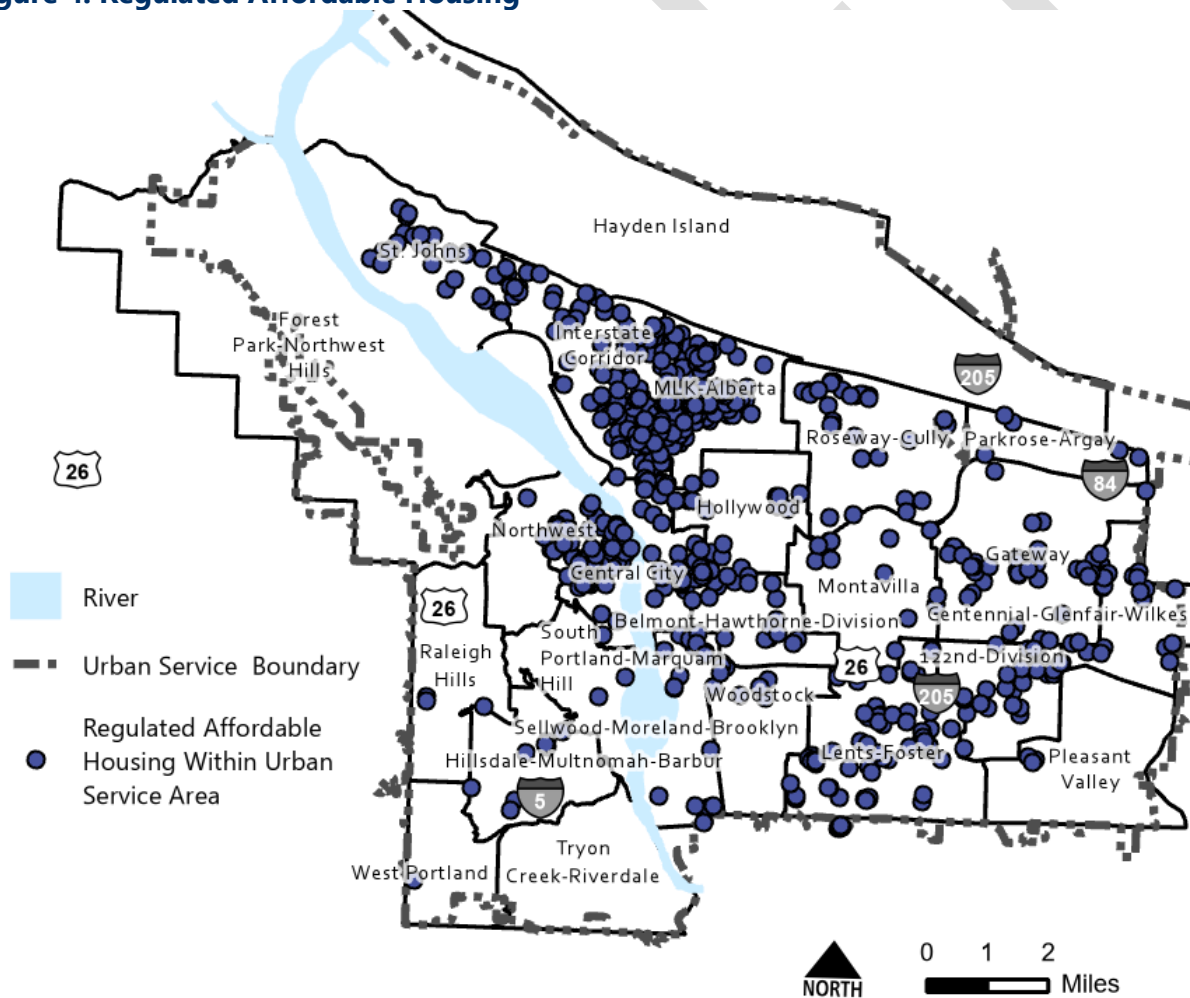
## Distribution of Affordable Housing

Affordable housing that is located in a walkable neighborhood near active transportation, employment centers, open spaces, high-quality schools, and various services and amenities enhances the general quality of life for its residents. The City of Portland currently has 24,231 units of regulated affordable housing, making up roughly eight percent of the city's total housing stock.

Most of Portland's regulated affordable units are concentrated in Central City, North/Northeast, outer Southeast and East Portland. The loss of affordability of these units will result in a decrease in affordability in these areas. About 40 percent of Portland's affordable housing units were built between 2001 and 2021, however, analysis of OHCS data reports the number of projects and the associated number of units that have affordability restrictions expiring before 2032.

Nearly 15% of Portland's regulated affordable housing inventory is at risk of converting to market rate housing because of expiring affordability restrictions over the next 10 years.

**Figure 4. Regulated Affordable Housing**



Source: BPS Analysis, Metro Regulated Affordable Housing Inventory 2024



## Racially Concentrated Areas of Affluence (RCAA) and Poverty (RECAP)

The segregation of households who are low-income and/or are members of protected classes can result in unequal access to opportunities such as education and employment. Just as problematic is the resulting exclusionary enclaves - areas of concentrated white households continue to be the most segregated of all racial groups, especially affluent white households.<sup>4</sup> Recent studies show that while Portland Metro Area has a low prevalence of concentrated areas of poverty by federal standards, the Portland Metro Area has a high prevalence of concentrated areas of affluence.<sup>5</sup>

Racially Concentrated Areas of Affluence in this analysis, are census tracts that, utilizing ACS 2018-2022 five-year data have;<sup>6</sup>

- A higher than the regional average population of white residents<sup>7</sup> and
- A median income 1.5 times higher than the metro regional median household income.

Racially and Ethnically Concentrated Areas of Poverty (RECAP), in this analysis, are census tracts that, utilizing ACS 2018-2022 five-year data have;

- More than 40 percent of residents with incomes less than 200 percent of Federal poverty level and
- A higher than the regional average population of Black, Indigenous and Other Persons of Color (BIPOC) residents.<sup>8</sup>

Census tracts that have racially concentrated affluence are in Raleigh Hills, Northwest, West Portland, Tyron Creek-Riverdale, Belmont Hawthorne-Division, Hollywood, Woodstock and MLK-Alberta. Typically, these areas represent lower population density and highlight the continued impact of historic discriminatory land use and development practices. When comparing to redlining maps of the early twentieth century, two of these areas were green, three were yellow, one was redlined, and one unrated.

Census tracts that have racially concentrated poverty are located in Central City, St. Johns, Hayden Island, Gateway, Roseway-Cully, Lents-Foster, 122<sup>nd</sup>-Division, Centennial-Glenfair-Wilkes. Only two of the areas were once historically redlined. The other areas were largely rural or undeveloped in the 1930s when the redlined maps were created.

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<sup>4</sup> <https://www.huduser.gov/portal/periodicals/cityscape/vol21num1/ch4.pdf>

<sup>5</sup> <https://www.huduser.gov/portal/periodicals/cityscape/vol21num1/ch4.pdf>

<sup>6</sup> <https://cahcd.maps.arcgis.com/home/item.html?id=4100330678564ad699d139b1c193ef14>

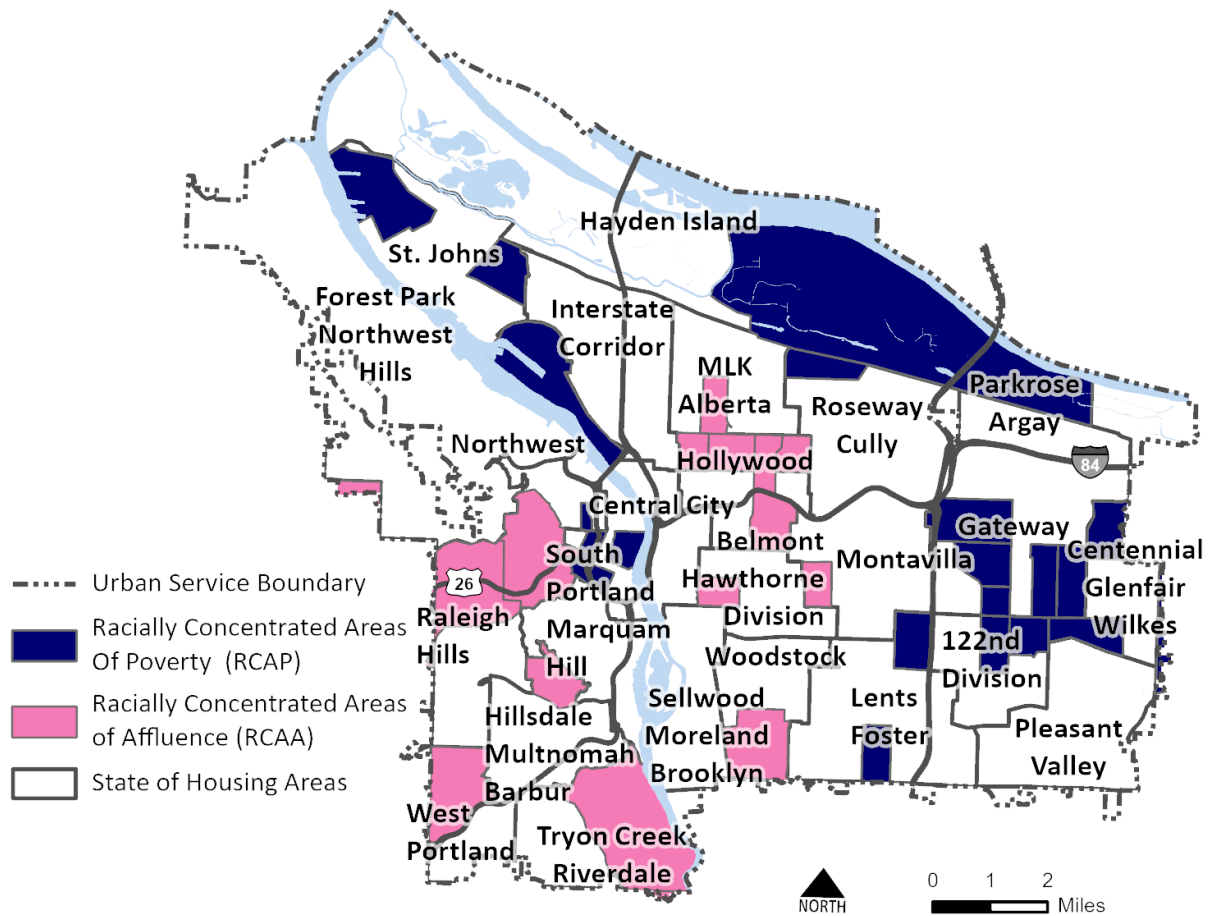
<sup>7</sup> This Location Quotient (LQ) represents the percentage of total white population (White Alone, Not Hispanic or Latine) for each census tract compared to the total white population for the region. For example, a census tract with a LQ of 1.5 has a share of total white population that is 1.5 times higher than in the region.

<sup>8</sup> This LQ represents the percentage of total POC population (Excluding all White Alone, Not Hispanic or Latine) for each census tract compared to the percentage of total POC population for the region. For example, a census tract with a LQ of 1.5 has a share of total POC population that is 1.5 times higher than the average in the region.





**Figure 5. Racially Concentrated Areas of Affluence (RCAA) and Poverty (RECAP)**



Source: BPS Analysis utilizing 2018-2022 ACS 5-year

## Results

The RCAA areas account for eight percent of current Portland households, but only three percent of all permitted units between 2003-2022. The RCAA areas only have three percent of the residential development capacity with an expected future housing demand of three percent – well below the current share of households.

The RECAP areas make-up 12 percent of current Portland households and 12 percent of all permitted units between 2003-2022. Based on current zoning and market factors, the estimated residential development capacity is a similar proportion (12 percent) of the total citywide capacity.

The RECAP areas have 6,695 regulated affordable units (28 percent of all regulated units) compared to just 91 units (less than one percent) in the RCAA tracts. These results may not be surprising given the economic segregation prevalent in these tracts, however they indicate that income integration, especially in high-opportunity RCAA areas is an opportunity to further Portland’s fair housing goals.





**Figure 6. Racially Concentrated Areas of Affluence (RCAA) and Poverty (RECAP)**

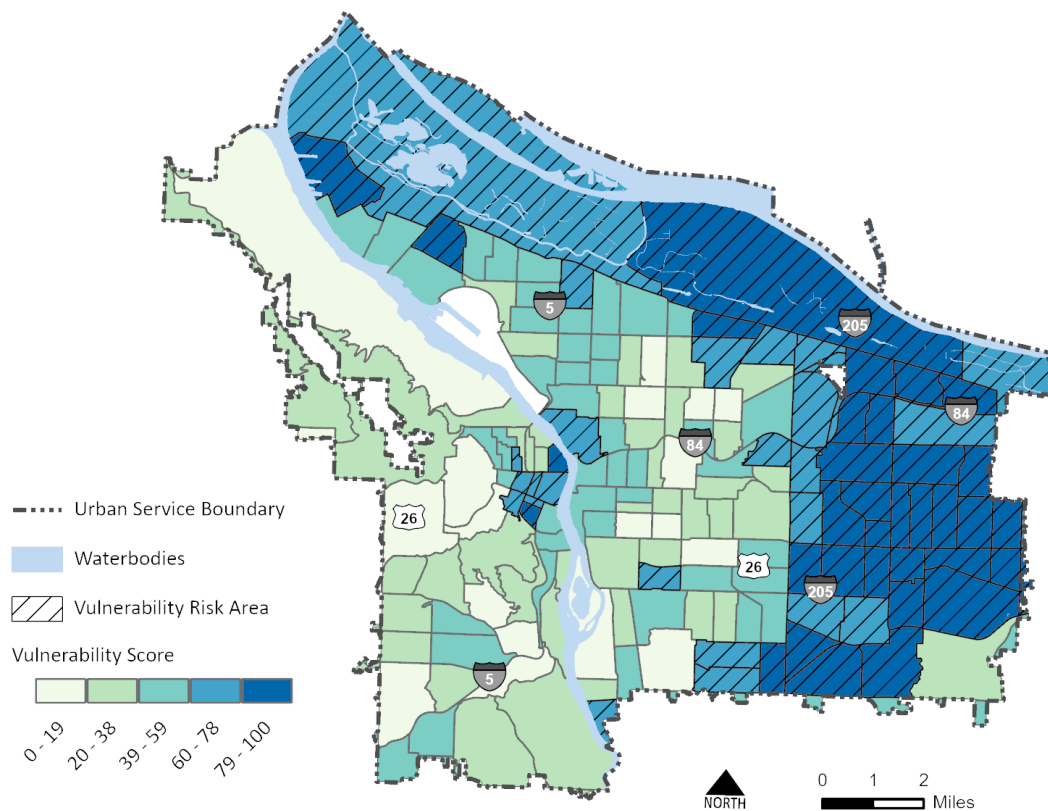
Share of...	Racially Concentrated Areas of Affluence (RCAA)	Racially Concentrated Areas of Poverty (RECAP)
Population	9%	13%
Households	8%	12%
Regulated Affordable Housing	<1%	28%
New Demand	3%	12%
Capacity	3%	12%

Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory

### Areas of Economic Vulnerability

The Economic Vulnerability Assessment conducted by BPS identifies census tracts in Portland where residents are more vulnerable to changing economic conditions and displacement. This analysis is based on previous [vulnerability risk analysis](#) work by Dr. Lisa Bates. These areas have residents who are more likely to be "housing cost-burdened," pay 30 percent or more of their income on housing costs, belong to communities of color, particularly black and indigenous communities, lack 4-year college degrees, and have lower incomes. Areas of economic vulnerability are primarily concentrated in East Portland beyond I-205, Roseway-Cully, St. Johns, Old Town and Downtown, and Brentwood-Darlington.

**Figure 7. Areas of Economic Vulnerability, 2022**



Source: BPS Areas of Economic Vulnerability, utilizing ACS 5-year 2022



## Results

About 35 percent of Portland’s households reside in areas of economic vulnerability. These areas also have over 50 percent of regulated affordable housing units. These areas have a roughly proportional share of the development capacity – 36 percent.

Based on recent development trends, these areas are expected to see about 30 percent of new housing demand – slightly less than a proportional share. While not expected to experience heavy development pressures, it is essential to implement measures that stabilize housing and help mitigate the involuntary displacement of vulnerable households.

**Figure 8. Areas of Economic Vulnerability**

Share of...	Vulnerability Risk Areas
Population	38%
Households	35%
Regulated Affordable Housing	56%
New Demand	30%
Capacity	36%

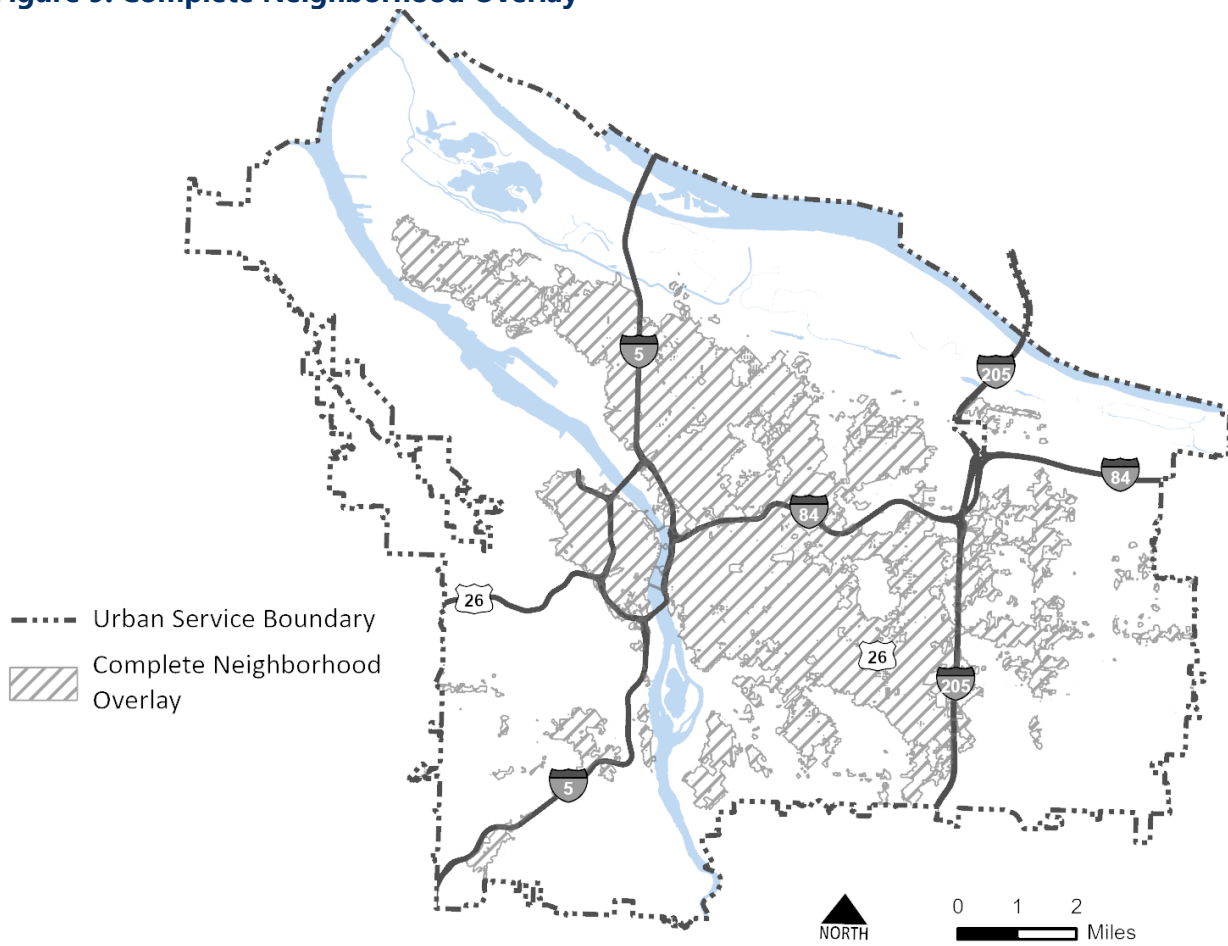
Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory

## Complete Neighborhoods

A “complete neighborhood” is an area where residents have safe and convenient access to goods and services they need on a daily or regular basis. This includes access to healthy food, like grocery stores; Other neighborhood-serving commercial services; quality public schools; public open spaces and recreational facilities; and access to frequent transit. 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. A Portland Plan Goal is that by 2035, 80 percent of Portlanders live in a healthy complete neighborhood with safe and convenient access to the goods and services needed in daily life. Complete Neighborhoods are found primarily on the eastside of the Willamette River and in the Central City. Complete Neighborhoods are lacking in East and Southwest Portland.



**Figure 9. Complete Neighborhood Overlay**



Source: BPS Analysis

**Results**

About half of Portland’s residents currently live in a Complete Neighborhood. However, about two-thirds of Portland’s regulated affordable housing units are located in a Complete Neighborhood. Housing demand in Complete Neighborhoods is higher than the current proportion of residents, but there is ample capacity to accommodate it – with about 63 percent of the new housing demand and 61 percent of the future development capacity. Producing more units in Complete Neighborhoods will be important to meeting the Portland Plan Goal.

**Figure 10. Complete Neighborhoods**

Share of...	Complete Neighborhoods
Population	47%
Households	51%
Regulated Affordable Housing	66%
New Demand	63%
Capacity	61%

Source: BPS Analysis, 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Aff. Housing Inventory

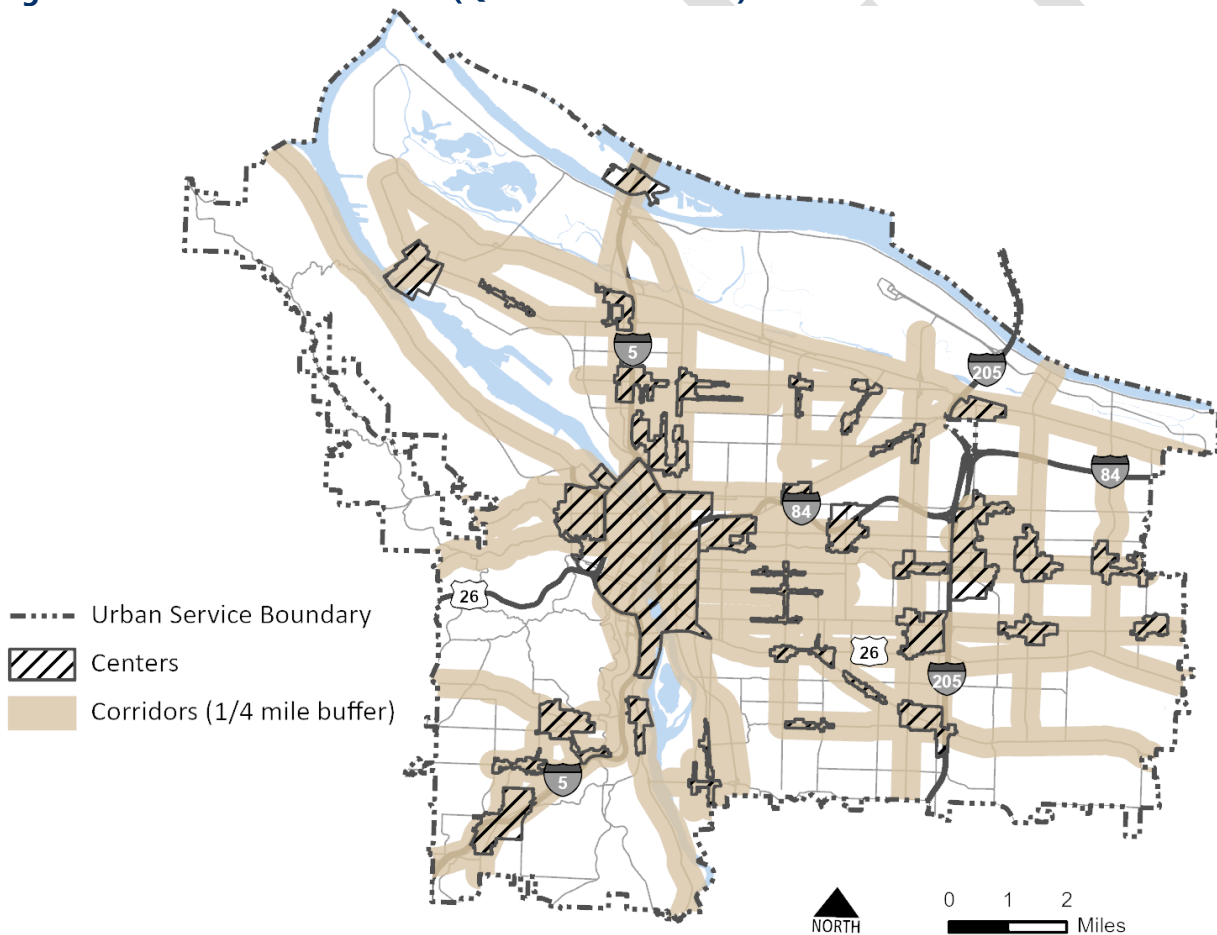


## Centers and Corridors

As outlined in the 2035 Comprehensive Plan Urban Design Framework, the City's preferred growth scenario creates complete neighborhoods by locating new households and jobs in centers and corridors, maximizing investments in infrastructure, reducing redevelopment pressures on open spaces, employment districts and lower density residential areas and adding new people, businesses, and activities to the community.

Centers are expected to provide the primary areas for growth and change in Portland over the next 25 years. They are compact urban places that anchor complete neighborhoods, featuring retail stores and businesses, civic amenities, housing options, health clinics, employment centers and parks or other public gathering places. Focusing new growth in centers and the inner ring districts helps achieve goals of having more Portlanders live in complete neighborhoods, use more transit and active transportation, reduce their energy use and mitigate climate change.

**Figure 11. Centers and Corridors (Quarter Mile Radius)**



Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory



## Results

While 69 percent of Portland’s residents currently live in Centers and Corridors, they are home to the vast majority (90 percent) of the city’s regulated affordable housing units. Demand for units in Centers and Corridors is higher than the current proportion, but there is ample capacity to accommodate it. Centers and Corridors provide about 86 percent of the future development capacity in Portland.

**Figure 12. Within A Quarter Mile Of Centers And Corridors**

Share of...	Within a Quarter Mile of Centers and Corridors
Population	69%
Households	72%
Regulated Affordable Housing	90%
New Demand	84%
Capacity	86%

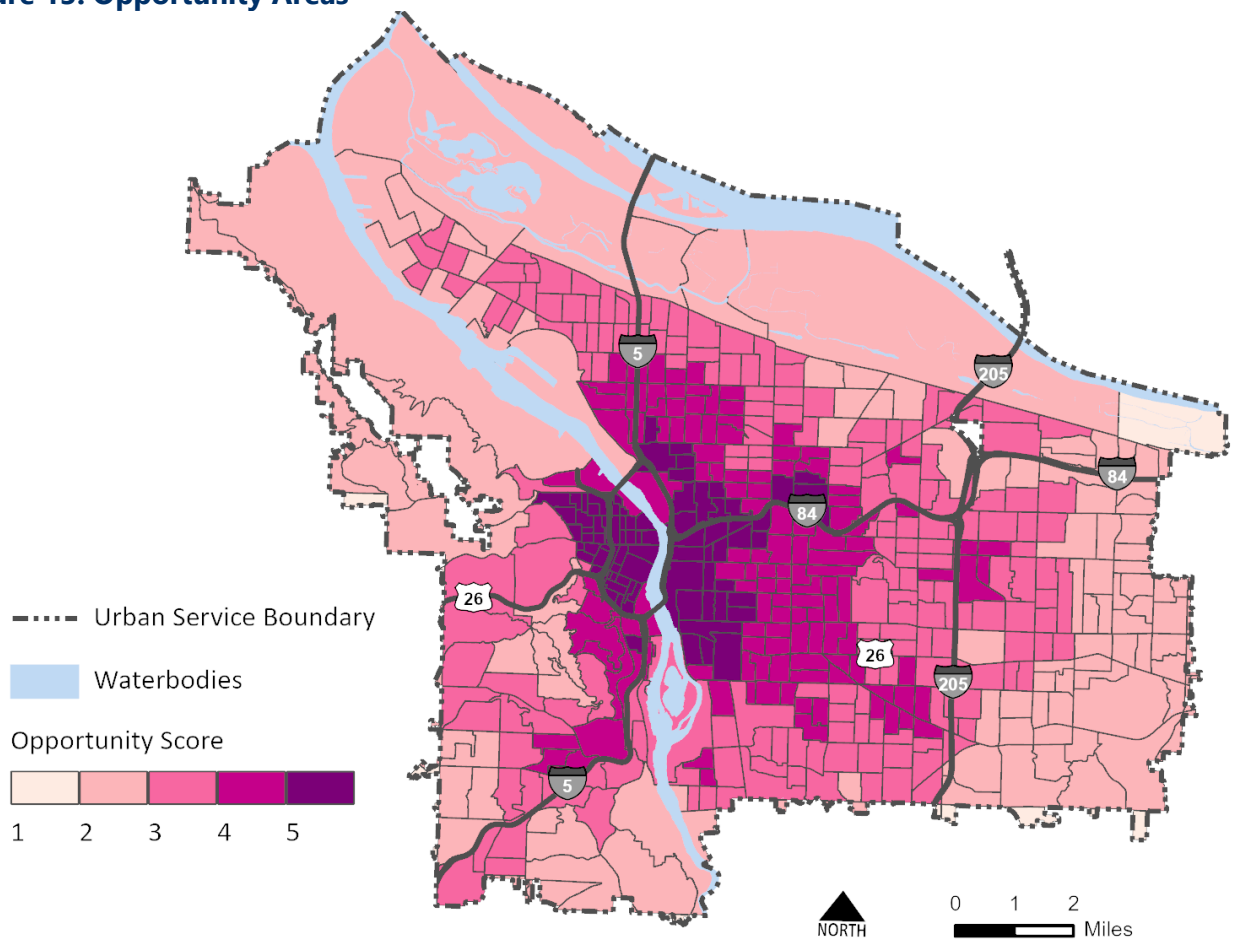
Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory

## Areas of Opportunity

The Portland Housing Bureau (PHB) Opportunity Map identifies levels of opportunity in Portland neighborhoods. Using a 5-point scale, the map is based on variables that include access to childhood education, employment, transportation, living/family wage jobs, and community amenities that promote healthy, active living. The 2035 Comprehensive Plan and the Portland Plan’s Healthy Connected City provide guidance to expand opportunities for Portlanders to live in complete communities or areas of high opportunity by offering a mix of desirable services and opportunities.



**Figure 13. Opportunity Areas**



Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory, PHB Areas of Opportunity

**Results**

About 42 percent of Portland’s current households are within a “high opportunity” area (rated as a score of 4 or 5 on PHB’s Opportunity Map). Comparatively, 61 percent of all regulated affordable housing units are within a “high opportunity” area. About 21 percent of households are within an area considered low opportunity (rated as a score of 1 or 2) and only 12 percent of regulated affordable housing units are within a low opportunity area, showing a greater propensity for affordable housing providers to locate units in areas of high opportunity.

Development of new housing units over the past 20 years have mostly concentrated in areas of high opportunity. About 60 percent for future housing demand is expected in high opportunity areas and there is the capacity to accommodate this demand.





**Figure 14. Opportunity Score**

Share of...	Opportunity Score		
	1 - 2	3	4 - 5
Population	24%	40%	36%
Households	21%	37%	42%
Regulated Affordable Housing	12%	27%	61%
New Demand	13%	27%	60%
Capacity	10%	31%	58%

Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory, PHB Areas of Opportunity

## Low Carbon Neighborhoods

As Portland boosts housing production, the City can leverage that production to help meet other goals and priorities, including reducing carbon emissions. The City of Portland has an adopted target to reach a 50% reduction in carbon emissions from 1990 levels by 2030 and net zero emissions by 2050. Any time new buildings are added to the city, carbon emissions increase, both in terms of the embodied carbon in the building materials, emissions from the construction process, and the operational carbon emissions from use of appliances, (HVAC, lighting, etc.) in those new units. Portland recognizes the tension between the urgent need to build more housing and the urgent need to halt and reverse carbon emissions. With this in mind, Portland seeks to explore ways to reduce the climate impact of new housing units.

To quantify the emissions impact of forecasted new housing units, more information would be required about the type of construction, the materials used, the size, and energy performance of those new units. Lacking this information, BPS assessed the carbon impacts of new housing units, by focusing on Vehicle Miles Traveled (VMT) as a proxy for building carbon emissions. According to a US EPA study<sup>9</sup>, “the location of a home relative to transportation choices had a large impact on energy consumption. Choosing to live in an area with transportation options not only reduces energy consumption, it also can result in significant savings on home energy and transportation costs.” All things being equal, the study found a 38% reduction in energy use between a suburban development single-dwelling detached home and a single-dwelling transit-oriented development, due to location efficiency. As is noted above, the type of housing was also a significant factor for energy consumption. Energy use between single-dwelling detached homes and multi-dwelling units in low VMT areas achieved a 60% reduction in energy use. More compact housing units also have lower embodied carbon due to fewer materials than a larger unit. Adding to the benefits of building typology and location efficiency, high performance energy codes reduce carbon emissions even further.

<sup>9</sup> [https://www.epa.gov/sites/default/files/2014-03/documents/location\\_efficiency\\_btu.pdf](https://www.epa.gov/sites/default/files/2014-03/documents/location_efficiency_btu.pdf)



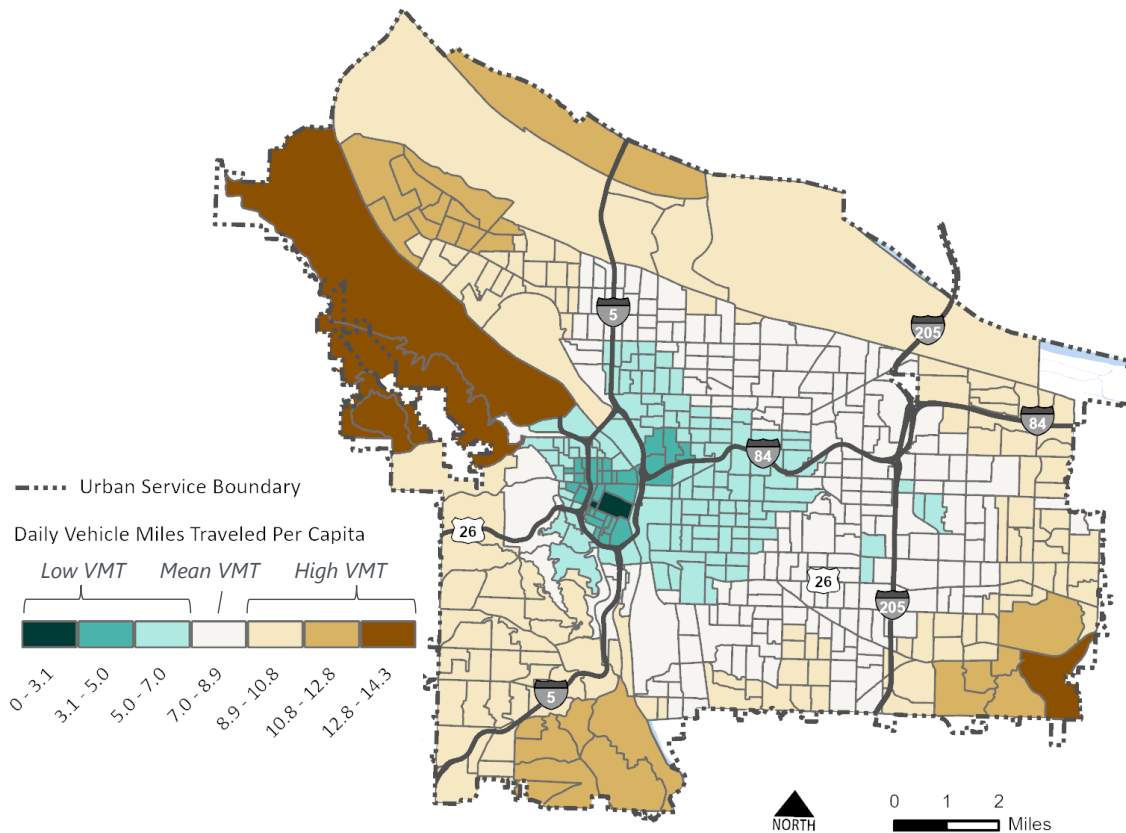
## Areas of Low Residential Vehicle Miles Traveled (VMT)

Average vehicle miles traveled (VMT) of residents in various Portland neighborhoods offers important insights into reducing Portland's carbon emissions. Focusing growth in areas where residents, on average, rely less on cars to get around plays a vital role in mitigating the adverse effects of cars on climate change and public health. Portland's Comprehensive Plan and Climate Emergency Workplan emphasize the significance of growing in 'low VMT areas' to meet its transportation and climate goals. The climate benefits of focusing new housing units in low VMT areas are further supported by the fact that the zoning for inner-city centers and corridors are generally multi-dwelling/mixed use development. As the EPA study shows, the most efficient and lowest carbon housing units are compact multi-dwelling buildings in low VMT areas that have safe and reliable access to public transportation and generally shorter commute distances for residents. Given that Oregon adopted Clean Energy Targets (ORS 469A.410) requiring 100% renewable electricity by 2040, electrically heated multi-dwelling housing units in low VMT areas are the ideal development type to both meet our housing production needs and climate goals. Prioritizing growth in these areas underscores the city's commitment to building sustainable, healthier communities.

Figure 15 shows travel demand model estimates of average daily VMT per capita for home-based trips only by Census block group. Isolating for home-based trips is meant to specifically highlight how the location of housing has a significant influence on a household's driving habits. Classifications were created using standard deviation, which compares each block group's average daily VMT to the citywide average. Block groups with average daily VMT levels notably below what is typical in this VMT dataset were designated 'Low VMT areas'. Block groups with average daily VMT levels notably above the mean VMT areas are designated as 'High VMT Areas'.



**Figure 15. Average Daily Residential Vehicle Miles Traveled (VMT) per Capita**



Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory, 2015 Metro Regional Travel Demand Model

## Results

Low VMT areas, highlighted in the three different shades of green in Figure 15, are primarily located around the Central City and extends into the inner northeast and southeast neighborhoods such as MLK, Hollywood, Belmont, Hawthorne and Division.

Figure 16 reveals that despite only a quarter of Portland’s population and less than a third of its total households residing in Low VMT areas, nearly half of the future housing demand is expected in these areas, compared to 20 percent for High VMT areas. This suggests a notable shift towards promoting new residential development in low VMT areas. This trend not only increases the opportunity for more people to live in low VMT neighborhoods and access associated health and safety benefits but also has the potential to significantly reduce the city's overall average daily VMT, aligning with Portland's climate goals aimed at curbing transportation carbon emissions. In addition, over half of Portland’s regulated affordable housing units are located in low VMT areas.



**Figure 16. Levels of Average Daily Residential VMT**

Share of...	Low VMT Areas (0 – 7 VMT)	Mean VMT Areas (7 – 8.9 VMT)	High VMT Areas (9 – 14.3 VMT)
Population	26%	40%	34%
Households	31%	38%	31%
Regulated Affordable Housing	55%	30%	15%
New Demand	49%	31%	20%
Capacity	50%	33%	17%

Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory, 2015 Metro Regional Travel Demand Model

## Hazard Risk Areas

Resilience is one of the guiding principles in Portland’s 2035 Comprehensive Plan, guiding policies to mitigate risks from natural hazards, human-made disasters and climate change. The location of future housing plays a critical role in determining the ability for individuals and communities to withstand, recover from, and adapt to changes. Therefore, it’s important to identify where future housing is anticipated to grow in relation to known environmental hazard areas in Portland. This analysis comprises five maps identifying block groups and census tracts that are at higher risk for landslides, wildfires, liquefaction during earthquakes, extreme heat, and flooding.

## Results

Illustrated in Figure 18 and Figure 19, landslide and wildfire hazard areas are predominantly located in the West Hills of Portland, marked by steep slopes and denser urban forests. Additional wildfire hazard areas extend to East Portland, notably around Mt. Scott and Rocky Butte. Flood hazard areas primarily align with Portland’s main waterways and sections of Johnson’s Creek (Figure 21). Due to the inherently challenging terrain that these three areas pose to housing production, only a small fraction of Portland’s expected demand for new units, estimated between 5 and 8 percent in these areas.

Conversely, the expected share of demand for new units in areas at high risk of liquefaction (Figure 20) and in areas designated as urban heat islands (Figure 22) is relatively high given each area’s existing share of population and households. This trend is particularly pronounced in areas prone to liquefaction that include neighborhoods likely to undergo continued growth such as Northwest Portland and Inner Southeast Portland. The expected demand for new units could double the number of households living in liquefaction areas by 2045. In addition, both hazard areas have a disproportionately high concentration of regulated affordable housing units compared to their shares of households. Notably, slightly over half of all regulated affordable units are situated within tracts with above-average surface temperatures.



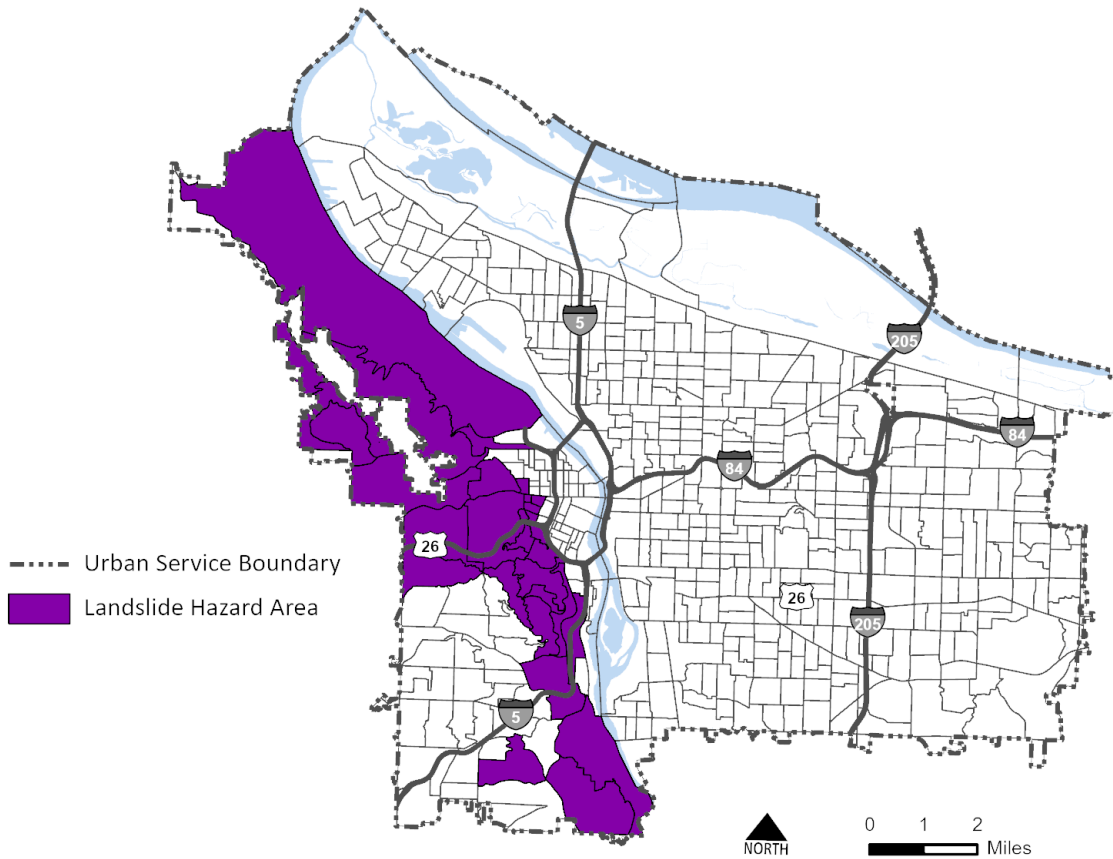
**Figure 17. Hazard Risk Areas**

Share of...	Landslide Hazard Areas	Wildfire Hazard Areas	High Probability of Liquefaction Areas	Urban Heat Islands	Flood Risk Areas
Population	7%	6%	5%	44%	3%
Households	7%	6%	7%	45%	4%
Regulated Affordable Housing	2%	2%	20%	53%	5%
New Demand	5%	4%	17%	56%	8%
Capacity	6%	3%	16%	64%	8%

Source: BPS Analysis utilizing 2018-2022 ACS 5-year, 2023 Residential BLI and Metro Affordable Housing Inventory

Landslide hazard areas are census block groups characterized by geological or environmental conditions that increase the likelihood of landslides, including steep slopes, loose soil, heavy rainfall, or seismic activity. Landslide hazard areas are only located in West Portland, along the steeper slopes in the West Hills and around OHSU.

**Figure 18. Landslide Hazard Areas**

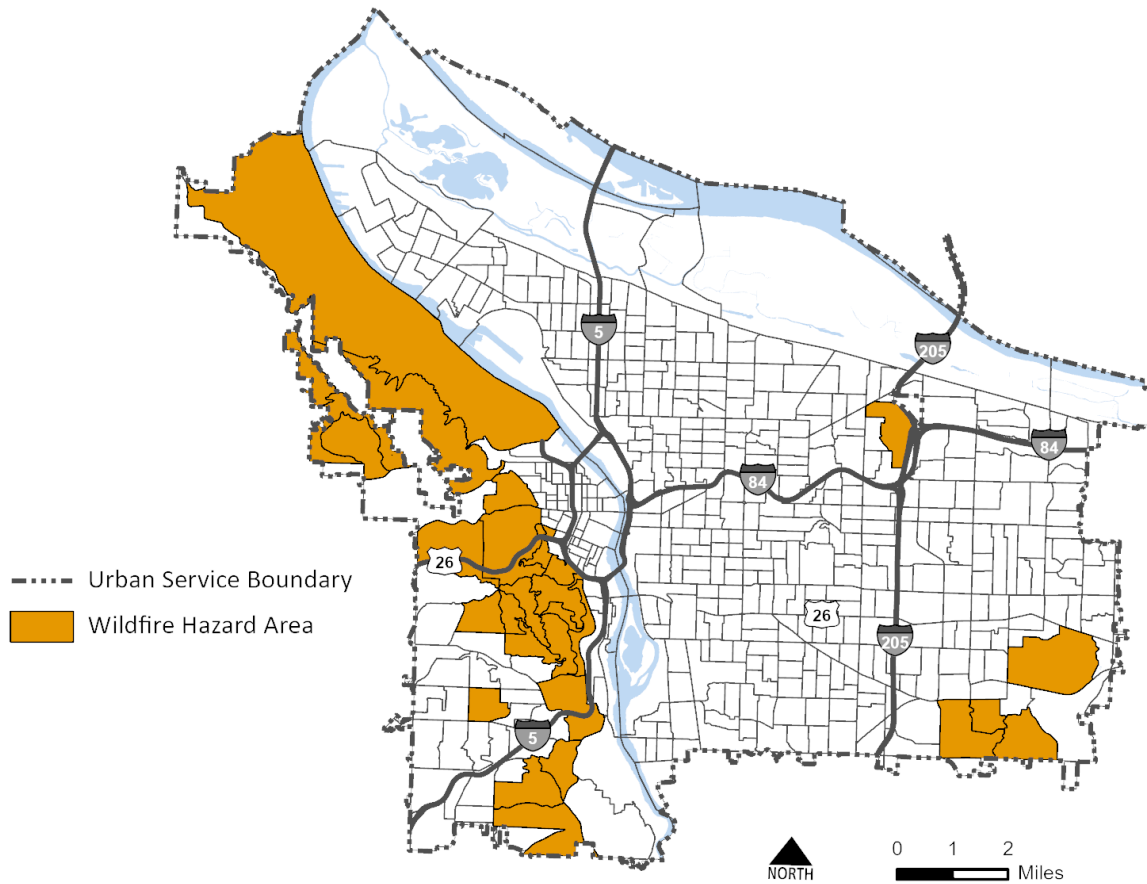


Source: BPS Analysis utilizing landslide inventory from IMS-57 for central and western Multnomah County, Oregon, DOGAMI.



Wildfire hazard areas are census block groups of elevated risk for wild land fires. Vegetation, slope, and the ODF Fire Weather Hazard rating were the main factors used to determine wildfire hazard areas. Wildfire hazard areas in Portland are located in areas of the city that are less densely populated and include denser forests, such as the hills in Northwest and Southwest Portland as well as Mt Scott and Rocky Butte in East Portland.

**Figure 19. Wildfire Hazard Areas**



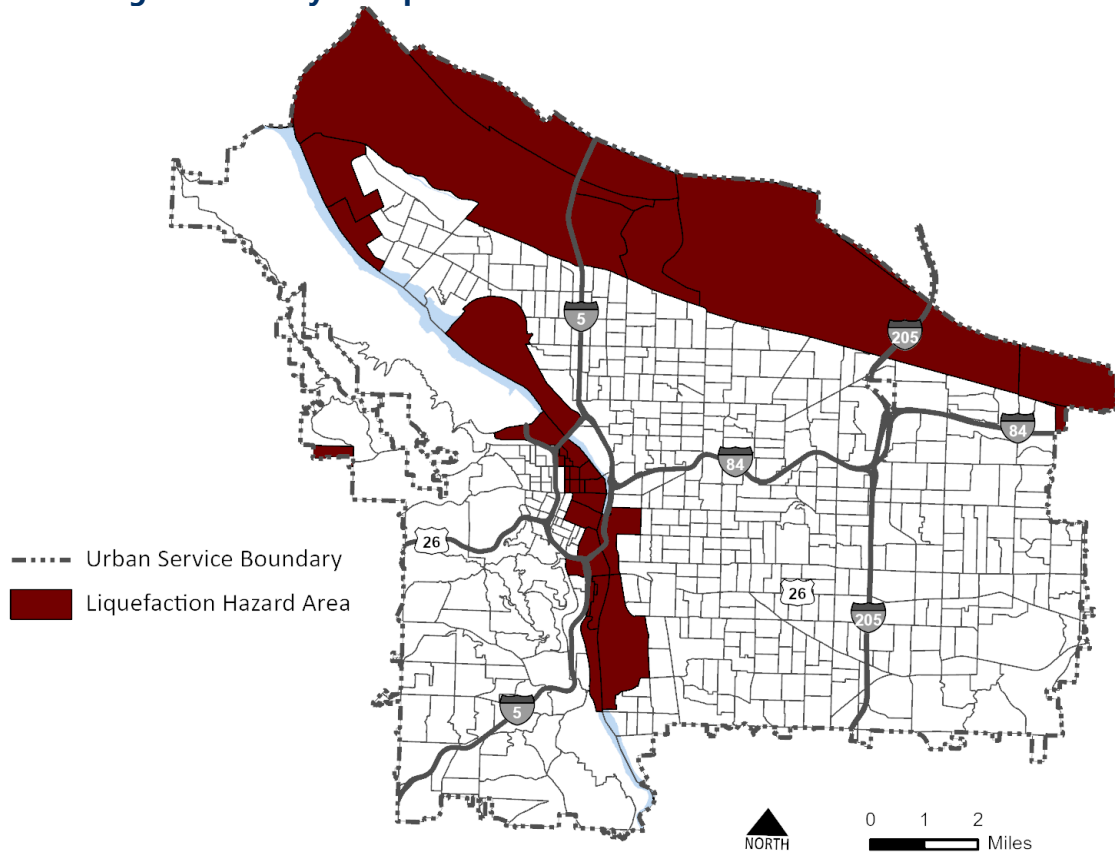
Source: BPS Analysis utilizing Metro’s Wildfire Hazard Zones within the City of Portland from 2002.

Areas prone to liquefaction during earthquakes are census block groups where loosely packed, water-logged sediments at or near the ground surface lose their strength in response to strong seismic activity. Liquefaction occurring beneath buildings and other structures can cause major damage during earthquakes. Areas with high probability of liquefaction in the event of a 9.0 earthquake are primarily located along Portland’s waterways, notably in Downtown Portland and Portland’s industrial districts in the Central City, North Portland and along the Columbia River.





**Figure 20. High Probability of Liquefaction**

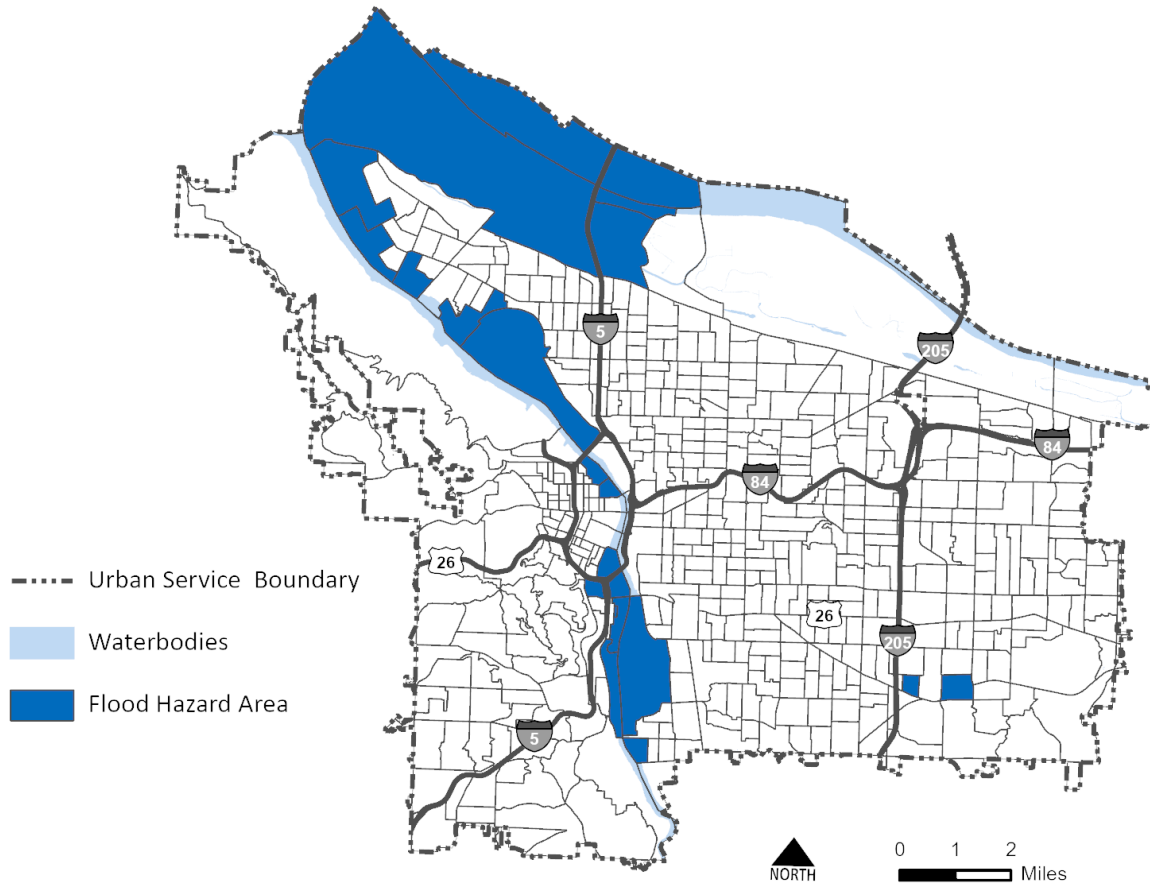


Source: BPS analysis utilizing the Cascadia Subduction Zone M 9.0 earthquake layer, DOGAMI O-18-02

Flood hazard areas are census block groups at an increased risk of experiencing flooding during periods of heavy rainfall, snowmelt, storm surges, or other hydrological events. The flood hazard area highlighted in Figure 20 is comprised of the farthest landward extent of the FEMA 100-year Floodplain, the new Modeled Willamette River 1996 Flood Extent, and the 1996 Flood Inundation Area. Flood hazard areas are located along Portland's major waterways as well as Johnson Creek in southeast Portland.



**Figure 21. Flood Hazard**

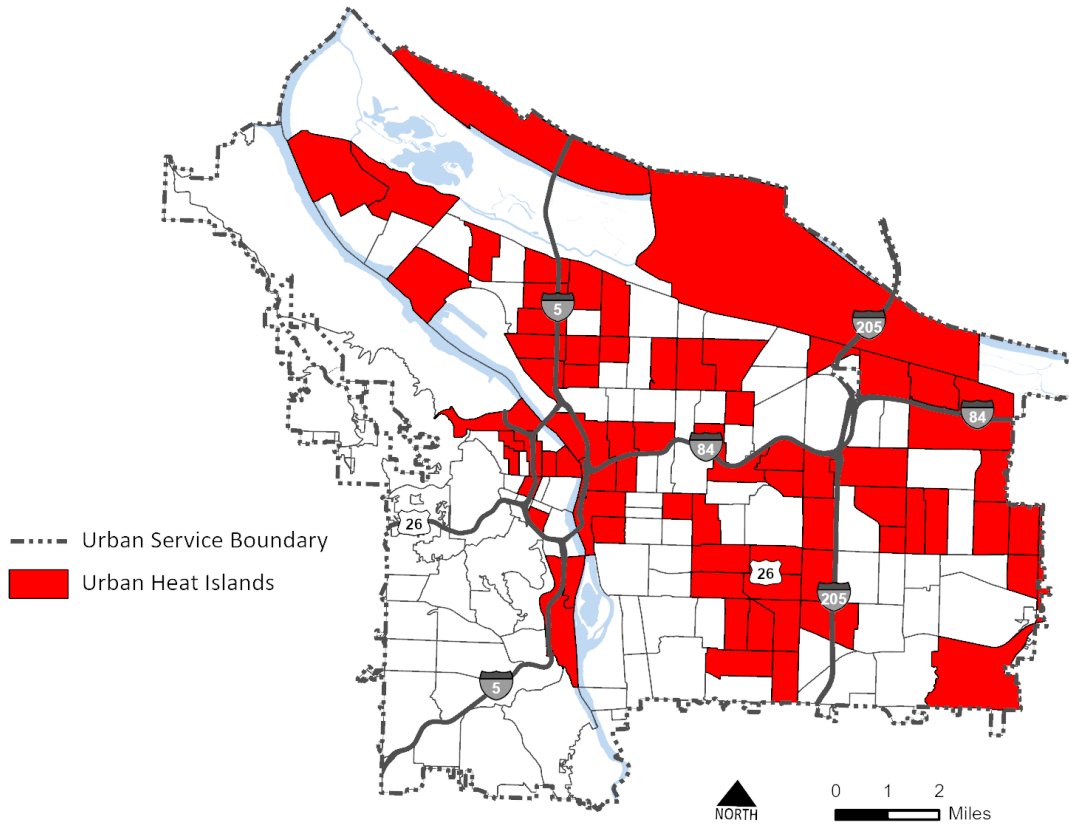


Source: BPS analysis utilizing the Title 33 Combined Flood Hazard Area

Tracts identified as 'Urban Heat Islands' typically have high shares of impervious surfaces and fewer instances of green space/parks and street trees, all of which are factors known to contribute to higher surface temperatures. These characteristics are typical of very dense urban neighborhoods (such as Downtowns), industrial areas, auto-oriented commercial corridors or neighborhoods that have historically experienced disinvestment in green infrastructure. Tracts designated as urban heat islands are primarily clustered around Central City, the Interstate Corridor, Lents-Foster, St Johns, Gateway, 82<sup>nd</sup> Avenue and Parkrose-Argay.



**Figure 22. Urban Heat Islands, Multnomah County (Metro LANDSAT 2016-2020)**



Source: BPS analysis utilizing the mean surface temperature factor from the Heat Vulnerability Index provided by Multnomah County, from Metro LANDSAT 2016-2020



# Contact

Ariel Kane

Economic Planner II | Bureau of Planning and Sustainability

[ariel.kane@portlandoregon.gov](mailto:ariel.kane@portlandoregon.gov)

## 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  
& SUSTAINABILITY**

<http://portland.gov/bps>

503-823-7700

[bps@portlandoregon.gov](mailto:bps@portlandoregon.gov)



City of Portland, Oregon | Bureau of Planning and Sustainability | [www.portland.gov/bps](http://www.portland.gov/bps)  
1810 SW 5<sup>th</sup> Avenue, Suite 710, Portland Oregon, 97201 | Phone: 311 | Relay: 711