

# Bea Lake

**#334708 | April 25, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

See video

Testimony is presented without formatting.

# Matchu Williams

**#334707 | April 25, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

See video

Testimony is presented without formatting.

# Scott Goodman

**#334706 | April 25, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

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# Anna Weichsel

**#334705 | April 25, 2024**

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# Jake Patoski

**#334704 | April 25, 2024**

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# Stephanie Frederick

**#334703 | April 25, 2024**

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# Nick Sauvie

**#334702 | April 25, 2024**

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# Valeria McWilliams

**#334701 | April 25, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

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# Pamela Hodge

**#334700 | April 25, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

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# Bea Lake

**#334697 | April 25, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

As a resident of the affected area designated for re-zoning in the Lower SE Rising plan, I am writing to urge the city council to vote against the plan as it currently stands. The new zoning from Flavel to Lambert and 72nd to 82nd only disallows single-family housing, meaning any new construction MUST be multi-unit housing of the type that only is economically feasible to build for wealthy development firms and absentee landlords. Multi-unit housing is already allowed under existing zoning, and exists in our neighborhood. Also, the plan identifies the area as \*currently\* disproportionately racially and ethnically diverse and working-class compared to Portland as a whole, and identifies a higher proportion of home ownership by residents than in the city at large, but then goes on to propose development strategies which have resulted in displacement of working class and diverse homeowners when they were implemented elsewhere in the city, including along North Mississippi. The plan acknowledges the risk of displacement for current residents, but its only solution is “job training” and the idea that replacing owner-occupied affordable housing with rental units owned by absentee landlords and property management corporations is somehow serving the cause of “housing equity.” We are two blocks north of the county line - our neighborhood represents one of the last affordable neighborhoods at the margins of the city. I work as a school teacher in the portland public school district, and hold a masters degree in teaching. I live with my partner, who also works in education. Our immediate neighbors include machinists and mechanics, electricians, carpentry contractors and cabinetry workers. I am curious what sort of job training the city proposes which would protect my family and our neighbors from displacement. We purchased our house where we did because ours was the last neighborhood in Portland where we could afford to do so. Much of the housing stock in our neighborhood is old, and has been owned by poor and working-class people for its duration. This means that houses are often in need of significant, expensive fixes. The new zoning would provide a strong economic incentive for the residents of our neighborhood to finally give up on the dream of owning a home in the portland city limits, sell their properties to wealthy developers, and allow those historic houses to be demolished and replaced with expensive condos and apartment complexes, rather than navigate the headache of fixing and replacing their homes as needed under zoning that, once again, does not allow new types of housing, but prohibits construction of the sorts of houses which most of us live in. When we bought our house, we were told that finding a home we could afford in portland meant we were looking for a "unicorn." Our neighborhood is underfunded, chronically neglected, and full of the dreams of generations of working people who were able to find a corner of portland that we could call our

own. We want better sidewalks, and pot holes filled. We don't want to be the generation that sees our neighborhood become the next Mississippi Avenue or Southeast Hawthorn. In the last and only public comment hearing, residents of the neighborhood were overwhelmingly opposed to the rezoning plan. Don't pull up the ladder of affordable home ownership behind us, to sell off our neighborhood to the developers who have rendered the rest of the city unaffordable to people like us. Please vote against the rezoning between 72nd and 82nd. Don't displace our neighbors.

Sincerely, Bea Deans Lake

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# Matchu Williams

**#334696 | April 25, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

See attached PDF.

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Dear Mayor Wheeler and Commissioners Rubio, Ryan, Mapps, and Gonzalez,

My name is Matchu Williams, and I am a resident in the area plan and the Board Chair for Mt. Scott-Arleta Neighborhood Association. I am here today to **express support for the Lower SE Rising Area Plan** which addresses years and decades of advocacy for Brentwood-Darlington and its connections with adjacent neighborhoods and the City at large.

The area plan represents a strategic decision—one that aims to increase housing capacity through thoughtful zone changes. It reflects not only practical considerations to align housing options along transit routes and increase access to services but supports our hopes and dreams to create a walkable neighborhood where a majority of our daily needs can readily be met whether we walk, bike, roll or drive there.

We love our neighborhood and yearn for more housing and commercial options than currently exist today. Both current and future neighbors should have the option to live, work, and play here. In fact, when the project team presented before our neighborhood association, we asked them, “Can you go bigger? Can you increase the zoning further on corridors and allow for options elsewhere within the neighborhood? **Why not allow greater housing zoning options adjacent to the corridors too?**”

If anything, we wish the plan would go further. For years we had petitioned the City to expand the Lents Urban Renewal Area down 72<sup>nd</sup> Ave from Foster and **add bikes lanes on 72<sup>nd</sup> Ave** so as to increase options for how our neighbors access small businesses. Our neighborhood deserves growth that ensures everyone can find a place to call home.

The proposed plan is not just about housing, it's about enhancing our quality of life and increasing connectivity for all people. The neighborhood greenways will enable families including my own to travel safely—whether it's biking to nearby schools, visiting friends and family, accessing businesses, or simply enjoying a pleasant ride to the many nearby open spaces and nature areas.. As a parent, I eagerly anticipate safer routes for my daughter as she begins preschool this fall.

Our streets include bike lanes built to standards created during the last century and no longer suffice particularly given the increase in vehicle sizes. The configurations on Flavel, Duke, and Woodstock are overdue for improvements. Neighbors were promised many changes in the 1980s when the City annexed parts of Brentwood-Darlington and we cannot wait any longer for these improvements. The proposed changes are overdue, and they hold the promise of a safer, connected community. Now is the time to invest in our future. **I encourage you to adopt the Lower SE Rising Area Plan and prioritize securing funds to realize it.**

Thank you for your time and consideration.

Sincerely, Matchu Williams  
Mt. Scott-Arleta Neighborhood Association Chair

# Elaine Kinchen

**#334695 | April 25, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am incredibly disappointed at the fact that no changes have been made to this plan after the large amount of testimony at the last hearing in which people expressed their frustration and disappointment with this plan. The major parts that failed to be addressed is the fact that the plan sites and then treats as a problem, the high rates of homeownership in this section of Portland as well as the higher than average for Portland levels of diversity. None of the types of properties that the zone change would allow our new. They are all allowed under the current zoning laws. The only thing that changes is the new minimum levels of density for new construction. Having the new minimum density be at 17 units per acre provides a reverse incentive to home ownership in our diverse neighborhood. This plan is a gift to gentrification and real estate developers not a neighborhood or the residents who lived there. If the city of Portland's goal had been to write a guide that would slowly price current residents out of their homes with higher property taxes, and then sell their homes off to real estate developers to be turned into apartment buildings owned by property development companies this plan will accomplish that. I am not against having better crosswalks, what I am against is a zoning change that does not allow any new types of development that are not currently permitted while increasing the minimum density and changing the neighborhood. This plan does not support residence it only supports gentrification.

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# Tim Williams

**#334694 | April 25, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I provide this testimony in support of the adoption of the Lower SE Rising Area Plan. I participated in the advisory committee for this plan and after several years of meetings, I am exciting about the possibilities. My wife and I moved to the Mt. Scott-Arleta neighborhood in 2017 as we were expecting our 2nd child. Now, we've got 3 kids and are fully invested in this community. As we live close to 72nd, I believe it is imperative that we have a plan for growth in this area. We love this area because it can be so walk-able. But we are in desperate need of investment by PBOT to make the streets safer for pedestrians (especially the large number of kids). Our side roads are subject to a LOT of speeding cars and dangerous driver behavior. I would like to see our traffic infrastructure in the area be built to curb this behavior and improve livability. In terms of zoning, Lower SE (especially Brentwood-Darlington) are in need of more services than what is provided on Foster and Woodstock. There is so much potential for additional small businesses along 72nd & 52nd. And finally, given our acute housing crisis in Portland, we'd support additional multi-family housing in the area. There is a lot of unused space - or run down apartments in need of replacement - in our area. A plan like the one proposed today would help the area attract responsible development over the next 5 to 10 and even 20 years. We need and deserve a plan for growth. I urge the city council to support today's proposal. In the future, I hope there will be actual funding support for PBOT projects and incentives for development. Thank you.

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# Masayo Yamamoto

**#334693 | April 25, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am a resident of the house in the impacted corner of SE 72nd and Flavel. I support the city's plan if the new zoning will be CM1 or smaller scale for now, then reconsider it to develop to CM2 or larger scale later years based on the result of the first phase. It's too drastic to change the zoning from RM1 to CM2! My family had an opportunity to move here 16 years ago since the property has privacy, space with green and sunshine. As a working class family, it has taken a long time to improve our house and yard. I really don't appreciate the pressure from the city or the contractor that forces me to decide either live right next to 4 floor- buildings without sunshine or sell my house. Please imagine yourself on the position, living in the shadow because someone else wants to build a higher complex buildings right next to you. There are plenty of under utilized space in our neighborhood. Our community needs more business and housing opportunity, but this can be done without higher building with high density housing. Please reconsider the plan. Thank you.

Testimony is presented without formatting.



# Chelsea Powers

**#334692 | April 24, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

April 24, 2024 Dear Mayor Wheeler and City Commissioners, My name is Chelsea Powers and I have been a resident of Brentwood-Darlington for the last ten years, seven of which were spent volunteering with the Brentwood-Darlington Neighborhood Association. I've come before the council in person and written letters several times over the years to advocate for basic infrastructure improvements. I am writing today to ask for your support of the Lower Southeast Rising Area Plan. The Lower Southeast Rising Area Plan is a culmination of a decade of advocacy and hard work of many volunteers and City of Portland staff members who have dedicated countless hours to finding creative solutions to the plethora of problems stemming from decades of historic disinvestment in this area of southeast. As you know, Brentwood-Darlington is especially lacking in transportation infrastructure and access to commercial services. Piecemeal projects requiring outrageous amounts of volunteer advocacy have limped along small improvements in Brentwood-Darlington, Mt. Scott-Arleta, Lents, and Woodstock for too many years. The result of this slow progress and lack of investment has resulted in degraded and often non-existent infrastructure in some of our most diverse and under-served southeast neighborhoods. The Lower Southeast Rising Area Plan has been thoughtfully drafted with a large amount of community input over several years to address major safety and infrastructure concerns, while also planning for future improvements. Updating zoning in certain areas to create more opportunities for housing and commercial services, designating a neighborhood center, and expanding access to all modes of transportation are key pieces of the Lower Southeast Rising Area Plan. Brentwood-Darlington is a great neighborhood to live, work, and play in, but the lack of the aforementioned key pieces make it hard to get around without a car and forces neighbors to seek services outside of the area. For example, Brentwood-Darlington, Mt. Scott-Arleta, Lents, and Woodstock all feature beautiful and unique parks built and maintained by the City, yet neighbors must drive to them by car or spend hours on the bus. This discourages neighbors from visiting green spaces, especially those with mobility challenges or lack of access to personal transportation. The LSER Plan will build on the features that make this area of southeast a hidden gem, while prioritizing the safety of all neighbors, no matter their mode of transportation and mobility status. This plan will connect the beautiful parks that the City has created here to transit lines, sidewalks, bike lanes, and greenways. Expanded commercial zoning will give local entrepreneurs more opportunities to do business closer to where they live, while also providing needed services for the area. This decreases emissions and traffic both in and out of the area, as well as encouraging use of public and non-motorized transportation. Increased housing density keeps

neighbors here, instead of displacing them due to lack of affordable and available housing. Finally, the proposed zoning changes look to the future, predicting the changing population size and needs of a dynamic and growing portion of lower southeast Portland. In conclusion I ask that you support the Lower Southeast Rising Area Plan draft before you today. Sincerely, Chelsea Powers

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# mel s

## #334691 | April 24, 2024

### Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

No one should become pushed out for asking for shaded areas or sidewalks. These are needed for residents. Public transit should be a right as well and free with that residence. So no displacing of anyone please and no overdoing it with new apartments as in no super tall apartments complexes. There's stagflation in Portland.

<https://www.wweek.com/news/2024/04/11/metro-portland-apartment-vacancies-rise-but-rents-dont-fal>

So maybe do something first about that? I would say doing what's best and what the residents that live there have been wanting would be best. Also, help the Cully neighborhood people stay in their neighborhood, too as you spruce up their neighborhood. No one should have to move because things got healthier for them. I'm a PSU Alumni and grad student and I have to live outside of the city because rent is very high. Something I don't wish for them and they live very far from the center as well so where will they go? Thank you for your time and recognition that they need livability.

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# **Gentrification and Displacement Study: implementing an equitable inclusive development strategy in the context of gentrification**

**Commissioned by City of Portland  
Bureau of Planning and Sustainability**

**Authored by Lisa K. Bates, PhD**

**Updated: 05/18/13**

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## **Executive Summary**

### ***Background***

Gentrification and displacement have changed the character of urban neighborhoods in cities across America. Portland, with its growing acclaim for livability, has not escaped the challenges that growth and change bring forth. Among the challenging issues has been the gentrification of closer-in neighborhoods. In the last two decades, Portland's North and Northeast neighborhoods have seen significant public and private investments, steep increases in housing prices, and changes in demographic and economic profile of residents that have resulted in displacement (voluntary and involuntary) of low-income residents and community serving small businesses. Making investments to improve a neighborhood, which can have many positive outcomes for current residents, can make the neighborhood more attractive and create upward pressure on rents and property values. The key distinction between revitalization and gentrification is the negative consequence of involuntary residential displacement.

As a strategic response, the Portland Plan made a commitment to better understand and minimize the effects of gentrification. This study can serve as the basis for understanding and developing a policy strategy to address gentrification. It provides strategic guidance for the City of Portland to better understand gentrification and its effects; to assess the susceptibility or risk of gentrification for different neighborhoods; and to identify best practices for addressing gentrification and displacement that may be appropriate for Portland.

### ***Key Findings***

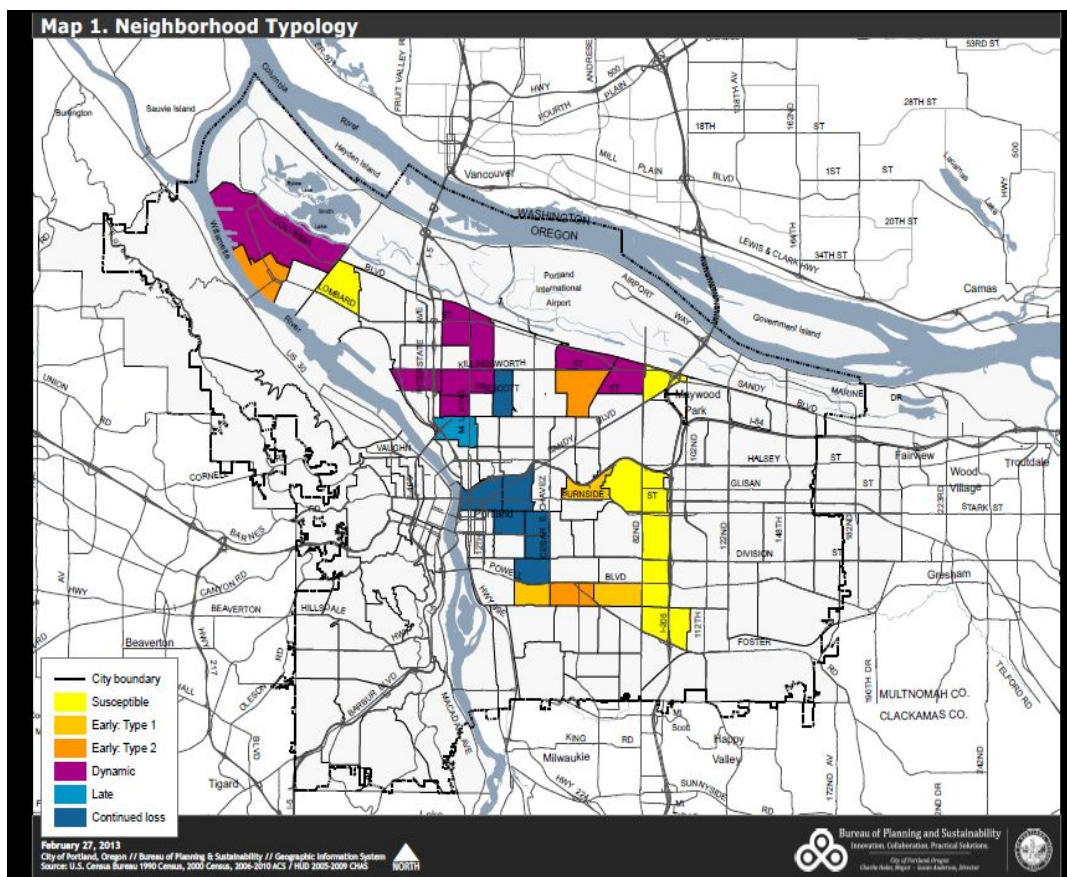
This study focuses on the effects on the housing market, particularly the loss of affordable housing. It builds upon earlier studies to consider a broader interpretation of displacement that encompasses not just when a household is forced to move by conditions that affect the dwelling, but also to take into account changes in the neighborhood as a whole. These neighborhood changes can result in a neighborhood's inability to provide basic services that make it impossible to continue residency as a "voluntary" response.

Housing in Portland is almost exclusively produced by the private sector, with a limited public sector role through regulation, incentives, and some direct construction. The study recommends a market-conscious approach to gentrification embracing new principles that allow for:

- An inclusive development paradigm with a racial/ethnic equity lens.
- A recognition of how public investments affect the private market.
- Ways to anticipate housing demand and market changes.
- Options for utilizing the public sector to regulate and engage a range of private development and community actors to minimize the effects.

## Risk Assessment

The approach to assessing the susceptibility or risk of gentrification for different neighborhoods has two levels of analysis. The first level is to anticipate the potential market changes by focusing on a relatively small set of indicators based on resident's vulnerability to displacement, recent demographic changes, and housing market conditions. These indicators are used to identify and classify neighborhoods into a typology that represents different stages of gentrification. The second level is a focused equity analysis to understand the specific change dynamics of a particular neighborhood that can help focus a public response. Public agencies can use this assessment approach to better understand the risk of gentrification in the communities in which they are working. It also implies a commitment to ongoing monitoring and tracking to understand changing conditions and emerging at-risk neighborhoods.



## Policy Strategy

The concept of inclusive, equitable development is to improve neighborhood livability, while working to ensure that new development and neighborhood change does not disproportionately impact current residents. The approach is to match the tool(s) to specific stages of gentrification and the type of public investment that is being made.



The report summarizes a “toolbox” of policies and programs that could be used in these different situations. The toolbox is based on a review of best practices from across the nation. Five key elements of the toolkit are:

1. A broad community impacts policy that sets clear expectations about promoting positive community impacts and mitigating harms.
2. Community Impact Reports for major projects, especially for projects with public funding, to define the potential impacts, costs and benefits and identify possible mitigation programs.
3. Community Benefits Agreements, primarily for private projects, that create a negotiated agreement between developer and the surrounding community to create a less adversarial review process and provide specific benefits related to the development.
4. Inclusionary Zoning through which developers provide affordable units or pay in lieu fees to ensure affordable housing is part of new development.
5. Education and Technical Assistance through which the City could do more to promote best development practices for mixed income and affordable/workforce housing, similar to Portland’s effort to promote green building .


Given the pursuit of multiple important goals and limited resources, the study concludes with the following set of strategic questions for Portland:

1. *Which changing neighborhoods should be addressed first and/or with the most resources?*
2. *Could an anti-displacement goal mean an entirely different set of priorities for the City?*
3. *Which policy tools or activities should be implemented, and how should they be prioritized?*
4. *How does gentrification policy fit into the broader set of goals, policies and identified needs for Portland’s neighborhoods?*


## 1. Scope: Gentrification and Housing

### 1.1 Introduction

While gentrification has been discussed in Portland for some time, the Portland Plan provides new focus on the issue of balancing neighborhood revitalization with the ability of current residents to stay in place to enjoy new amenities. The City has committed to ensuring that all communities are prosperous, healthy, and accessible—but with increasing numbers of newcomers to Portland, housing pressures rise. As some neighborhoods become more desirable, long-time residents with lower incomes, particularly in communities of color, find themselves priced out and moving out—often to areas of Portland and eastern Multnomah County with fewer services, amenities, and institutions.



Portland Plan: Gentrification and displacement, whether the result of large infrastructure investments or the cumulative effect of smaller investments, have disrupted communities and resulted in serious questions about the motivations behind government investments in Portland. Today's challenge is to figure out how to provide all Portlanders with quality of life and other improvements and programs without the negative consequences of gentrification and displacement, all while improving trust and confidence in local government (70).



As part of the recognition of the potential for gentrification to disrupt communities and create inequities, the Cully Main Street Plan resolution includes a provision to monitor and mitigate the displacement of residents. As an area that was historically underdeveloped and lacking in public investment, but now receiving infrastructure upgrades and economic development incentives, Cully is an area with the potential for transformation. The resolution guides the City to take care to revitalize while mitigating harms for lower-income households and people of color.

In light of these plans and priorities, this study provides analysis and strategic guidance for the City to better understand gentrification and its effects; to assess the status of neighborhoods' changing conditions; and to align policy tools with the challenges and opportunities present in different kinds of neighborhood change conditions.

This study includes the following sections:

1. Scope : gentrification and housing
2. Defining gentrification
3. A new approach to the housing market
4. Neighborhood typology of gentrification and displacement
5. Policy program for inclusive, equitable development

## 6. Strategic policy questions

Appendices:

- A. Housing Market Typology: Detailed methods and maps
- B. Neighborhood Drilldown Analysis: data and variables
- C. Cully drilldown analysis example
- D. Annotated toolkit of best practices

### ***1.2 Gentrification and displacement risk assessment focus is on housing***

This gentrification strategy study focuses on the effects of gentrification in the housing market. Gentrification changes neighborhood character through housing market, economic status, and demographic changes. The gentrification and displacement risk assessment map tool focuses on the essential features of neighborhood housing market change. It highlights areas that are in the midst of gentrification and those where gentrification may be imminent. These maps focus on market and policy drivers of gentrification for those vulnerable to housing change—low-income, renter, low educational attainment, and/or persons of color households.

Gentrification can also involve businesses and commercial space. The turnover of neighborhood-serving commercial areas from serving basic needs of lower-income residents to serving higher-income customers or offering luxury items is a problem for achieving neighborhood livability for all. Additionally, business ownership can be a way to build wealth and neighborhood businesses can offer family-wage jobs, both of which help residents become more resilient to neighborhood housing market appreciation. Commercial gentrification involves a different set of dynamics that are related to this work, but it is different enough that it is not addressed thoroughly in this paper.

The focus of concern about gentrification is displacement from changing neighborhoods, and strategies to prevent affordable housing loss in those neighborhoods. Therefore, this gentrification study focuses on neighborhoods where housing values are appreciating or likely to appreciate. It does not address areas with persistently low housing values and residents with low incomes. However, those areas are very much connected with the gentrification and displacement problem. When public investments in one neighborhood create displacement, it is important to understand how they affect other neighborhoods as well. Neighborhoods with low housing prices are destinations for displaced households. They may face problems of increased concentrations of poverty and racial segregation; in Portland these neighborhoods also tend to be more inaccessible, leaving households with limited opportunity. The neighborhoods that are determined to be persistently low market value and low-income require a different strategy for revitalization and providing opportunity for residents.

### ***1.3 Toolkit to prevent and mitigate displacement***

This study includes a compilation of policies, regulations, incentives, and other tools that could be utilized to address housing displacement. These tools are linked to the stage of gentrification to connect a tool to the particular challenges and opportunities in different kinds of markets.

Many of the tools are directly housing-related, and the toolkit is compiled recognizing there are only very limited dedicated funds for subsidizing affordable housing production, and that Oregon is one of only two states (along with Texas) that pre-empts local governments' ability to utilize mandatory inclusionary zoning policies (ORS 197.309). Additional tools are programs and policies that can help residents to be more resilient to housing market changes so they can avoid being displaced; these include broader community economic development activities. Along with listing best practice tools and resources, the section provides an overview for incorporating a suite of policies to promote a community impacts approach to development. It also highlights community benefits agreements, incentive-based inclusionary zoning, and capacity building for resident engagement with land use planning.

## 2. Defining Gentrification

### ***2.1 Common definition for gentrification***

This study requires a conceptually rich framework for understanding gentrification in Portland, but also needs to be concise and actionable. The discussion about gentrification is fraught and conflicted, particularly as it relates to race and historical disinvestment. While there are intense debates in academic circles about how to describe gentrification as a process, the common characteristics for defining the effects are: housing market changes, economic status changes, and demographic changes in a neighborhood that alter its character. <sup>1</sup>

Gentrification occurs when a neighborhood has attractive qualities—for example, location or historic architecture—but remains relatively low value. This disconnect between potential value and current value (called “the rent gap”) may occur due to historic disinvestment by public and private sectors. When the area becomes desirable to higher-income households and/or investors, there are changes in the housing market. As demand rises for the neighborhood, higher-income households are able to outbid low-income residents for housing, and new development and economic activity begins to cater to higher-income tastes. Lower-income households and/or households of color migrate out of the neighborhood and new in-migrants change the demographics of the neighborhood.

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<sup>1</sup>Levy et al (2006) provide an overview of the variations on the gentrification definition that appear in literature since the phenomenon was first described: housing rehabilitation for middle-class residents; new capital flowing to areas of historical disinvestment; racial turnover caused by white in-migrants. Slater (2009) laments that many urbanists describe neighborhood change positively, using terms like revitalization, renaissance, and resurgence—rather than addressing “what happens when forces outside the household make living there impossible, hazardous, or unaffordable.”(here he quotes Hartman’s “Displacement: how to fight it”). Hamnett’s “The Blind Man and the Elephant: the explanation of gentrification” (2009) lays out a combination of conditions for gentrification to occur: attractive locations with nevertheless undervalued properties (housing supply), along with sufficient populations of demographic groups who have a taste for urban living and have the financial means to outbid current residents (housing demand).

Portland Plan: As cities grow and develop, they often experience a rise in property values and a change in demographic and economic conditions in neighborhoods. The term gentrification applies when these changes are part of a shift from lower-income to higher-income households and often when there is a change in racial and ethnic make-up of a neighborhood's residents and businesses (70).

For some observers, neighborhood revitalization appears to be an unmitigated positive change. Revitalization is usually desired by current residents and can have many positive outcomes for cities, neighborhoods, and individuals. Here, we focus on the negative consequence of involuntary residential displacement as the distinction between revitalization and gentrification. Rather than debating the complex causality of neighborhood change or attempting to weigh all its possible benefits and costs, this approach places the emphasis on recognizing and avoiding the displacement of residents as their neighborhood receives new investments and upgrades. As Kennedy and Leonard (2001) note in “Dealing with Neighborhood Change”:

“In cities hit by gentrification pressures, residents, city officials and other interests frequently descend into rhetoric and factional fighting. This often occurs because different parties define gentrification differently, see different parts of the issue, or otherwise talk past each other. Moreover, the political focus is often on gentrification’s character and consequences without linking these more pragmatically to its “end game,” its causes and solutions.(2)”

This approach intends to sidestep these debates and focus on the housing displacement problem.

## ***2.2 Housing displacement as the defining feature***

Housing displacement can occur directly due to housing market changes, or occur because of pressures and community changes. The literature on gentrification lists many dimensions of displacement. Low-income residents may be displaced by rising rents or evictions for tenure conversion; rising property taxes or homeowners’ insurance rates; or a loss of subsidized housing units. As the housing market appreciates, the number of housing units available to a lower-income household shrinks, excluding any others who may have chosen the neighborhood. Residents also may experience a loss of community that leads them to move—as friends or family leave the neighborhood, commercial centers no longer serve their needs, or community and cultural institutions relocate, residents are displaced by dispossession (Marcuse 1985).


Portland’s previous study of displacement in 1981 adopted the definition first presented by George and Eunice Grier in their 1978 displacement reconnaissance report prepared for HUD. It is:

“Displacement occurs when any household is forced to move from its residence by conditions which affect the dwelling or its immediate surroundings, and which:

1. are beyond the household's reasonable ability to control or prevent;
2. occur despite the household's having met all previously imposed conditions of occupancy; and
3. make continued occupancy by that household impossible, hazardous or unaffordable.”

In some ways the present understanding of displacement is a broader interpretation—including changes in the neighborhood as a whole as an impetus for moving (“its immediate surroundings”) and considering a range of reasons for “impossible” continued occupancy—not only forced moves but “voluntary” responses to a change in a neighborhood’s ability to serve basic needs.

The costs of displacement to a household or family are more than a loss of a sense of community or social supports. They are tangible and measurable: loss of access to ‘high opportunity’ locations and displacement to less accessible neighborhoods; and the loss of assets/wealth when home-owning families exit without realizing increased values, or when long time renter families cannot buy into increasing neighborhood value. Residential displacement also costs the entire community. The effects of concentrated poverty on schools, spatial mismatch between low-wage workers’ homes and their jobs, and the social and economic costs of the health, educational, and employment impacts of housing instability all affect the city. When individuals have inadequate housing, limiting their opportunities and the development of human capital, there is an overall economic impact (Belfield, in Turner et al 2008).



Portland Plan: The harm of gentrification is tangible and measurable. This includes loss of access to desirable locations; displacement of individuals and businesses to less desirable locations; a loss of wealth when homeowners leave without realizing the increased property values; and, more generally, the loss of the ability for current residents to enjoy the benefits of revitalization. It is difficult to calculate the real costs and benefits to current residents from gentrification, but dearly, there are losses (70).

### ***2.3 Vignettes of gentrification***

Gentrification is a complex process with multiple causes and effects—some positive, some negative. The following vignettes, drawn from qualitative research on gentrifying neighborhoods,

illustrate the range of experiences and reactions to these neighborhood changes. Many of these captured moments will resonate for Portlanders.

Who are gentrifiers and what are they seeking? Portland is a top destination city for the young and college educated (Jurjevich and Schrock 2012), a demographic group likely to contribute to gentrification pressures due to their taste for urban lifestyles. Portland also attracts a significant number of “empty-nester” households, also moving to central city neighborhoods. Portland’s much-celebrated planning for livability, neighborhood amenities, and culture attracts more affluent and/or educated households to “20-minute neighborhoods.”

*New York City:* “Young American Midwesterners responding to what the real estate editor of New York Magazine dubs the “Friends effect”, thanks to NBC’s decade-long primetime “infomercial for New York” (Pi Roma, 2003). (Now brokers speak of the “Sex in the City effect”, for the HBO series that lives on through reruns.)”  
Newman and Wyly, 2006, 30

Portland now has a national reputation not only for sustainability and livability, but for coolness, a food scene, indie music, and the “hipster” sensibilities of *Portlandia* (Portland’s ‘Sex in the City’ for promoting a lifestyle). The UK paper *The Guardian* even named the Boise-Eliot and Overlook neighborhoods among the five best places to live in the world, writing in 2011 in a perfect encapsulation of how gentrification starts and intensifies:

*Portland:* “Do you like letterpress? Do you like vintage clothes? Do you play in a nu-folk band? Then get ye to Boise, Eliot and Overlook in Portland. The city has been the capital of liberal, hipster USA for decades.... Shockingly, it still remains relatively good value. ... When I first visited in the early 90s, Boise, Eliot and Overlook were the kind of spots you sped through: always the first sign of a neighbourhood [sic] you should buy in.” Dyckhoff, 2012.

While new in-migrants to urban neighborhoods are often appreciative of, and even seeking, cultural diversity, their arrival can have the unintended consequence of eliminating that diversity.

*San Francisco:* “Twenty-something workers at Silicon Valley firms are much more inclined to live in a dynamic city such as San Francisco than quiet and expensive suburbs near their jobs. Many young newcomers in the Mission District are attracted to the cultural diversity there...[but] Under great pressure are the same Latino groceries and religious stores that give the neighborhood character and attract twenty-something newcomers. The owners of El Herradero Restaurant face a 63 percent increase in rent after 12 years in business, while the Los Jarritos Restaurant and Mi Rancho Market were displaced as the buildings’ owner put them up for sale.”  
Kennedy and Leonard, 2001, 21

The change in the business district not only decreases diversity as a cultural asset, but makes it harder for long-time Latino residents to meet their daily needs.

Neighborhood residents can gain a sense of place, community, and empowerment through cultural expression. Through festivals and celebrations, neighborhoods can attract new consumers of culturally-specific foods and goods, and cities may promote cultural diversity as a means of economic development. However, the use of these events as tourism promotions can lead to conflict.

*Chicago:* The Pilsen neighborhood's Fiesta Del Sol brings residents together for cultural preservation and also to deliver a State of the Neighborhood Address that includes a report card of City policies regarding the neighborhood. The city's tourism office, however, describes Fiesta as only a fair. Furthermore, it provides services for tourists to Fiesta that are not otherwise available. "The city has engaged in an intense process of promotion of Pilsen's unique Mexican culture including the neighborhood in its downtown tourist route [on the free trolley]... Alejandra Ibáñez, Executive Director of The Pilsen Alliance, a local activist organization, views these free trolley rides and overt attempts to boost tourism as a bit of a slap in the face to residents, in light of the fact that night and weekend public transportation service for the community was discontinued in 1997." Betancur, 2005, 26

Neighborhood change can be a mixed blessing for long-time residents, who enjoy public service upgrades and new commercial venues—for as long as they can afford to.

*New York City:* "A Harlem resident describes the changes on 125th Street in Central Harlem. "People love Starbucks. People who would buy 50-cent coffee now go in there and buy one for \$3.00". But residents fear that their new shopping venues come with a high price tag and may help to spur the revitalization that will ultimately displace them. One resident explained that he liked the new stores but feared displacement: "I don't want to have to take a train to go to the Magic Johnson theatre. I live on 126th. I should be able to walk to there and when I'm done, walk back." Newman and Wyly, 2006, 45

When services remain in the neighborhoods, displaced community members may go to extraordinary lengths to access the institutions to which they belong.

*Portland:* "Every Sunday morning, the Lord's work for Bradford involves driving to the farthest reaches of Portland to pick up congregants who lack the means to get to the small, century-old building, with its rectangular steeple and fresh coat of cream paint, whether because of age, disability, or finances. He is part of a small fleet of van drivers dispatched from inner North and Northeast's predominantly African American churches to round up their scattered flocks....Four stops, one and a half hours, and 50 miles later, Bradford drives back up Alberta." Scott, Portland Monthly, February 2012

The return of residents to historical community gathering spaces can create conflict with new residents. In some cities, the reverse commute of African-Americans to attend their historic



church homes leads to fights for parking space. These conflicts lead to questions about whose neighborhood it is—those with long historical roots, or those who own property today?

*Washington, DC:* “In Shaw, neighbors frustrated with the influx of cars every Sunday requested new, resident-only parking restrictions that effectively ban churchgoers without permits. Lincoln Congregational Temple is fighting back with a letter-writing campaign to local leaders. ‘Quite frankly, I’m angry,’ the Rev. Rubin Tendai, Lincoln’s interim pastor, said. ‘Some of [our members] have been in this church for 30, 40, 50 years, and we are an elderly congregation. We’re not going to take this sitting down.’”  
Essley, Washington Examiner, October 2012

Conflicts can arise when new improvements are viewed skeptically—are public agencies responding only to new, higher status residents? These conflicts can erupt in public processes when long-time residents address improvements that appear to be for “them.”

*Portland:* “The racial demographics have almost completely flipped....For the city to publicly turn its eye toward helping the neighborhood now is insulting to some longtime residents. Safety—from guns, drugs, and, sure, cars—was as much an issue in 1990 as it is now. ‘There’s this sense that it’s been a long time coming for funding in the neighborhood,’ says Paige Coleman, director of the Northeast Coalition of Neighborhoods. ‘The question we’re hearing now is ‘Why now?’ and ‘Where were you then?’” Mirk, 2012

Residents whose demands for improvements were not met view changes with cynicism, decreasing trust in local government. The often racialized nature of gentrification means this sense of disenfranchisement is most often felt by communities of color, who are already underrepresented in local process and government.

*Washington, DC:* “My homeboy’s dad, who lived on the corner of 5th and L St. N.E., used to rant about how there needed to be a four way stop sign at the intersection. Oh, how he would wax about how someone was going to get hit by a car and how the city didn’t care about the black folks that lived there. The city turned over and the first thing that showed up on the corner of 5th and L was a four way stop sign. I guess this is to say I am grateful for the stop signs but sad that it took us leaving to have it happen. That it didn’t feel important to build until we were gone. “  
Crockett, Washington Post, August 2012

Schools are a particular concern for residents who have observed how new facilities and programs appear when neighborhood incomes rise—particularly when the new programs do not accept all residents, but require qualification to enter.

*Chicago:* A resident decries of a newly renovated public school with an exclusive admissions policy, “Who were they developing King for? When four years ago you stopped accepting students and flushed them out, that’s no success...All that’s being

done is not being done with the intent to serve the existing community. That's urban planning." Patillo, 2007, 99

Neighborhood conflict can also emerge when new residents seek remedies for what they view as problematic or nuisance properties in the planning/regulatory system. As new standards for the neighborhood's physical appearance evolve, existing lower-income owners may struggle to keep pace, or even face penalties or lose their property. More educated and affluent neighbors are more knowledgeable and better equipped to utilize the regulatory system to prevent uses they find incompatible, including economic and community activity.

*Columbus, Ohio:* The documentary *Flag Wars*, depicting conflict in Columbus Ohio, includes scenes in code enforcement hearings that depict long-time residents fighting complaints for problems they cannot afford to repair. One resident even faces arrest for failing to address code violations. The founder of a neighborhood art gallery, which predated the gentrification, spent three years fighting to keep the gallery's sign that did not meet new Historic District standards because of its African style. The historic designation was based on Victorian history—the time before it was a Black community.

*Chicago:* Instead of a space for forging consensus, the block club had conflict over residential and commercial activity compatibility. A newer resident explained "...in the block club 'it's probably 50-50, new residents versus residents who have been here prior to the 'gentrification.' ...one of the residents wanted to get the block club behind him to allow him to run his own car wash down the street here. ...I'm like, I would have moved next to a car wash if that's what I was wanting to do. You know, we have zoning laws for a reason. And all of the older residents were on his bandwagon..." Pattillo, 2007, 91

Finally, the racial tension at the heart of many gentrifying neighborhoods is summarized, along with the reaction of an African-American resident to the implied de-valuing of communities of color:

*Washington, DC:* "This demographic reality creates a crude, ethically charged math, and everyone who owns a stake in Washington calculates with it. The presence of white faces is the most reliable sign of the quality of a school. The more white people move in, the higher the property values go. The city's population is growing, but each black family that leaves a school or neighborhood makes it richer. It was *Donna* who was in the way. "When you hear people say, 'the good news is the neighborhood is being gentrified,' it just makes you feel worthless," Donna told me." Hopkinson, *New York Times*, June 2012


### **3. New strategic approach to gentrification**

Fundamentally, the question about addressing gentrification is "what can the City of Portland do differently?" A new approach does not mean being resigned to changes that have already happened in Portland neighborhoods, nor to be mired in past decisions and consequences. It does include understanding how those changes have happened and how to make future

decisions to mitigate costs—to move forward with a new approach. A new approach to gentrification should mean embracing new principles:


1. An inclusive development paradigm with a racial/ethnic equity lens.
2. A recognition of how public investments affect the market.
3. Ways to utilize the opportunities of the role of the public sector in the housing market by anticipating change, regulating appropriately, and engaging networks of development and community actors.

### ***3.1 Inclusive, equitable development***



Portland Plan: All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, basic services, a healthy natural environment, efficient public transit, parks and greens paces, decent housing and healthy food....

The benefits of growth and change are equitably shared across our communities. No one community is overly burdened by the region's growth (18).



The Portland Plan, among other guiding documents, sets forth a vision for the city of livability and equity. The vision of “complete neighborhoods” includes not only economic prosperity and a healthy built environment, but access to opportunity through affordable housing.

This vision should be an overarching guide for policy-making across planning, housing, economic development, and infrastructure. A paradigm of inclusive, equitable development is a critical concept for moving forward this vision while addressing how neighborhood change can negatively impact some communities. The definition developed by Kennedy and Leonard (2001) is useful:

We define equitable development as the creation and maintenance of economically and socially diverse communities that are stable over the long term, through means that generate a minimum of transition costs that fall unfairly on lower income residents

This vision recognizes that the city is healthier with mixed-income and racially/ethnically diverse neighborhoods than neighborhoods with growing status gaps, with concentrated poverty and racial segregation in some parts of the city. Economic development aims to revitalize neighborhoods that need more activity, but with a vision of a prosperous neighborhood economy that includes diversity in businesses, owners, and customers.

In order to realize this vision, neighborhood change needs to be addressed to ensure that benefits are shared and burdens are not disproportionate, particularly for disadvantaged and underrepresented groups. The vision asks that private development provide positive and equitable community impacts, especially when occurs in neighborhoods susceptible to gentrification, and/or it uses public resources, requires infrastructure services, or seeks special permissions in the land use regulatory system.

### **3.1.1 Racial/ethnic equity lens supports the approach**

The Portland Plan also activates a racial/ethnic justice initiative for the City that is relevant to the gentrification and displacement policy strategy. A racial/ethnic justice lens helps analysis both at the strategic scale and in program development.

The racial/ethnic equity lens justifies a focus on gentrification and displacement as critical to achieving equity, including the goals of fair housing, because of the historic and current impact of neighborhood change for communities of color. Housing and commercial displacement can affect lower-income residents of any race, but there are particular concerns in addressing gentrification with respect to communities of color.

Historically, racial segregation and disinvestment have been coupled, leaving neighborhoods of communities of color more vulnerable to market pressures. When residents of color are displaced, they have fewer choices in the housing market due to lower incomes, more limited access to mortgage credit, and discrimination. Similar barriers to minority business ownership and development –limited access to credit to start and expand businesses, lack of intergenerational history of business ownership—affect the ability to avoid commercial displacement. Recognizing these specific challenges can help to craft policies that improve racial equity.

Portland Plan: We will...

- Initiate a racial and ethnic focus, using well-documented disparities.
- Build the skills, capacity, and technical expertise to address institutionalized racism and practice and intercultural competencies.
- Engage diverse constituencies to discuss race, disparities and public services.
- Actively work to eliminate racial and ethnic disparities in public agency hiring, retention and contracting (22).

The racial/ethnic equity lens also helps to develop anti-displacement policy and programs that reduce disparities. It is important to use a racial/ethnic lens with policies and programs for revitalization, even those attempting to be equitable in terms of benefits and burdens. It is important to utilize data disaggregated by race/ethnicity to target programs: for example, if

communities of color have lower incomes than whites, housing affordability at a “workforce” income level may not assist families of color. There would need to be additional set-asides for very and extremely low income families.

Even well-intentioned policies can exacerbate inequities without a racial/ethnic justice lens. For example, ending mortgage redlining in a predominantly black neighborhood can result in new homebuyers, but without specific supports for African-Americans, the residents who experienced deprivation of access may not benefit. Given the racial wealth and credit gap, the infusion of capital goes to those immediately prepared to purchase a home—predominantly white households—and has the effect of substantially increasing white homeownership and increasing the racial homeownership gap.

### ***3.2 The public sector role in gentrification***

#### **3.2.1 Public sector planners as market actors**

Housing is almost exclusively produced by the private sector, with only limited direct production/management by the public sector. The monetary resources available to the public sector for subsidizing housing for low-income households are very limited. However, planners and policy-makers are part of the housing market. Although the public sector has only limited direct contribution to the housing stock, it does affect the housing market through the creation of general and specialized plans; through regulation of development; and with incentives.<sup>2</sup> In order to understand how gentrification relates to public policy and investments, it is important to understand the market ramifications of public sector actions. Neighborhood change and community displacement aren’t due to “just the market” acting on its own, but occur within a context set in part by plans and policies—especially within areas designated for special public investment, such as urban renewal areas.

Understanding the role in the market also opens new opportunities for actively engaging with the problem of gentrification by anticipating and mitigating its effects. When planners and policymakers use this role, they can make plans and regulations that work towards the goal of inclusive, equitable development. Incentives and subsidies can be aligned to meet anti-displacement goals. Planners can also work to build the capacity of other market actors—namely, developers and community members—to participate together in creating places that meet the vision of inclusive, equitable development.

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<sup>2</sup>Tiesdell and Allmendinger (2005,63) describe four functions of planning in the housing market: market shaping, through plans that communicate information about future development; regulating with land use and environmental controls; stimulating some kinds of development activity with subsidies and incentives; and building capacity by developing public-private partnerships or creating networks among actors.

### 3.2.2 Gentrification and displacement as a consequence of public sector activity

Understanding how public investments can cause or deepen gentrification pressures is important. Public investments are often made in order to improve living conditions for residents through housing rehab/restoration, economic development, and improvements to infrastructure services—but there can be unintended effects for vulnerable groups. The intention of policies and investments is as important as understanding the potential consequences; these consequences include losing the trust of communities negatively affected by housing market changes.

Public investments—sometimes even just the announcement of a planned investment— increase the investment potential of a neighborhood. When a City signals its commitment to place-making in a particular neighborhood through improvements to the built environment and development incentives, it decreases the risk of investment. The private market will respond by making capital available and increasing development activities. Additionally, as the public sector improves neighborhood access, infrastructure, and amenities, the neighborhood becomes more desirable and demand to live there by higher-income households increases. When public investments are made in neighborhoods where markets are already heating up, it can increase the intensity of the change and exacerbate displacement.

Some public investments are not large-scale enough to “tip” a neighborhood into gentrification or reduce affordable housing, but nonetheless create conflicts and potentially inequitable outcomes. In these cases, decision processes and public input are made more complicated by the context of gentrification. If public investment decisions respond to new residents’ needs, but not long-time residents’ needs, it can reinforce inequities. For instance, as new bicycle lane infrastructure was considered on the North Williams corridor in the historic Albina District, long-time residents argued that their requests for safer pedestrian crossings had been ignored. With choices to be made about promoting active transportation, given the racial demographics of walkers and cyclists, a bicycle-only improvement would disproportionately benefit white residents. The scenario was described in the Partnership for Racial Equity (PRE) Racial Equity Strategy Guide<sup>3</sup> as a missed opportunity for understanding the differential racial impact of a planned upgrade to infrastructure.

As neighborhoods change, different priorities may emerge from new residents—and in typical public input processes, higher-income, home owning residents are more likely to make their voices heard. This may be particularly the case when new demands align with other agency goals and/or with dominant culture lifestyles familiar to staff and voiced by new residents, while long-term residents’ demands have been unheard or do not easily align with existing programs and goals. Conflicts can arise among neighbors.

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<sup>3</sup> The Partnership for Racial Equity, convened by the Urban League of Portland, worked with City staff to develop a strategy guide for implementing a racial equity lens on policymaking. This guide describes how to develop an equity lens for policymaking, provides examples of model equity work, and refers to available technical assistance within the City of Portland.

Furthermore, as neighborhoods become more attractive to higher-income households' lifestyles (due to amenities, economic activities, cultural shifts), there may be further population turnover. Considering gentrification pressures by using neighborhood change analysis tools (i.e. the typology in section 3) along with using equity analysis tools such as the PRE Racial Equity Strategy Guide can help to avoid conflict in public processes. This strategy can actively work to identify and prioritize the needs of historically underserved communities, promote the participation in decision-making by vulnerable residents of a neighborhood, and to mitigate unintended consequences for those people who may be vulnerable to displacement.

Finally, the revitalization and investment activities that change one neighborhood have broader impacts throughout the housing market. When planners act in one area, they are not only affecting that neighborhood, but other nearby and similar areas as well. Watkins (2008,168) writes, "clearly, it is difficult to effectively and strategically target resources at neighborhood or sub-regional levels without a sound understanding of spatial linkages between localities and likely spillover effects." In the case of understanding the history of gentrification in Portland, we could point to the concomitant increase in housing prices and exodus of lower-income African-Americans from inner Northeast Portland and the more concentrated poverty and racial isolation in outer East Portland. Failing to mitigate displacement from the Albina District has created a range of issues in mid-County neighborhoods, including crowding in schools and overburdened infrastructure. Understanding how neighborhoods might be linked in conditions of market change is useful for considering a broader strategy for neighborhood stabilization.

By actively taking on board a sense of itself as a market actor, the City of Portland does take some responsibility for the changes that have negatively affected communities. It says that a lack of planning for gentrification and limited responsiveness to market changes have been part of how displacement happened. In the Portland Plan, it is acknowledged that neighborhood changes have multiple negative impacts:

*The critique of our past policies indicates that actions for neighborhood improvement were not paired with actions to address the likelihood of economic and racial displacement. Gentrification and displacement, whether the result of large infrastructure investments or the cumulative effect of smaller investments, have disrupted communities and resulted in serious questions about the motivations behind government investments in Portland. Portland Plan,70*

But, embracing the role of a market actor also means the City of Portland can develop strategies that allow it to shape and guide change for more equitable outcomes. This approach helps to meet Portland Plan action item.

Portland Plan action:

Equity in neighborhood change: Use neighborhood planning and development programs to help minority and low-income people stay in their homes and neighborhoods (63).

### **3.3 A market-conscious approach to gentrification**

Gentrification and displacement can come about as unintended consequences. It requires intentional action to avoid these kinds of changes and implement a strategy for equitable development of livable, complete neighborhoods. This strategy includes:

1. Careful planning including anticipating market change, setting goals, and monitoring.
2. The creation of incentives that leverage public subsidy to achieve goals.
3. Capacity building among partners for participation in anti-displacement work.

This section provides an overview of these functions. Subsequent sections of this report detail the analysis that could be used for planning and monitoring and lay out a set of policies, including incentives and capacity-building programs, that could be employed in a gentrification strategy.

#### **3.3.1. Anticipating housing demand and market change**

The state of housing in the city is easy to assess and map relative to other activities. The housing stock is mostly durable, with only a fraction of housing provided by new construction. Data are available on the kinds of households served by the current housing stock and monitor housing across different types, tenures, sizes, and prices. The City has taken these analyses further to employ an opportunity mapping concept that considers the location of housing (especially affordable housing) with respect to economic opportunities, accessibility, healthy environment, and other public services.

The basic housing demand that arises from shelter needs is fairly predictable. Planners can provide demographic projections of household growth, which predict future needs for housing, especially if combined with preference studies as in Myers and Gearin (2001) and Myers and Ryu (2007), who anticipate changes over twenty years. Projections are useful indicators of how current trends may play out in the future. Portland Metroscope provides market segments analysis (although not analyzed for racial/ethnic population differences) that can help with considering needs for housing at different income levels, tenures, and unit types/sizes. These kinds of analyses are found in the City of Portland's background report *Housing: Updates on Key Housing Supply and Affordability Trends*.

Neighborhood housing markets change. When neighborhoods are targeted for revitalization, upgrading, and investments, it is not surprising that the private market responds. The changes to neighborhood housing markets that lead to the displacement of lower-income residents are not and should not be unpredictable (particularly not when increased market activity by higher-income households and consumers is an express goal of the development/redevelopment). Public sector actors must anticipate the speed and intensity with which the private market can turn—private market actors can act quickly to acquire and develop, to buy and sell properties,



and to respond to new demand. Failing to anticipate these changes means missing opportunities to prevent the harms of displacement. It is far easier to avoid the harmful effects of these changes than to mitigate them once they are underway; and far easier to mitigate them at an early stage than to shoehorn in solutions later in the process.

Understanding change and dynamics can help to match appropriate tools with neighborhood conditions—whether gentrification is anticipated, or whether population and market changes show it is already well underway. When neighborhoods are understood to be potential areas of revitalization or new investment, there should be analysis of the potential impacts on the housing market. The City could include areas experiencing gentrification as a variable in growth scenarios models. If population growth and development are focused on areas already experiencing housing market pressures, planners could consider how these might create further displacement and population shifts in order to develop responses.



#### Portland Plan

Housing strategy: Develop and implement a Citywide Housing Strategy for all levels of housing. This should include an estimate of housing needs, strategies to create new rental and home ownership opportunities in “high opportunity” areas— those that already have infrastructure to support household success, such as quality active transportation, high-performing schools, commercial centers and recreation facilities. Address resource development, equity initiatives such as increased use of minority contractors, and alignment with other community services for low- and moderate-income residents (63).



### **3.3.2 Plan: Set goals and monitor continuously**

Demographic projections can tell what population changes are likely to occur given current trends. However, projections do not and should not set policy. The continuation of a trend may result in further inequity, shortages of some types of housing, jobs-housing spatial mismatch, or other undesirable outcomes. Planners and other decision-makers need to consider goals for providing housing of different types, prices, and in different locations in response to projected demand and likely unmet needs. For this reason, planners need to think strategically about how current changes will accumulate along with the current housing stock to reach the goals for housing availability.

Housing strategies can recognize market and population changes by monitoring and continuously updating analysis on the status of neighborhoods, the need to deploy different policy tools and practices, and to build new partnerships with community-based organizations or development sector actors. If a neighborhood begins to experience accelerated housing displacement, additional programs could be directed that match with the new stage of

gentrification. For instance, the priorities for development proposals in an RFP for public funds or land could be updated to match with housing needs for particular unit types, sizes, affordable level, and tenure. In order to make these strategic shifts, it is necessary to assess housing market activity fairly frequently by analyzing patterns of sales, development permits, and commercial activity.

Portland Plan:  
Tracking and Program Evaluation

- Develop approaches to track neighborhood change including race, ethnicity, age, disability, ownership and other factors.
- Develop analysis methods to help anticipate potential gentrification impacts of new policies and programs.
- Evaluate City investments and actions using the Framework for Equity (19).

### 3.3.3 Regulate and incentivize

Regulation is the traditional tool of planning to intervene in the housing market. Strategic use of regulations and incentives can help to leverage limited housing resources. In many cities, a lack of affordable housing is related to land use regulation; but many of the most common regulatory barriers to lower cost housing development have already been eliminated in Portland. Oregon is also nearly unique in prohibiting the use of mandatory inclusionary zoning, a common best practice for requiring the construction of new affordable units. However, the City could explore ways to more effectively incentivize not only affordable housing development, but a broader set of anti-displacement tools like workforce agreements. Rather than being stymied by the loss of one tool (IZ), the broader approach of community benefits in development policy can include many practices linked to the regulatory system.

The kinds of planning and policy tools that are available and most effective depend on the neighborhood market context and the stage of gentrification, as well as the focus of the effort. Therefore, the best practices toolkit is organized into the key stages identified here as well as to specific policy areas. Anti-displacement practices can be implemented alongside of public investments in all areas—from comprehensive neighborhood economic development programs to infrastructure upgrades to planting trees. Development that includes public subsidy should be linked to community benefits appropriate to the neighborhood.

### 3.3.4 Capacity building among partners

As the City works to develop appropriate strategies and policies for addressing gentrification, it must recognize its fellow actors in the market: community residents and private sector


development entities. Public agencies may need to develop the capacity of both residents and developers to participate in the inclusive, equitable development framework.

*Community member capacity.* Residents of changing neighborhoods—particularly those from traditionally underserved and underrepresented groups—may find it very difficult to participate in planning processes. Part of an anti-displacement strategy is to empower residents and enables them to stay in place if they so choose. The principles espoused in the City’s Public Involvement Advisory Committee’s work include “increasing public understanding of and support for public policies and programs” and a focus on engaging the diversity of the community. There may need to be additional programming for residents to learn about the development and planning process and how to participate to put forth community priorities. The City already has a number of community leadership capacity programs that could attend to these issues. As the City asks communities to participate in equity discussions about planning and infrastructure investment, as well as community and economic development, there may be a need for additional technical assistance.



Portland Plan:

- Build capacity for people to participate. Ensure broad inclusion in decision-making and service level negotiations.
- Leadership training. Expand community-based leadership training programs to build community organizing capacity and the capacity for people to engage in shared governance, focusing on under-represented and underserved communities (20).



*Development sector capacity.* In discussing how gentrification happens, this analysis focuses on market activity and quantitative data showing trends. However, the development sector is not only driven by pure economics—developing land and property is also a social and political process. Private sector actors—developers, financiers, agents, and builders, among others—produce a culture with norms, and standard operating procedures; they share information and consider ideas within a network of relationships.<sup>4</sup> The development industry sometimes moves slowly to work with new models and requires “proof of concept” before adopting a new practice. An example with immediate local resonance is the construction of apartment buildings without

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<sup>4</sup>Patsy Healey’s work (Healey 1991, Healey and Barrett 1990) tries to describe these cultures, detailing the interactions, reactions, and relationships in the redevelopment industry, and how the public sector could influence their thinking. Guy and Henneberry conclude that we can come to understand a housing market that is “dynamic, deeply contextual and contingent on the particular aims and objectives of development actors” (2000, 2413).

providing parking, which was difficult to finance (even when allowed by-right in zoning code) until a project was successful.

As planners try to influence private market actors, it is important to understand these cultures: What prompts developers to adopt new models or technologies? What incentives might be meaningful for getting developers to serve particular public aims? Some development actors are interested in moving into new niches, such as green building or mixed-use development, both of which are now relatively common in Portland; are there also developers who are ready to take on mixed-income or affordable housing? The networking and capacity building function of planners could incorporate activities like design fairs, demonstration projects, and competitions to provoke interest in affordable and mixed-income housing. It may also be that local development actors need technical assistance with programs like the Low-Income Housing Tax Credit and layered financing for affordable housing, which could be supported through partnerships and education. As the City attempts to influence the development sector towards meeting public goals, it needs to understand how private market actors are making decisions and how best to build new practices through a mix of regulation, incentive, and cultural shift.

### ***3.4 Conclusion: a coordinated approach for roles across institutions***

Extending upon the definition of gentrification as a process of neighborhood housing market change, this section suggests an approach that is market-conscious. With a vision for inclusive, equitable development, and the use of a racial/ethnic equity lens, the City can better plan, regulate, and engage with community members and development actors to mitigate gentrification. Specific functions might be distributed in different ways as determined by bureaus to best match their spheres of activity. In order to address the range of factors related to gentrification and the policies and investments that respond to it, it would be most effective to:

- Coordinate bureau roles,
- Analyze how land use and growth relate in a housing strategy,
- Monitor neighborhood change, and
- Create subsidy and incentive programs that maximize public resources.

The PDC's work on the Neighborhood Prosperity Initiative could connect to neighborhood change and resident economic empowerment; the agency also could contribute to monitoring neighborhoods for shifts in the market. Infrastructure bureaus need also be aware of the potential for projects and investments to cause or react to neighborhood demographic change.

## **4. Neighborhood typology analysis for gentrification and displacement risk**

### **4.1 Introduction**

One goal in developing a gentrification policy is to analyze how neighborhoods in Portland are changing, and to anticipate potential changes that may lead to displacement. Of course, this analysis is not absolutely predictive, but by assessing past neighborhood changes and current conditions, we can develop a metric for starting the policy analysis.

The gentrification and displacement risk assessment map focuses on a first pass look at a relatively small set of data to assess housing market and demographic changes to understand if a neighborhood is currently undergoing or is susceptible to gentrification. It results in a fairly clear typology of neighborhoods: long-term high-income/high-cost, dynamic areas that are gentrified or gentrifying, at-risk for gentrification, and long-term low-income/low-cost. Public sector actors can use this map to understand the context of the neighborhoods in which they are working. This analysis does not attempt to track household moves from neighborhood to neighborhood. Rather, neighborhoods are assessed based on aggregate status shifts: housing tenure and price changes; and income level, educational attainment, and racial/ethnic population changes. Therefore, this typology should be monitored with data sources that are more frequently updated, in order to assess market conditions that may 'heat up' rapidly.

### **4.2 Purpose and concept for neighborhood change analysis**

Changes in neighborhood character associated with gentrification include demographic and socioeconomic changes as well as changes to the housing market. The neighborhood typology map identifies census tracts currently experiencing or at-risk for gentrification based on residents' vulnerability to displacement, recent demographic change, and housing market conditions. Public agencies may use this tool to understand gentrification and displacement risk for communities in which they are working.

The map assigns each tract one of six typologies referring to a stage of neighborhood change. Appropriate strategies to mitigate displacement and other adverse impacts of gentrification will depend on the stage as well as other neighborhood-specific considerations, which can be identified through a more detailed data drilldown. The vulnerability, demographic change, and housing market designations used to create the neighborhood typologies attempt to capture the complex array of conditions that both fuel and are a product of gentrification.

This assessment follows the method developed by Lance Freeman in his 2005 *Urban Affairs Review* paper, "Displacement or Succession? Residential Mobility in Gentrifying Neighborhoods," and has been used in several analyses since then, proving to be robust. Gentrified neighborhoods are defined by Freeman as those with a greater than average increase in educational attainment and house prices from a starting point of below average incomes and housing stock, and a change in racial demography due to white homebuyers, measured using Home Mortgage Disclosure Act (HMDA) data. Additional approaches include the Urban Institute's analysis of Washington, DC, which incorporates architecture, high capacity

transit access, and adjacency to high-priced areas<sup>5</sup>; and the Center for Community Innovation's reporting of gentrification related to BART expansion in the Bay Area, which focused on amenities and transit<sup>6</sup>. This typology does not incorporate location and accessibility features into the initial analysis, but recommends using those features as part of a drilldown analysis to understand additional dimensions of gentrification for a specific area.

The neighborhood typology criteria incorporates a conceptual definition of gentrification through a set of robust yet select indicators. The typology establishes appropriate distinctions between neighborhood stages that may elicit different actions. The indicators and typology have been reviewed by staff from BPS, PDC, and PHB and participants in Policy Expert Groups for Portland's Comprehensive Plan Update

The typology uses relatively few indicators to create meaningful distinctions among susceptibility to and experience of gentrification. In acting in these neighborhoods, it is important to develop more detailed profiles to consider process and tools for promoting positive developments and mitigating harms. The drill-down look at neighborhoods would include as relevant: demographic profile to account for underrepresentation in planning processes; more detailed assessment of housing vulnerability; and analysis of commercial activity and ownership.

It is also important to develop a process of updating the typology by tracking market and population data to anticipate and respond to neighborhood changes. Gentrification is not a static condition. In an analysis like the "pattern areas" urban form typology that is based on the built environment, neighborhoods are unlikely to change their status.<sup>7</sup> In the case of gentrification analysis, neighborhood housing markets and demographics are continually changing. The definition of the typology as six stages of gentrification and displacement is fixed in terms of the concepts and variables measured, but it is dynamic in two ways. First, it is based on a neighborhood's status relative to citywide conditions, and as the city changes as a whole, the thresholds for "high" or "low" changes will change. Second, and more importantly, the labeling of a given neighborhood within the typology may change as its conditions evolve.

Due to the nature of the data sources used in the typology, this baseline map can only be updated as significant data emerge from the Census Bureau. With an assessment based on market changes reported in Census/ACS data, this is likely a five-year exercise. However, for the implementation of policy, it will be important to know if, for example, a neighborhood has shifted to a more intense stage of displacement due to market pressures; the timeline for such a change is likely to be much less than five years. In addition, frequently updated data should be tracked to indicate neighborhood changes for ongoing policy evaluation and to assess whether

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<sup>5</sup> In their presentation [Leading Indicators of Gentrification in D.C. Neighborhoods](#), Margery Austin Turner and Christopher Snow identify areas where rapid reinvestment is most likely.

<sup>6</sup> [Mapping Susceptibility to Gentrification: The Early Warning Toolkit](#) identifies 19 factors associated with gentrification in the 1990s and considers how these factors can be used to predict future gentrification.

<sup>7</sup> The pattern areas analysis of urban form considers natural and built features to describe five types of development patterns. The analysis allows for policy development that "respects the differences in culture, history, and the environment" among the distinct neighborhood types.

any new neighborhoods are emerging as high risk for displacement, needing new kinds of policy attention.

### ***4.3 Operationalizing the conceptual definition:***

Gentrification occurs when a neighborhood has been under-valued in the market relative to its potential, and market actors and higher-income households recognize its desirability. Increased potential can be signaled by public sector investment and development incentives. As new households enter the neighborhood housing market, vulnerable lower-income residents are displaced due to the loss of affordable housing. An operational definition should capture both market trends and population changes. Areas are compared to citywide average levels and designated into types based on high levels of different combinations of market and population conditions.

#### **4.3.1 Vulnerability to housing displacement**

Tracts designated as vulnerable have higher-than-average populations with characteristics that make resisting displacement more difficult: they are renters rather than homeowners, belong to communities of color, lack college degrees, and have lower incomes. These socioeconomic factors suggest displacement risk largely because they signal a reduced ability to withstand housing price increases caused by gentrification. Additionally, neighborhoods with large populations of at-risk residents are more likely to be areas of long-term disinvestment—precisely the places that are often targeted by young people on the leading edge of gentrification.

#### **4.3.2 Demographic changes**

Gentrification-related demographic change includes increases in white residents, homeowners, college-educated residents, and household incomes over the last decade. These factors indicate that gentrification and displacement have occurred or are occurring by signaling an influx of more affluent, better educated residents that increases demand for housing, particularly owner-occupied homes. The result is an increase in housing prices that often displaces existing residents, leading to even more changes in neighborhood character. In short, these demographic change indicators likely capture both the in-migration of “gentrifiers” and the out-migration of longtime residents.

#### **4.3.3 Housing market appreciation**

Lastly, longitudinal housing market indicators can identify housing price changes that accompany gentrification and displacement. The housing market designations used to create the neighborhood typology map take into account both median home values (relative to the citywide median) and appreciation rates for owner-occupied units. While increasing values in already high-value neighborhoods may be considered a type of neighborhood change, it is not the type generally associated with gentrification. As such, the housing market designations are based on the assumption that gentrifying neighborhoods experience high appreciation starting from low or moderate home values at the beginning of the period under consideration. The categorization of low, moderate, or high is based on how an individual tract compares to the

citywide average for that characteristic. We identified three gentrification related housing market typologies:

*Adjacent* tracts:

- Had a low or moderate 2010 value
- Experienced low or moderate 2000-2010 appreciation
- Touch the boundary of at least one tract with a high 2010 value and/or high 2000-2010 appreciation

*Accelerating* tracts:

- Had a low or moderate 2010 value
- Experienced high 2000-2010 appreciation

*Appreciated* tracts:

- Had a low or moderate 1990 value
- Had a high 2010 value
- Experienced high 1990-2010 appreciation

The adjacent typology attempts to capture the spillover effects of gentrification, whereby neighborhoods next to gentrifying areas are at-risk of gentrifying as housing pressures and commercial investment expand outward. The accelerating and accelerated typologies capture housing market changes associated with gentrifying and gentrified neighborhoods, respectively.

#### ***4.4 Neighborhood typology: six stages of change***

Using ArcGIS and publicly available data, we assigned six neighborhood types—representing different stages of gentrification—using various combinations of vulnerability, demographic change, and housing market designations. (see Table 1 and Appendix A for details) Additional components are added as an overlay: accessibility (measured in the 20-minute neighborhood analysis to include sidewalks, street connectivity, and transit service) and public investment areas (geographically designated such as URAs, EcoDistricts, transit station areas, and Main Street/NPI zones). The typology uses six categories to capture dimensions of gentrification; but these can be collapsed into three major categories for the purpose of policy implementation: Early, Mid, and Late.

Three neighborhood types are **Early**: tracts that are *at-risk* or *showing early signs* of gentrification.

**Susceptible** tracts are near high-value and/or high-appreciation tracts, but still have low or moderate home values and appreciation rates. They have vulnerable populations and are not yet experiencing demographic change indicative of gentrification.

**Early: Type 1** tracts experienced high appreciation rates over the last decade, but still have low or moderate home values. Their populations are vulnerable but no gentrification-related demographic change has occurred.



**Early: Type 2** tracts are near high-value and/or high-appreciation tracts but still have low or moderate home values and appreciation rates. They have vulnerable populations and have experienced demographic change indicative of gentrification.

These neighborhoods represent the best opportunities for an early and comprehensive anti-displacement strategy that includes planning for inclusive development, including affordable housing preservation and development opportunities.

The risk of displacement in these areas may be increased by a desirable location with respect to accessibility and amenities—for example, near a planned light rail extension or another “hot” neighborhood destination. Risk is also increased by designation as a public investment area, such as an Urban Renewal Area, EcoDistrict, Neighborhood Prosperity Initiative or Main Street—but these designations also can provide resources and capacity for planning and anti-displacement tools.

In these types of neighborhoods, it is important to track the housing market to observe whether market pressures are building quickly or “tipping” is occurring (rapid changes to neighborhood housing market). These areas require a balance between revitalization aims and anti-displacement tools, and processes for neighborhood planning may involve some conflict between these goals and groups in the neighborhood.

The fourth type represents **Mid-** current and ongoing significant gentrification pressures.

**Dynamic** tracts experienced high appreciation rates over the last decade but still have low or moderate home values. They exhibit demographic change indicative of displacement but still have vulnerable populations.

In dynamic areas, there is the opportunity for mitigating displacement, even though the loss of affordable housing may be acute, through targeted housing and economic development.

The typology finally identifies two neighborhood types that are in **Late** stages of gentrification, when the housing market is currently high value, but there is still potential for further loss of affordable housing.

**Late** tracts had low or moderate median home values in 1990, but experienced high appreciation over the last two decades and are now high-value tracts. They have experienced gentrification-related demographic change, but still have populations that are vulnerable.

**Continued loss** tracts are also high-value areas that experienced high appreciation over the last two decades starting from low or moderate 1990 values. They no longer have above-average levels of vulnerable populations, but exhibited high levels of demographic change over the previous period, and remaining vulnerable households may be in a precarious situation.

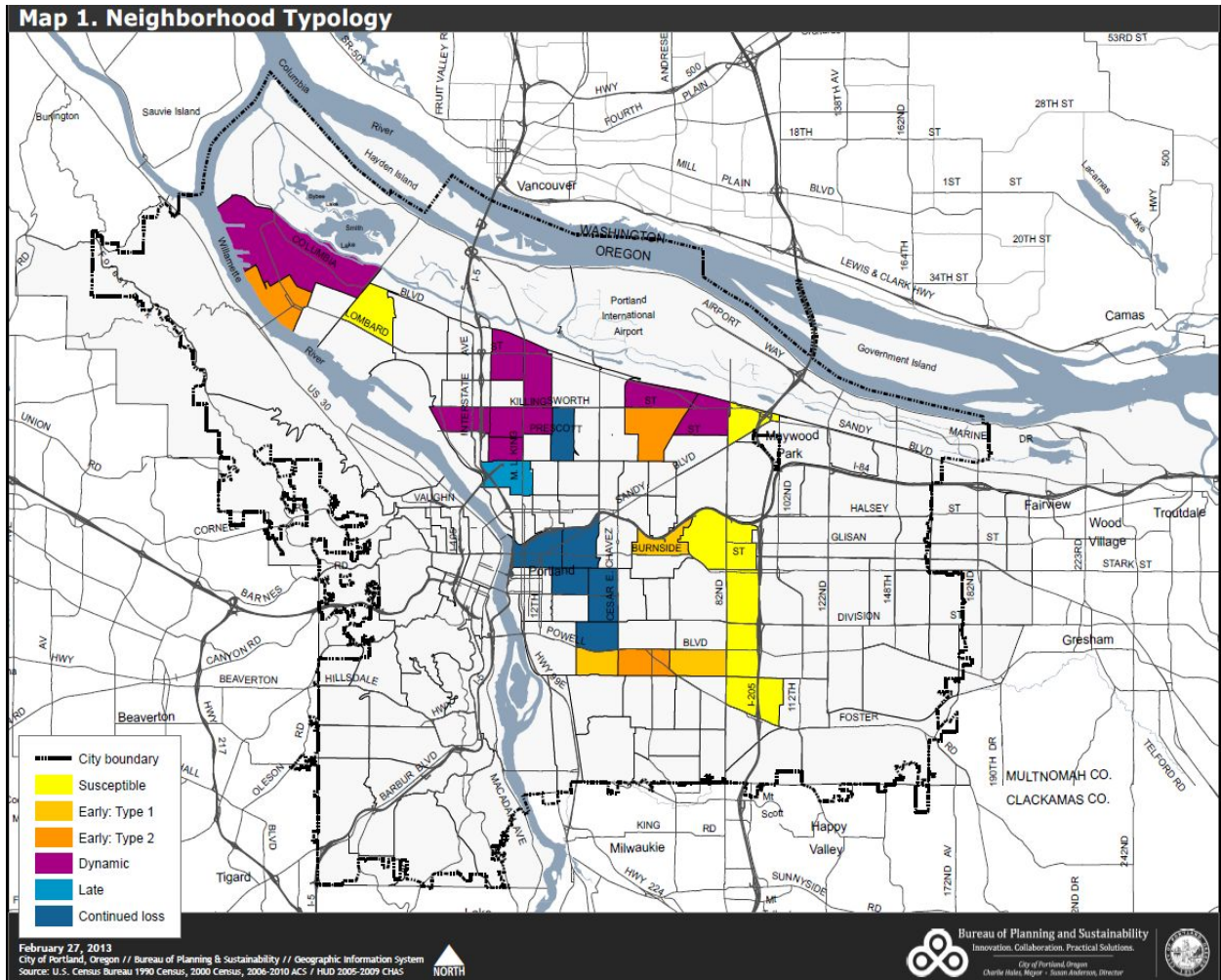
In these neighborhoods, strategies for creating new affordable housing and preserving any existing affordable housing are important to maintain access to opportunity.

Table 1 summarizes the different combinations of tract-level vulnerability, demographic change, and housing market designations represented by the six neighborhood typologies. Map 1: Neighborhood Typology shows these neighborhoods.

**Table 1: Tract-level neighborhood typology representing different stages of gentrification**

<b>Neighborhood Type</b>	<b>Vulnerable population?</b>	<b>Demographic change?</b>	<b>Housing market condition</b>
<b>Susceptible</b>	Yes	No	Adjacent
<b>Early: Type 1</b>	Yes	No	Accelerating
<b>Early: Type 2</b>	Yes	Yes	Adjacent
<b>Dynamic</b>	Yes	Yes	Accelerating
<b>Late</b>	Yes	Yes	Appreciated
<b>Continued Loss</b>	No	Has % white and % with BA increasing	Appreciated

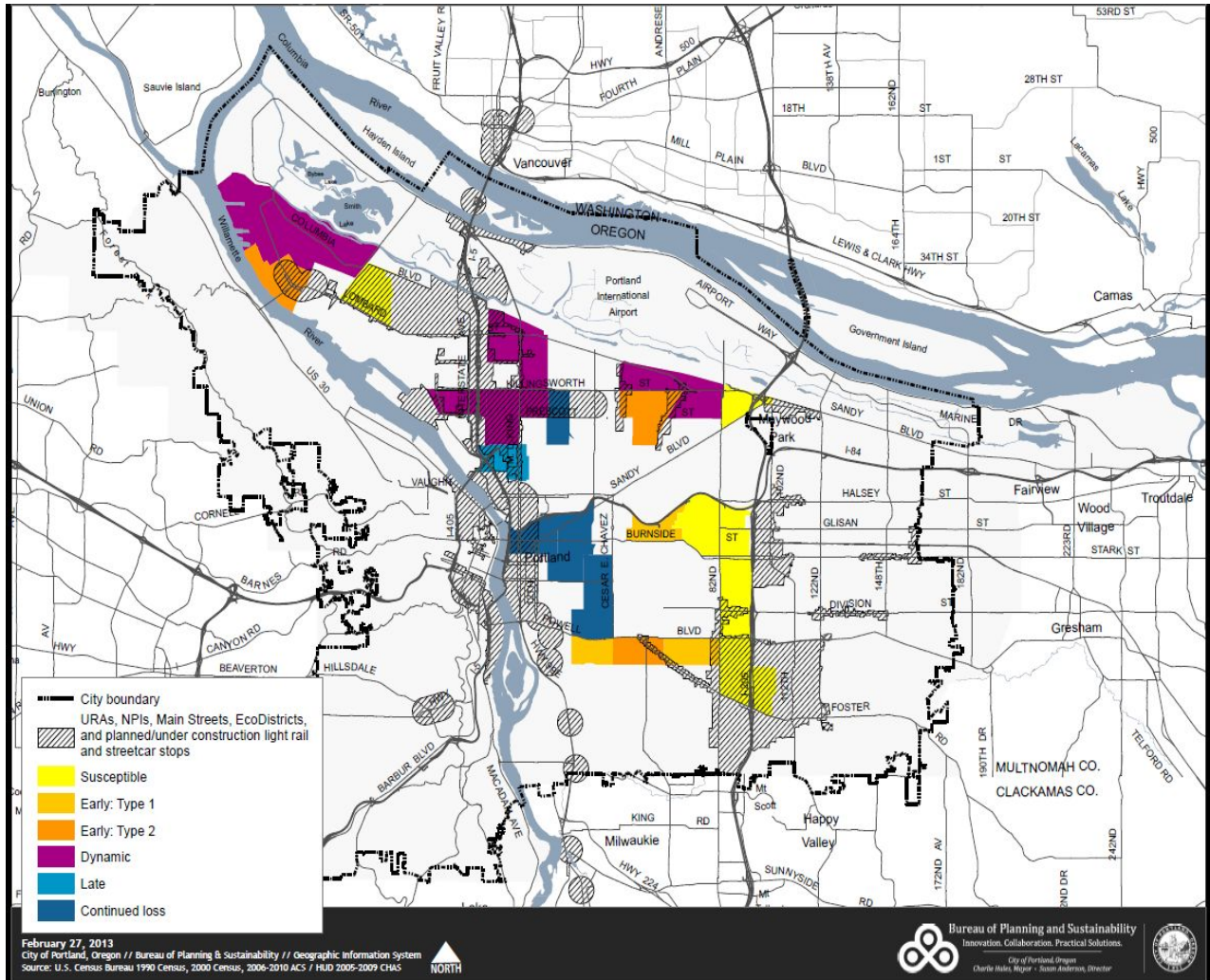
In Map 1: Neighborhood Typology, the neighborhood typology method is applied to Portland Census tracts. The map highlights the early, mid, and late stages of change in neighborhood demographics and housing markets.



When assessing the likelihood for further neighborhood changes, there are two additional dimensions that add to the analysis, corresponding with the supply and demand side drivers of gentrification. Neighborhoods with upward trending housing markets that are part of current or planned public investment areas are likely to face additional market pressures.

Map 2: Neighborhood Typology with Public Investment Areas adds an overlay of current and planned public investment areas: planned and under construction light rail and streetcar stops, Main Streets, Neighborhood Prosperity Initiative districts, Urban Renewal Areas, and EcoDistricts. Neighborhoods that are at-risk for gentrification that are in these zones should be monitored carefully, as the signaling of public investment and the investments themselves can cause upswings in the housing market.

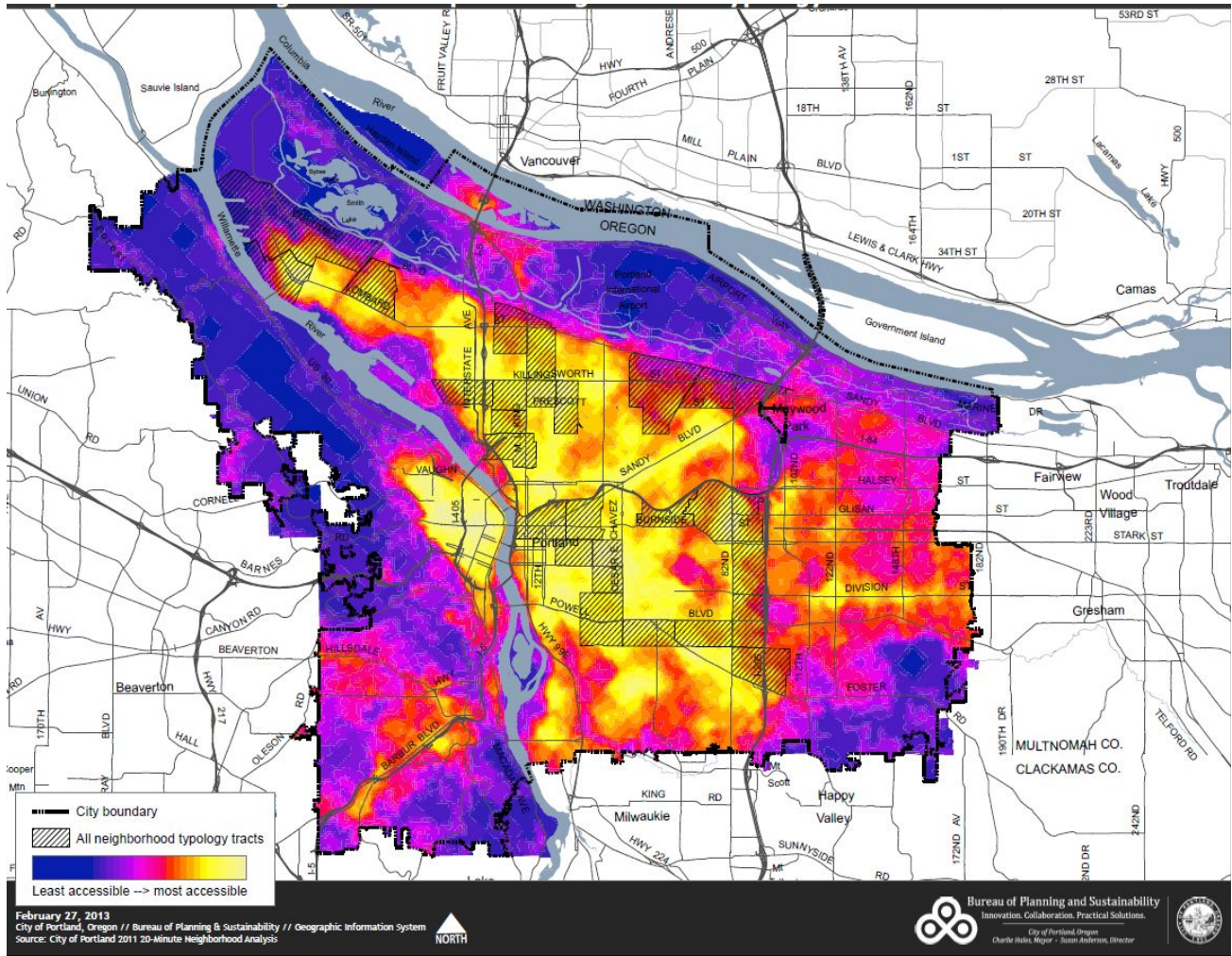
Map 2. Neighborhood Typology with Public Investment Areas



Housing demand is likely to be greater in neighborhoods that are already highly accessible and near to amenities. The existing “20-minute neighborhood” analysis conducted by BPS is used to depict neighborhood walkability and access to destinations that meet daily needs.<sup>8</sup> Map 3: 20-Minute Neighborhood Map with Neighborhood Typology combines the current “20-Minute Neighborhood” accessibility scores with areas identified by the gentrification typology depicted in cross-hatch. The neighborhoods with higher “20-minute” scores are more likely to be desirable to households with the resources to out-bid vulnerable residents in the housing market.

<sup>8</sup> The “20-minute neighborhood” considers street connectivity and transit as well as the availability of destinations including grocery stores, dining/beverage establishments, parks, and elementary schools to develop a score for non-auto access to daily needs.

Map 3. 20-Minute Neighborhood Map with Neighborhood Typology



Neighborhoods that do not appear in the gentrification/displacement risk map are those that do not meet the thresholds for “high” incidence of each factor. Many of these neighborhoods are persistently high income and high housing value areas or persistently low income and low housing value areas. Persistently high income and high housing value areas (along with Continuing loss areas) are areas where it may be desirable, although financially difficult, to increase affordable housing availability. These areas are incorporated in the larger policy conversation about opportunity neighborhoods and the location of affordable housing investments. The neighborhoods with persistently low income and low housing value over this time period are not at-risk for gentrification, but are affected by displacement as likely destinations for low-income households. Care is needed to ensure that these areas receive adequate services and infrastructure, and neighborhood revitalization can proceed with less concern about rapid neighborhood change. Other neighborhoods may be just beyond the citywide threshold cutoff points for appearing—but still need some attention through tracking

market and demographic changes, particularly in areas where the housing market is on the rise.<sup>9</sup>

#### **4.5 Ongoing analysis: monitoring and tracking**

The baseline typology map is somewhat static due to data availability limitations; there should be ongoing assessment to track market and demographic changes. Implementation of an anti-displacement or gentrification management strategy has to be keyed to the stage of gentrification in a neighborhood, and requires frequent data tracking to evaluate the situation and notice if market changes are occurring more quickly or intensively than anticipated. General market monitoring is important for understanding the citywide picture of neighborhood change.

As the typology data can only be updated infrequently, the gentrification policy strategy needs additional data sources for ongoing monitoring of housing market conditions. In areas where gentrification is likely or ongoing (and particularly if there are significant public investment strategies ongoing), there should be frequent updates to gauge market responses. Sales data, Home Mortgage Disclosure Act (HMDA) data, and permitting data are more frequently updated than Census/ACS and can also reveal housing market activity that is indicative of changing demographics.

Citywide housing market trends can be updated *quarterly* using data aggregated from available sources. Quarterly updating is focused on City bureau sources and free/public information already tracked by industry groups. Homebuyer data (HMDA) are available annually at no cost and can be added to a year-end reporting. Investing in this kind of ongoing analysis of the housing market will help planners and housing policy-makers to better understand the context in which they work; and to consider market repercussions of investment decisions.

The following set of indicators should be tracked to serve as warning signals of neighborhood change to light up 'hot spots' (including those not anticipated by this analysis). New market activity such as higher-priced sales and conversions of rental to owner-occupancy, homebuyers of higher income or who are white, and new commercial activities are signals of a change in demand for the neighborhood. These signs of gentrification and housing displacement should be monitored especially closely in high-risk areas.

*Home sales:* County assessor's data on recorded home sales (address, updated continuously)

- Velocity of sales is increasing – percentage of single family homes selling per quarter
- Value increasing- price per square foot and total sales price compared to previous periods

*New development and rehabilitation:* BDS permits (address, ongoing)

- New construction of residential or commercial properties indicate private market investment interest

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<sup>9</sup> Through dialogue with PDC and PHB and presentations at comprehensive plan PEGs, some neighborhoods identified as potentially of concern, but not in the typology were Woodlawn, Piedmont, and some parts of broader Foster-Powell.

- Permits for remodeling/rehabilitation indicate homeowner or investor upgrades

*Code violations:* BDS enforcement (address, ongoing)

- Increased code complaints may indicate conflict over property use as new residents with different standards for conditions engage the City to enforce codes.<sup>10</sup>

*Multifamily rents and vacancies* Center for Real Estate (PSU) Multifamily report (geographic submarket, quarterly)

- Increased pressure on the rental market indicated by decreasing vacancies and increasing rents in a neighborhood

*Homebuyer demographics:* HMDA data (Census tract, annual)

- Home loan/home purchase data by race indicate whether the new buyer population moving to a neighborhood is of a different racial/ethnic group than current occupants
- Loan denial data by race demonstrate whether applicants of color are less likely to be able to purchase in the neighborhood

*Emerging concept: Realtor panel.* Home sales data sources that include information such as list vs. sales price and time on the market are expensive. However, realtors often have a sense of this information as well as knowing how many bids properties are receiving (i.e. how competitive a market is), what neighborhoods buyers are asking to be shown, and what areas are considered “hot” or “on the verge” among the professional community. Realtors are also actively engaged in marketing neighborhoods and so are involved in making places “happen” through naming, describing, and encouraging attention.

It could be fruitful to occasionally poll realtors, perhaps through a focus group setting, about their sense of the market in neighborhoods of interest. A carefully selected panel of realtors could represent those whose business includes significant numbers of first-time homebuyers, who offer multi-lingual services to immigrant communities, who specialize in historic “fixer-upper” homes or other styles identified in neighborhoods of interest, and/or who specialize in the eastside neighborhoods that are “on the verge.” These professionals would offer another view of market change from the private sector.

#### ***4.6 Conclusion: typology for use in policy strategy***

The typology analysis presents a way to categorize neighborhoods’ changing housing market and demographics. This analysis started by assessing citywide neighborhood housing market changes over the period 1990 to 2010, focusing on 2000 to 2012 as a predictor for risk of gentrification and displacement. The neighborhood typology identifies six stages of

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<sup>10</sup> Again, this conflict was depicted extensively in the documentary *Flag Wars*, in which new residents entered complaints about the conditions of property of lower income long-term residents. Observing upticks in code violation complaints has also been noted in gentrifying neighborhoods in Chicago, where the cost of repairs or fines can cause displacement (Betancur 2010).

neighborhood change as the focus of this study. These stages represent early, mid, and late stages of neighborhood change that may cause displacement. In keeping with the recommendation for a more market-sensitive approach to planning, this analysis also includes an outline of data sources for ongoing monitoring of housing market conditions updated for relevant changes.

The typology of stages of gentrification/displacement is a high-level, citywide look at trends. It can be used to develop a policy strategy in which policies are related to the stages of neighborhood change for maximum impact. In the next section, a policy concept is outlined.

## **5. Policy strategy: operationalize inclusive and equitable development**

The concept of inclusive, equitable development is to set neighborhood livability and vitality goals, while working towards ensuring that new development and neighborhood change does not disproportionately impact current residents negatively. From a policy standpoint, this could mean using the gentrification/displacement risk typology to set standards for considering community impacts in new development where public investment occurs. This section lays out strategies based on best practices for addressing gentrification and inclusive, equitable neighborhood development and revitalization.

In the context of growth and hot housing markets, having a clear community benefits strategy captures the potential of new developments, as more residents can participate in the growth and new prosperity. The strategy begins with embedding the concept of community benefits and mitigation of displacement into key policies and plans.

When a neighborhood is identified in the gentrification typology as being at-risk for gentrification, care should be taken with public investments. In order to assess what kinds of public benefits would be prioritized in a particular neighborhood identified in the gentrification typology, and to build a community impacts statement, there is a need for additional information on the dimensions of gentrification present. The neighborhood gentrification impacts drilldown is a focused equity analysis for that purpose; it provides the data foundation for choosing and focusing tools to particular neighborhood conditions. An overarching strategy addresses minor public investments with a focus on outreach and partnerships; and major public investments with a wider range of tools and practices.

### ***5.1 Embed community impacts into plans and policies***

#### **5.1.1 Portland Plan**

In a strategy for equitable, inclusive development, it is important to set expectations that development and revitalization will have positive community impacts and mitigate harms. This goal is already embedded in the Portland Plan through the Equity strategy and the focus on healthy, connected neighborhoods. The response to the challenge of displacement is also part



of strategies for prosperity and neighborhood business development. In the Portland Plan section on gentrification and displacement, it states the importance clearly:

*The Portland Plan strives to make government explicitly consider how projects and spending reduce disparities and improve equity.*

### **5.1.2 Comprehensive plans and area plans**

Having a broad community impacts policy starts with such a statement and should be carried into additional plan and policy documents, setting high level goals for equitable development and the consideration of negative impacts of new activity. The City of San Diego, for example, embeds community impacts into its comprehensive plan element for economic development (see below).

The City has already incorporated anti-displacement and equity goals into its area planning for the [Cully Commercial Corridor](#). The language included in the local street plan can serve as a model for future neighborhood planning. The plan includes an overview of the history of Cully's development and signs that it may be susceptible to rapid gentrification pressures. The resolution includes a brief assessment of neighborhood resiliency and challenges that may arise with neighborhood change, which could lead to a prioritization of community benefits. It also specifically calls on the City to "proactively address the potential issue of gentrification and displacement" as part of community economic development. These activities derive from the Portland Plan's attention to equity and to considering consequences of revitalization. In particular, the resolution calls for coordinated plans and programs by directing:

"the Bureau of Planning and Sustainability, Portland Housing Bureau, and Portland Development Commission to work together and with interested Cully community organization representatives to implement Portland Plan Action 97 [Mitigate negative social impacts] and align existing policies, strategies and investments, and where needed develop policies that anticipate and address the displacement impacts of gentrification."

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### **Comprehensive Plan goals as an underpinning for community impacts priority:**

#### **[San Diego General Plan Economic Development Element](#)**

San Diego's comp plan includes goals and policies that address industrial lands, commercial areas, and redevelopment activity so as to support inclusive and equitable economic development through setting expectations and providing for monitoring of community plan priorities.

Intro to element: The Economic Prosperity Element also expands the traditional focus of a general plan to include a variety of economic development policies that have a less direct effect

on land use, but are designed to achieve a rising standard of living. These include policies aimed at supporting existing and new businesses that reflect the changing nature of industry, creating the types of jobs most beneficial to the local economy, and preparing our workforce to compete for these jobs in the global marketplace. Despite the economic growth that has occurred over the last several years, economic prosperity has not been evenly distributed in San Diego.

Some key policies:

EP-E.1. Encourage the retention and creation of middle-income employment by:

- Preserving employment land and capacity for base sector export industries that generate opportunities for middle-income wage earners as discussed in Section A.
- Investing in infrastructure, educational and skill development, and quality of life assets that support middle-income employment development.
- Encouraging the development of measures that facilitate expansion of high technology business facilities that have the potential to create middle-income jobs likely to be filled by local residents.

EP-K.8. Minimize displacement of existing residents businesses, and uses in redevelopment projects. Those displaced should have adequate access to institutions, employment and services.

EP-K.9. Extend involvement opportunities to existing property owners in the redevelopment process by encouraging the use of owner participation agreements.

Economic information, monitoring, and strategic initiatives: Major development projects can have a significant effect on a community's economic environment, especially those projects that were not envisioned as part of the community in the planning process. A formal method of providing information on the fiscal and economic impacts of revisions to community plans can assist decision-makers, community planning groups and other community members that review planning projects. The assessment should serve as an informational tool only; it should not create criteria or standards for project approval. Indicators have been developed for the purpose of monitoring community economic performance. Traditionally, economic indicators have focused on the profits and losses of community businesses. However, the vision outlined in the City's Economic Prosperity Element requires a more comprehensive view by adding indicators to address housing, smart growth, and equity—all facets of San Diego's economic prosperity. The indicators, in combination with the existing conditions database, will provide decision-makers and community groups with frequently updated information about their communities.

EP-L.2. Prepare a Community and Economic Benefit Assessment (CEBA) process focusing on economic and fiscal impact information for significant community plan amendments involving land use or intensity revisions. A determination of whether a CEBA is required for community plan amendments will be made when the community plan amendment is initiated.

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### 5.1.3 Development Review

Expectations for equitable development should also be part of the development review approval process. As part of a community impacts policy, the City could set clear expectations that developers will demonstrate that their projects have community support from the full range of stakeholders. The City could require as part of the development review process that a developer address plan priorities and demonstrate community support. This would mean developers would need to engage with community groups and address their concerns in a robust community

review process. These expectations could be made clear from political leadership through bureaus and commissions. The [Community Benefits Law Center](#) sets forward roles for various elected officials in urging community impacts to be addressed:

*...it is plainly legitimate for an elected official to make clear to a developer that he or she will consider the degree of community support for a project in deciding whether to grant discretionary project approvals; to encourage governmental staff to require certain developer commitments through the accepted land use approval process; to inform the developer, governmental staffers, and the public of factors that the elected official will consider relevant in voting on discretionary approvals for the project...*

More specific tools for incorporating plan goals and broad community impacts expectations are discussed with respect to public investment in the next section.

## **5.2 Coordinate policy strategy based on typology and level of public investment**

A strategic approach will utilize policy tools appropriate to neighborhoods based on the stages identified in the gentrification typology. The combination of tools also depends on what kind of public investment is being made. In the following sections, the approach is developed to include a drilldown on the features of neighborhood change in an area identified in the gentrification typology, and a set of activities that are appropriate for a minor public investment and for major public investments. The stages of gentrification provide opportunities for different kinds of action.

The table suggests how the neighborhood change stage and level of investment should be considered jointly. As a new public project is identified, staff would consider whether the location is in a neighborhood experiencing change (position in typology) and how significant the investment will be/has been. A coordinated approach may require multiple bureaus to address issues across policy sectors.

<i>My project is a...</i>	<i>Minor investment</i>	<i>Major investment/ infrastructure upgrade</i>	<i>New URA or NPI area designated</i>	<i>Existing URA or NPI area</i>
In a neighborhood that is...				
Early/ Susceptible	Opportunity for community engagement, build trust and relationships; understanding of potential for change and needs for equity impact assessment	Anti-displacement planning opportunity – address drilldown and community impacts approach for all relevant policy sectors	Anti-displacement planning opportunity – address drilldown and community impacts approach for all relevant policy sectors	Keep monitoring for market ‘heat’ Engagement on effects Balance market revitalization vs. potential future displacement—engage with developers
Mid/ Dynamic	Public process is important – address conflict over prioritization, engagement important and possible re-consideration based on impacts	Housing displacement is critical- Prioritize preservation and building new affordable housing	Assess whether benefits are going to vulnerable populations, target programs and benefits	Process/engagement to maintain trust; equity analysis and specific benefits related to drilldown required for projects with subsidy; Encourage CBAs for residents/developers as subsidy declines/no longer used
Late	Assess impacts of new investment for groups of concern- are they receiving any benefit? Other possible projects that would benefit them?	Prioritize preservation and building new affordable housing	Assess whether benefits are going to vulnerable populations, target programs and benefits	Unlikely? But focus remaining funds on affordable housing and workforce development

**Early or susceptible:** Approaches can be more balanced towards attention to boosting revitalization activity. With careful coordinated planning that engages the public and uses enabling tools for asset building, residents can enjoy benefits of economic development and home value appreciation. There should be a focus on participation and equity in the vision statements of plans. These stages provide the best opportunities for monitoring and updating priorities as the neighborhood evolves.

**Mid/Dynamic:** Using the drilldown analysis, planners will be able to identify problem areas that can be related to specific tools. There is a need to support evaluation to ensure measured outcomes for the benefits linked to public investment. In this stage, there may be projects that do not have public investment and need a different approach (see Community Benefits Agreements section)

**Late:** Affordable housing creation/preservation is a greater priority for public investment in order to maintain a stock of affordable housing in opportunity areas. Development without public investment requires a different approach (see Community Benefits Agreements section)

Policy development under these different conditions would begin with a focused equity analysis drilling down on data about vulnerable groups and housing conditions.

### ***5.3 Gentrification data drilldown: focused equity analysis to set priorities***

Having a neighborhood typology to understand the big picture of neighborhood changes throughout Portland can help to focus public investments and how they are managed. Turning to a focus on gentrification and displacement may mean new or additional priorities. When policy strategies are being developed or investment decisions are being made in a specific neighborhood, the next step would be to drill down and analyze additional neighborhood characteristics and information on housing and vulnerable populations. This more detailed look can help to prioritize resources and investments.

When acting in a particular neighborhood, a drilldown analysis with available data on additional characteristics is important to understand the particulars of housing vulnerability, commercial activity, and demographic issues that may affect public decision processes within a particular neighborhood. The gentrification drilldown is an equity analysis that addresses the specific questions about how neighborhood change can affect communities. The City is already working to assess equity more consistently in its policymaking, The BPS equity tool asks the broad questions at the heart of an inclusive, equitable development paradigm for addressing gentrification:

- What are the positive effects, the negative effects, and the missed opportunities to affect communities?
- Have racial/ethnic groups been inequitably impacted or denied access by this policy or plan, or similar projects in the past?
- Is income (ability to afford/pay) a determining factor in the ability to benefit from this policy or plan?
- Are there known disparities? Possible disparities?
- Who are the stakeholder groups? Do they include populations historically underrepresented or marginalized groups? Have mainstream educated, middle and upper class persons historically benefited from or 'had ownership' or the topic and is participation reliant on comfort interacting with such persons, OR City employees?

The equity analysis further asks about the collection of demographic data to determine whether inequity is occurring, whether a program is targeted to address inequity, and how to develop measures of success.

Gentrification is a process with multiple stages and dimensions of population migration, development and redevelopment of housing, changes to neighborhood commercial activities, and shifts in demands on the public sector. Drilling down on dimensions of vulnerability and

change can illuminate which particular aspects of gentrification-related change are occurring and can help analyze specific options in different policy areas.—results lead to particular toolsets. The drilldown relates to questions that should be asked when considering neighborhood-specific interventions:

- Which populations are most vulnerable to housing displacement and in what form?
- What impacts may result from economic development changes?
- Is there a process in place for inclusive community participation?

In the context of gentrification, there are a set of questions based on ‘best practices’ that are specific to vulnerability with respect to housing displacement, economic status and activity, and community participation. These questions can help guide the analysis.

#### Housing:

- Which populations are or are not served by housing stock in the neighborhood? What types of households in terms of ages, incomes, tenure?
- What housing options are missing?
- Is new housing being developed in the neighborhood affordable/otherwise match these needs?
- Which populations are vulnerable to displacement, based on current housing conditions—in what specific way does housing vulnerability manifest?
- Is the housing market heating up?

#### Demographic changes:

- Is there a diversity of household income and how has it changed?
- What are the racial/ethnic groups and limited English proficiency populations?

#### Opportunities:

- What opportunities exist for housing preservation (undercapitalized or expiring subsidized housing)?
- Are there development opportunities on vacant land? Is any land publicly owned?
- Are there underdeveloped sites like parking lots, unused commercial/industrial buildings, surplus school property/vacant schools?

The drilldown, by clarifying the dimensions of possible displacement, could direct the kinds of community benefits that would be prioritized in developments receiving public subsidy and/or windfall benefits from discretionary public action (e.g. upzoning, infrastructure changes to accommodate development). Appendix B lists publicly available data sources and variables for assessing population and housing vulnerability and housing market changes for the development of policies. Appendix C provides an example analysis for the Cully neighborhood, demonstrating analysis of the area that could be used as part of the Neighborhood Prosperity Initiative/Main Streets economic development program.

#### **5.4 Areas with minor public investments**

With minor public investments, there may not be sufficient resources to address a broad spectrum of issues arising from gentrification pressures. However, processes for making investments in a neighborhood may be delayed by community distress and conflict over priorities and resource allocations. The neighborhood drilldown analysis will point to potential areas of concern and can guide public outreach and engagement strategies to address vulnerable populations.

- **Priority setting and resource allocation analysis.** Consider equity impacts of proposed investments and whether alternative plans/programs/options may be included to provide more benefit to underserved populations.
- **Public engagement.** Using the demographic drilldown, consider public outreach and engagement strategies that are open and inclusive. Language considerations include not only translation/interpretation services, but also taking care to avoid jargon and traditional ‘public involvement’ language that is not familiar for under-represented groups. Reach out to community organizations that can connect the public sector with these communities, as well as the ‘usual suspects’ of neighborhood associations and organized interest groups.
- **Coordination with other Bureaus.** Conflict may be pre-empted or redirected into more productive venues for addressing the issues of concern to the community by including other bureaus that are also at work in a neighborhood. If in a major investment zone such as a URA, there may be additional programming occurring or available that is important to know about. Even if not, there may be support for anticipating and discussing issues around gentrification that are outside the scope of the investing bureau’s usual work.

When community benefits and anti-displacement activities are generally incorporated into the planning and economic development policies of a city, there may be less conflict over minor public investments and infrastructure upgrades. Residents may view those improvements as beneficial to them, rather than as triggering displacement. The example of Chicago’s Paseo Boricua is one in which having a community economic development strategy with a practice of resident engagement prevented conflict over new bicycling infrastructure desired by new residents (see example below).

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*Economic Development with Cultural Preservation  
Lays foundation for bike lanes  
Paseo Boricua, Chicago*

*Paseo Boricua, which stretches along Division Street from Western Avenue to Mozart, represents a microcosm of the Puerto Rican historical and cultural experience. The 50 light poles adorned with laser-etched wrought iron banners, representing images of the three cultural experiences that define the Puerto Rican people (the Taino, Spanish and West African,) the 16 placitas along the walkway; and the variety of businesses with a Puerto Rican accent, all testify to this reality. -[Paseo Boricua](#) business directory site*

Amidst commercial gentrification pressure, the Division Street Business Development Association supports an area with a distinct cultural identity—Paseo Boricua, or the Puerto Rican way—boosting local entrepreneurship and a sense of place for residents. The Paseo Boricua area is marked with culturally specific public art, including large gateway sculptures of the Puerto Rican flag. Along with the Puerto Rican Cultural Center, businesses on Division Street “between the flags” include restaurants; La Cosecha (“the harvest”), a fresh market; and small businesses located in the Paseo Boricua incubator building. The PRCC and neighborhood sponsor several festivals celebrating Puerto Rican culture throughout the year. According to [surveys](#), most businesses are owned by first-time entrepreneurs and community residents shop on the street daily, supporting the businesses and feeling a strong sense of Puerto Rican identity is present in the area. The cultural identification and festivals are not just a superficial neighborhood marketing device; Latinos have ownership in the neighborhood and community economic development is a priority.

With the strong identification of the area with the Puerto Rican community, a precedent was set for engaging with Puerto Rican leaders on issues of public investment. As bicycle lanes were installed in nearby neighborhoods, community members feared it was a sign of gentrification and served only privileged new residents. Local bike shop West Town Bikes worked with the community, creating [CicloUrbano](#), which engages with youth and the [Chicago Cruisers](#), a Latino club that parades classic Schwinn bicycles. With new community support, bicycle facilities have now been added to Division Street. While the neighborhood continues to change and redevelopment pressures are real, community leaders now see [bike lanes as part of health and safety for neighborhood residents](#), rather than a threat. With stable businesses and support from the DSBA, fears of economic displacement as the neighborhood becomes more attractive are mitigated. Puerto Rican residents retain a strong voice in neighborhood development. While there continue to be market pressures on housing, these factors mitigate the harms of gentrification.

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## ***5.5 Major public investments/ new major investment areas***

When major public investments are made, many neighborhood changes may be triggered. Public investments are often bounded—as in URAs—or could be defined with an impact area—like a station area for a light rail stop. Best practices research suggests that having clearly articulated criteria for considering development’s community impacts within a bounded area makes the environment for the private sector more predictable than having to negotiate on a project by project basis. This approach suggests that along with the designation of public investments, there should be a “community impacts zone” that defines an area for displacement mitigation planning; within the ‘zone’ a broad set of community impacts mitigation tools would be applied. A ‘zone’ for anti-gentrification would set expectations that development consider impacts and attempt to mitigate negative consequences; tie public subsidy to public benefits; and utilize tools that are most appropriate for the stage of neighborhood change observed.

### **5.5.1 Create a “community impacts zone”**

The community impacts zone incorporates best practice tools for all types of developments, not only those receiving direct public investment or subsidy. Urban Renewal Areas, NPI, EcoDistricts, and station areas could all be examples of boundaries for these ‘zones.’



***The Atlanta Beltline Ordinance.*** A TOD zone was created within which projects receiving bond funding were required to use first-source hiring systems that targeted low-income residents of neighborhoods inside the TOD area. It also created a community advisory system to continue to discuss how community benefits could be targeted and implemented in affected neighborhoods as development continues

Develop area plans for these ‘zones’ using the neighborhood drilldown analysis as a basis for setting goals for specific community benefits and the mitigation of potential harms as desired by the community. Set priorities that include diversity and equitable access to benefits of revitalizing neighborhood. Engage residents in developing a vision of inclusive development. Establish early partnerships with key community based organizations [neighborhood and policy sector] that can work in tandem, recognizing that the public sector cannot address all goals/activities.

### **5.5.2 Establish a practice of Community Impacts Reports**

Community Impacts Reports (CIR) are analogous to environmental impact reports, asking developers to spell out costs and benefits of impacts on housing, jobs/employment, neighborhood services, or other major goals (e.g. how does a project address “healthy, connected neighborhoods” priorities?).

A CIR request could be targeted to address the vulnerabilities revealed in the neighborhood drilldown analysis and how the development will benefit community residents based on goals/priorities. A CIR includes analysis of how a project may affect vulnerable populations, how any negative impacts might be mitigated, and whether it offers benefits to identified resident groups. A CIR should be available for public review and comment to be considered in the development approval process.

Strong encouragement and institutionalizing a practice is important. In some cases, CIRs might be required. Projects that receive direct public subsidy could be required to provide community review of CIRs that demonstrate how a the project addresses identified goals. CIRs might also be required if there are infrastructure upgrades or zoning changes to accommodate a new development. In some cities, CIR requirements have been formalized by [ordinance](#) for some kinds of development, particularly for commercial development over a certain size threshold (so-called “big box” stores).

***Petaluma, California*** requires a Fiscal and Economic Impact Analysis report for large scale commercial development projects. These FEIA reports are community impacts reports covering the effects on local retailers and employment in particular. Examples include an assessment of impacts of a [new hotel](#); and of a [shopping plaza](#) that included a Target, an FEIA that drew a [response from the Sonoma Living Wage Coalition](#).<sup>11</sup>

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<sup>11</sup> The text of these and other Petaluma FEIAs can be found at Living Wage Sonoma’s website for CIRs [http://www.livingwagesonoma.org/community\\_impact\\_reports.htm](http://www.livingwagesonoma.org/community_impact_reports.htm)

### **5.5.3 Use public subsidy and incentives with specific, plan-based benefits.**

With clearly defined criteria for receipt of subsidy or public contracts, the approval of a project application should be based on specific benefits with measurable outcomes that are evaluated for continued compliance. Priorities for these benefits could be determined by the drilldown analysis of particular vulnerabilities.

*Housing.* For instance, the City has a set-aside of urban renewal tax increment funds for affordable housing. The drilldown analysis can be used to determine specific priorities for the following policies:

- *Utilize proposed mitigation efforts as selection criteria, prioritizing development proposals that address the most vulnerable or highest priority harms*
- *Include mitigation of specific potential negative impacts (identified by drilldown and community input) as priority decision criteria for developers responding to RFPs for public land or subsidy;*
- *Adjust existing incentives (e.g. SDC or tax exemptions) and subsidy (e.g. TIF set-aside) to match particular neighborhood housing conditions*

*Workforce agreements.* Create robust workforce and hiring policies for development (contractors/subcontractors and ongoing employment) using public land or direct investment. Using careful definitions for first source hiring can target neighborhood residents and disadvantaged workers. Partnering with community-based organizations that provide workforce development for particular populations is effective. “Good faith agreements” on hiring would not necessarily have the intended outcomes—workforce agreements should include evaluation of performance and penalties for not meeting goals.

- *The City of Los Angeles Community Workforce Agreements (CWA) requires of contractors that 30-40% of construction jobs are filled by residents of neighborhoods where a project is located; with 10-15% of hours filled by “at-risk” or “disadvantaged” workers. Because of laws disallowing racial/ethnic targets in hiring, the City uses “at-risk” or “disadvantaged” definitions to address equity concerns. At-risk /disadvantaged may include: poverty, history of incarceration, receipt of public assistance, living in high-unemployment zip codes, being homeless, or being an unemployed custodial single parent among other criteria. Non-compliant contractors may receive assistance in finding workers, but ultimately face financial penalties or the possibility of being designated ineligible for future public work<sup>12</sup>. [LAANE-sample language](#)*

## **5.6 Private development without subsidy in gentrifying neighborhoods**

Public policy can directly address community impacts when there are public investments. However, development in neighborhoods in later stages of gentrification may be no longer supported by public funds—meaning the private sector is investing on its own without the

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<sup>12</sup> Specific examples of policy language for community workforce agreements with Los Angeles public agencies can be found at <http://www.forworkingfamilies.org/page/policy-tools-community-workforce-agreement-examples>

possibility for public “hooks” on development. Therefore it is also important for the community to be empowered and knowledgeable enough to seek and negotiate community benefits agreements (CBAs) with private sector actors.

### **5.6.1 Negotiated Community Benefits Agreements (CBAs)**

It is important to make a distinction between a broad community impacts *policy* and negotiated private Community Benefits Agreements (CBAs). A community impacts policy approach from the public sector means addressing the negative impacts of new development through processes where private developers and the public sector interact. A CBA occurs between communities and developers, not as a requirement by a public agency, but in a negotiation between the parties to create a legally enforceable set of conditions.

*Community Benefits Agreements (CBAs) are complex, multi-party contracts executed by several community-based organizations and one or more developers, including developers' commitments to provide a range of community benefits related to a proposed development project, and usually containing the community-based organizations' commitment to support approval of the project.*

*- Community Benefits Law Center*

Essentially, the organized community lays out the conditions under which it will support (or not oppose) a new development. The private sector actors agree to meet goals for benefits that might range from environmental hazard mitigation to affordable housing to hiring. These agreements are enforceable, and as agreements between private entities, are not problematic in terms of Takings law. Negotiating a binding CBA requires that a community be well organized with clear goals and the ability to muster sufficient power to generate a response from a developer. Negotiated CBAs also may require legal assistance for community groups.

Negotiated CBAs include the ability of a community group to enforce a developer's commitments to provide community benefits, even without local government involvement (although, if a project includes public subsidy, it is a good practice for commitments to be included in the public agreements as well). Community benefits should be clearly spelled out, with a timeframe for their provision, a monitoring and reporting plan, and consequences for non-fulfillment. Some benefits are immediate and/or one-time, like a developers' providing an in-lieu fund for affordable housing, which are easier to monitor and enforce immediately. Others, like hiring agreements, are ongoing and may involve tenants; these require more legalities to create enforcement through the developer. Reporting on benefits provided should be regular, verifiable by the community groups, and include a procedure for notification of not meeting the agreement and for correcting the deficits.

Where the goal is inclusivity and accountability, the participation of the community should be authentic, not “astroturfed” or cherry-picked participation that ends in agreements that skirt real issues. Meaningful CBAs emerge from community-defined priorities and demands. The Partnership for Working Families, a leading technical assistance provider for CBAs, strongly warns against governments' requiring CBAs: *Formal attempts by local government to structure*

*or facilitate CBA negotiations generally lead to governmental efforts to control who can participate, and/or predetermine results of negotiations.*

The Partnership’s document [Community Benefits: Practical Tools for Proactive Development](#), includes developer-oriented encouragements, such as making the case that negotiating a CBA is a less contentious and adversarial process that is fundamentally pro-growth. Rather than community groups saying “no” they would be saying “yes, with these conditions....” leading to more and more beneficial development.<sup>13</sup>

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## **Negotiated Community Benefits Agreement for redevelopment:**

### **One Hill CBA, the Hill District, Pittsburgh**

The Hill District comprises several historic African-American neighborhoods located between downtown and the university district in Pittsburgh. The district, featured in the plays of August Wilson, served as the center of black cultural life, but it was also redlined and deteriorating. Urban renewal projects of the 50s and 60s demolished thousands of homes and the black business district to build a Civic Arena in the Lower Hill and in anticipation of wider redevelopment that never happened—devastating neighborhood residents. As market pressures began to mount in the 2000s with public housing redevelopment, a planned new hockey arena, arts-oriented development downtown, and burgeoning interest in the well-located neighborhoods with views—the community organized to ensure that new development would benefit long-term residents by negotiating community benefits agreements. The One Hill CBA includes the Pittsburgh Penguins, the Sports and Exhibition Authority, the Pittsburgh Urban Redevelopment Authority, the City and the County governments. Key features of the One Hill CBA relating to gentrification: Organized communities can negotiate CBAs. In order to bring a CBA to fruition, Hill residents had to overcome internal division and a painful history. Residents used the process to turn from past disenfranchisement and fear of any changes to empowerment about the neighborhood’s future. They also were successful in incorporating a “right to return” for the Lower Hill that gives preference to displaced people in new affordable housing.

#### *Key features of the One Hill CBA:*

*Hill District Community Master Plan guides development. The Plan was created with substantial community input; a paid planning professional was provided to support technical assistance for the community. This plan guides project selection, funding, and property disposition in the district. The Penguins agreed not to submit their development plans for the sites around the arena until the completion of the Master Plan.*

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<sup>13</sup> The Partnership for Working Families collects examples of CBAs with contract language and links to community organization partners. <http://www.forworkingfamilies.org/page/policy-tools-community-benefits-agreements-and-policies-effect>

*Continued monitoring and reporting. Development entities must regularly, publicly report their progress on contracting/hiring and other goals. Future development, particularly around the arena and civic center, must include notification to the community and potentially further negotiation of community benefits.*

*The One Hill CBA includes a spectrum of community impacts—while affordable housing and workforce impacts are critical, the CBA also includes preferring LEED certified buildings, minimizing diesel fuel emissions, and supporting parks/green infrastructure.*

*Continued community monitoring and accountability through organizing and partnerships among CBOs is necessary along with City/PURA action on development.*

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### **5.6.2 Public sector role: building and supporting community capacity**

In the overall approach of seeking community benefits—whether via public sector or community action—the City can play a very important role in ensuring that under-represented, under-served communities are engaged and empowered to voice their needs and priorities. In order to respond to a CIR or to negotiate a CBA, a community has to understand the development process and the stages at which their input will be effective.

The City can communicate that having a development proposal come forward with community support and a lack of major opposition is viewed favorably. Without capacity building support, the residents most vulnerable to neighborhood changes may not be able to enter these processes. The City might support the capacity to engage in development processes and create CBAs through programs like those at the Office of Neighborhood Involvement that help community members and groups to understand and engage in City processes. Present practices like Good Neighbor Agreements could serve as a model for some kinds of impacts mitigation that residents demand of new development. The present utilization of GNAs to address potential harms of alcohol sales might be very relevant for gentrifying neighborhoods with new nightlife activity—as restaurants, bars, and other entertainment venues are often part of a “hot” new neighborhood.

- *The [Tracking Toolbox](#) is a guide for community groups to understand how development happens from proposal to groundbreaking.<sup>14</sup> It provides an outline of a typical development approval process and a framework for community groups to track priorities and projects by suggestion key questions for each stage of development process. This guide helps build capacity around the land use/regulatory process and opportunities for communities to engage on specific development proposals.*

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<sup>14</sup> The Partnership for Working Families. The Tracking Toolbox. Available at [http://www.forworkingfamilies.org/sites/pwf/files/publications/2010.05\\_tracking\\_toolbox.pdf](http://www.forworkingfamilies.org/sites/pwf/files/publications/2010.05_tracking_toolbox.pdf)

## **5.7 Inclusionary housing tools for Oregon**

Inclusionary zoning (IZ) is a best practice tool for ensuring that affordable housing units are part of new residential development. With IZ policies, developers provide affordable units or pay in-lieu fees towards housing, in exchange for development incentives. [Recent research](#) of the national performance of IZ policies finds that this tool is effective at incorporating affordable housing into higher opportunity neighborhoods, mitigating the concentration of poverty.<sup>15</sup> Although reviews find that mandatory IZ is the most effective approach to inclusionary housing, mandatory IZ is not available as a tool for the City of Portland due to Oregon’s nearly unique pre-emption law (ORS 197.309). However, incentive-based voluntary inclusionary housing policy can be developed and could be especially useful in gentrifying neighborhoods where there is significant development of new housing.

### **5.7.1 Developing an inclusionary housing policy**

Inclusionary zoning varies widely in different jurisdictions, offering a range of implementation tools that can be matched to the local context (one recent article referred to “31 flavors of IZ”—and actually compared 150 regulations!). There are several fundamental issues to consider in developing an inclusionary housing policy’s requirements and incentives, which must be discussed in the local market context.

Inclusionary housing policies depend on developers’ willingness to produce affordable housing in return for these kinds of benefits. It is important to carefully consider developers’ market realities to develop the right set of tools. The City could begin to address an inclusionary housing approach with developers who are interested in this kind of niche—mixed-income development—bringing together for and non-profit developers both to consider policies and to build networks. Developers eager to take advantage of regulatory incentives, especially in hot markets, may be ready to participate in considering the adaptation of an inclusionary housing policy to the Portland context.

To create effective inclusionary policies, planners would need to engage with a spectrum of interested developers to learn about their businesses in the Portland market context. This kind of dialogue would be sensitive to the feasibility of projects here and now, but also should recognize that the market has/continues to change. In California, for and nonprofit homebuilders came together to develop “[Common Ground](#)” principles for IZ—laying out the opportunities and constraints of their market and how IZ policies can provide the flexibility they seek.<sup>16</sup>

In developing an incentive-based inclusionary housing policy that will generate new affordable housing, there are a number of dimensions to consider: which developers are eligible, what

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<sup>15</sup> In “Is Inclusionary Zoning Inclusionary?: A Guide for Practitioners” (2012), authors Heather L. Schwartz, Liisa Ecola, Kristen J. Leuscher, and Aaron Kofner of RAND conclude that IZ policies do promote access to mixed-income neighborhoods. [http://www.rand.org/pubs/technical\\_reports/TR1231.html](http://www.rand.org/pubs/technical_reports/TR1231.html)

<sup>16</sup> The Nonprofit Housing Association of Northern California, along with the Home Builders Association of Northern California, jointly issued a set of concepts for inclusionary zoning policies that work for non-and for-profit developers. [http://www.nonprophousing.org/pdf\\_pubs/Inclusionary\\_Principles.pdf](http://www.nonprophousing.org/pdf_pubs/Inclusionary_Principles.pdf)

housing affordability levels are appropriate, and whether there are options for developers' fulfilling the obligation of affordable units. For the program to be utilized, the incentives must be valuable to developers. The following considerations should be made in developing a policy:

- Threshold triggers for inclusionary tools:
  - Size of development: How many units trigger an inclusionary tool? Existing policies include some requiring inclusion at 2 to 5 units (with the smallest paying in-lieu fees), other common figures are 10 or 20 units.
  - Some jurisdictions only use inclusionary tools when rezoning, subdivision, or variances are requested; or only in special districts.
- Affordability:
  - What is the share of affordable units, and at what income levels? Most are in the range of 5-15% of units; but income ranges vary widely.
  - Is there a trade off between number of units and income targets (ie deeper affordability requires fewer units)?
  - How long are units required to remain affordable? Many jurisdictions require 20-30 years of affordability; although there are also many IZ requirements for permanent affordability (may be combined with a community land trust model or nonprofit ownership/management).
- Incentives and options:
  - Can developers fulfill affordable housing provision via in-lieu fees into an affordable housing fund or through off-site units?
  - What incentives are valuable enough to developers to induce voluntary compliance with inclusionary housing?
    - Density, unit size and building envelop bonuses
      - Set percentages; one-for-one bonuses
      - Unit size reduction
      - Height/bulk bonuses to add floor area where unit numbers are set
    - Relaxed parking requirements
    - Design flexibility (setbacks, lot size)
    - Process and fee incentives
      - Impact/permitting fee waivers, reductions, or deferrals
      - Streamlined permitting process
      - Waivers of design or community review
    - Market stop-gaps
      - Prequalification/screening by nonprofits for buyers
      - providing option to sell affordable owner-occupied unit at market rate if it doesn't sell within certain period of time
      - Sales to nonprofits or public sector

*PolicyLink: Effective inclusionary zoning programs usually offer developers a range of cost offsets to achieve a double bottom line: affordable housing for residents and a reasonable, overall return for developers. Minimum profitability is important to ensuring private developers and their investors actually build. To determine the need for cost offsets, in relation to other program parameters, jurisdictions typically conduct an economic feasibility analysis that takes*

*into account various aspects of development (e.g., cost of land, normal profit margins, construction costs, fees, etc.) and the jurisdiction's housing needs and goals.*

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**Sample inclusionary housing policies:** There are many variations in inclusionary zoning policies' approach to affordability standards and compliance. Incentives also vary widely.

[Montgomery County, Maryland Moderately Priced Dwelling Units program \(MPDU\):](#)

Montgomery County's program is the best-known of mandatory IZ programs. It has been in effect since 1973 and has resulted in the production of over 12,000 affordable housing units.

- Threshold: MPDUs are required in any new development of 20 or more housing units, even if phased over time.
  - Developers may not break up land into separate developments of fewer than 19 units and must report all land holdings.
- Affordable requirements:
  - Number of units-From 12.5 to 15% of total units must be affordable, depending on the density bonus received. Affordable units must be built alongside market rate units.
  - Unit types- Single family units must have 3+ bedrooms. Multifamily units may be efficiency and one-bedroom only in proportion to market rate units.
  - Affordability levels-For-sale unit price is based on MPDU sales program pricing. Rental units are targeted at 65% AMI with no more than 25% of monthly income paid towards rent.
  - Restrictive covenants-govern occupancy and disposition
- Alternative compliance:
  - Includes alternative location for MPDUs; land transfer; alternative payment into housing investment fund
- Incentives:
  - Density bonus upon request up to 22% above normal density permitted in zone
  - Fee waivers for systems development charges and development impact tax, upon request.
  - Expedited "green tape" processing status for permits

[Workforce Housing Policy in Seattle:](#) an incentive zoning policy for unsubsidized development. Developments seeking density bonus under this program may not receive subsidy for the construction of affordable units, including Low-Income Housing tax Credits..

- Affordability requirements:
  - Number of units-Set aside 10-17.5% of living space in the bonus height area
  - Affordability levels- households earning 80% of AMI (17.5% requirement); households earning 50% of AMI (10% requirement)
  - Units remain affordable for 50 years
- Alternative compliance:
  - Contribution to affordable housing fund based on \$18.94 per square foot of new development
  - By request units can be produced offsite if they are within the neighborhood or within 0.5 mi of a light rail/rapid transit station



- Incentives:
  - Floor area/height bonus

[Sacramento Mixed Income Housing](#) is part of the zoning code as an incentive-based inclusionary policy. It was adopted into the General Plan in 2000.

- Threshold: Residential development in new growth areas, including “major redevelopment opportunity areas” that have more than 9 units.
  - Affordable requirements:
    - Number of units-15% of all units in the development
    - Unit types- Single family, multifamily, for-sale, and/or rental units
    - Affordability levels- 5% of units are affordable to low-income households (80% of AMI); 10% are affordable to very-low income households (50% AMI)
    - Affordability period- 30 years for rental; income-restrictive covenant on for-sale units
  - Alternative compliance with approval:
    - Dedicate land to the Sacramento Housing and Redevelopment Agency
    - Off-site development for single-family development, if site is in a “superior” location
  - Incentives:
    - Fee reductions per unit, reimbursements for school facility fees and systems development charges
    - Priority processing for building and planning approvals
    - Unit size reductions
    - Density bonuses
    - Eligible for public subsidy financing
- 

### **5.7.2 Public sector role: building and supporting development sector capacity**

Some developers may simply be hesitant to take on a new kind of project if they are unsure of the market demand or if the financing is complicated (as it is with mixed-income and/or affordable projects). The City could work in partnership to develop this market niche and the capacity to take advantage of opportunities present in producing mixed-income housing. Through capacity-building, the development community could begin to form new ‘rules of thumb’ for calculating the riskiness or worth of a potential development—specifically, a greater willingness to produce affordable and mixed-income housing.

The City’s Green Building Program is a model in how to help the private development community adopt new development practices. These programs address developer and finance sector concerns: they promote a new feature to the public broadly, increasing demand for new technologies/materials/designs. They also provide technical assistance and demonstrate the feasibility of new approaches. The kinds of activities in the program—information fairs with demonstrations, technical education, building tours, making available case studies—all build the development sectors’ knowledge and comfort with new methods. The program also serves as a clearinghouse for connecting to other resources on green building, and a way to promote local success stories—further marketing and building demand. Currently there is not a similar

program for affordable or mixed-income housing. The City could create a housing technical assistance program, similar to the Green Building Program. Providing additional “proof of concept” could be valuable in building the sector for mixed-income and affordable housing.

- *There are national community development intermediary organizations, like NeighborWorks, LISC (Local Initiatives Support Corporation) and Enterprise Community Partners, that could be tapped to bring expertise in financing tools like the Low Income Housing Tax Credit and development in TODs and infill housing, bringing best practices and speaking the language of developers.*
  - *LISC in Seattle focuses on mixed-income development around light rail TOD areas.*
  - *NeighborWorks offers major training institutes several times a year (as well as e-learning), including sequences on affordable housing finance tools, construction/production management, and asset management.*
- *Nationally known architect Michael Pyatok specializes in affordable housing design and processes that reduce community opposition to new multifamily development; his work is used as demonstration of concept and he participates in design competitions as a juror.*

Building networks between for-profit and non-profit developers can also be useful. Non-profit partners can share knowledge about financing and development in this niche. Non-profit community development corporations (CDCs) can also serve as partners for mixed-income development. A non-profit homeownership organization could provide homebuyer counseling, pre-qualification or mortgages for income-qualified buyers. Other CDCs might actually partner with a private developer to own/manage affordable rental units—which also provides access to different sources of funding for the project.

## 6 The Big Picture: Strategic Questions

The suite of policies outlined above is one way to address gentrification. However, the City has limited resources and a number of important goals to achieve. There are some significant strategic questions that should be considered in putting together a program to address gentrification in the context of healthy, connected neighborhoods and equity goals. These questions cannot be answered by a research study; they are eminently political and should be considered with input from stakeholders. This set of questions is not exhaustive and others may arise as these policies tools are considered.

*Which changing neighborhoods should be addressed first and/or with the most resources?*

The typology of early/susceptible, dynamic, and late gentrifying neighborhoods describes neighborhood change and the possible avenues for addressing different stages of residential displacement. The potential for impacts varies among these stages; and the resources required to implement policy tools varies. The typology does give a sense of the different policy packages needed in each stage, but does not imply any prioritization.

Given limited resources, should the City act *first* in neighborhoods already experiencing change (mid-dynamic), prevent/mitigate gentrification before it happens (early-susceptible), or pursue opportunity neighborhood housing (late-continued loss)? If the City develops policy tools that include subsidy/incentive, which kinds of areas should receive the *most resources*?

Balancing equity concerns is complicated: are historic harms to long-standing communities 'worse' than newly emerging problems? If working in neighborhoods that are not as far along the gentrification continuum is more efficient in terms of using public resources—does such a 'bang for the buck' approach to leveraging resources help some communities more than others; but could that approach be ultimately helpful in conserving scarce resources to be used elsewhere?

Further questions may arise if additional neighborhoods not currently identified as gentrifying begin to experience housing market and demographic changes. If upon updating the typology map, there are new neighborhoods identified as potentially gentrifying, how could/should the City incorporate these into a policy program?

*Could an anti-displacement goal mean an entirely different set of priorities for the City?*

The City currently operates with a set of priorities for the use of public resources, especially within the very limited funding available for housing. The strategy developed above suggests that the City would apply anti-displacement, community impacts tools when public investments, especially at the large scale, are planned. In such a strategy, anti-displacement is proactive work, but only for some neighborhoods.

However, an anti-displacement strategy could be initiated more broadly—which would mean a substantial shifting of City resources. A community benefits program could apply not only when public investment zones are created, but for any neighborhood identified in the typology as

gentrifying, for neighborhoods identified as ‘opportunity areas’ (long term high value areas), or for all neighborhoods.

Does the City use the typology map to create a broad anti-gentrification strategy for housing, economic development, and community development and planning (shifting priorities of bureaus altogether)—where all areas identified as gentrifying have a new set of policies/tools? Or do Bureaus use the map when planning a direct public investment/project/etc in a particular neighborhood, to assess a need for tools to be used piecemeal?

*Which policy tools or activities should be implemented, and how should they be prioritized?*

If there is a mix of approaches, where some areas are designated to receive anti-displacement policies—the question arises of which tools would be implemented. How to prioritize among the kinds of policies and tools to implement? Should the drilldown and area plan process determine which actions are the highest priority for a community or for public benefit broadly? The choice of tools also is made in a particular neighborhood or investment zone and at a particular stage of gentrification—further complicating the decisions.

Some ‘best practice’ tools are resource-intensive; some require code changes; others may involve rather extensive negotiation over implementation. In other words, some practices could be activated quickly and/or easily while others cannot. Some practices are more effective at particular stages or with particular kinds of partners. When all possible best practices cannot be activated simultaneously, which should be pursued?

*How does gentrification policy fit into the broader set of goals, policies and identified needs for Portland’s neighborhoods?*

The scope of this study is to address the neighborhoods experiencing changes associated with gentrification, and particularly to consider housing displacement as a primary harm. The study does not prioritize among the stages of gentrification, but it also does not address neighborhoods that are not experiencing housing pressures because they are in persistently low-value markets. The neighborhoods that are persistently low income and low housing value are also in need of policies and resources towards equitable development. How should the needs of these neighborhoods be balanced against the needs in gentrifying areas?

There is a relationship between gentrifying and low-income areas: the latter are the most likely destinations for low-income, vulnerable residents displaced from newly ‘hot’ markets. The pattern of mobility to neighborhoods in mid-county/East Portland has already been observed to cause deepening poverty and disparities, as these neighborhoods also have serious challenges with overburdened infrastructure, limited accessibility, and schools that are over capacity with assisting families experiencing issues related to low income, limited English proficiency, and instability—including residential instability (and even hypermobility). The connection from gentrification in close-in neighborhoods and East Portland is clear; with fewer affordable units close-in, low income households have to locate in low-priced areas. However, it is not clear whether the City’s priority should be to stem displacement and address gentrification in the ‘hot’

markets or to create economic opportunities, infrastructure upgrades, and provide more healthy environments in areas where there are no upward housing market pressures.

Focusing attention on persistently low-income/low value neighborhoods would require a different set of policy tools than those considered here. Some of the approaches for community benefits, like workforce agreements and creating community economic development and wealth building opportunities, are similar to those used in gentrifying areas. However, it is far more difficult to require or negotiate community benefits in places where the private market is not as eager to develop because of limited profit opportunities. It also is easier to create vibrant, mixed-income environments in the context of gentrification, where higher income households are already moving in and bringing more economic activity, than where an area has more concentrated poverty. The vulnerable populations and neighborhoods identified here as persistently low income/low value need attention; but how much/what kind?

## **Appendix A: Neighborhood typology methods**

Detailed methodologies for creating the vulnerability, demographic change, and housing market designations and the overall neighborhood typology map are presented here.

The typology assessment began with a retrospective look at neighborhood change in Portland to assess whether a small number of measured indicators could represent the changes observed today. These analyses were “ground-truthed” with planning staff, building a common sense of gentrification as it is seen in neighborhoods. Measured indicators were chosen to represent the “robust, yet parsimonious” approach, and to align with policy-relevant metrics (such as the HUD income standards for housing assistance). Several iterations of maps were produced with assessment and comment from BPS, PHB, and PDC staff.

For each dimension of neighborhood change, tracts are assigned as “high” or “low” on the measure based on the relative level of the citywide variable. The dimensions are vulnerability to housing displacement; population changes indicative of potential displacement; and housing market changes.

### **1. 2010 Vulnerability**

Census tracts were assigned a “vulnerability score” between 0 and 4, with a weight of 1 for each of the following that is true:

- Greater than 44.2% of households are renters
- Greater than 26.7% of the population are communities of color
- Greater than 58.2% of the population 25 years and older do not have a bachelor’s degree
- Greater than 47.0% of households have incomes at or below at or below 80% of the HUD-adjusted median family income (MFI) [Note: The FY 2009 HUD-adjusted MFI for the Portland-Vancouver-Beaverton area was \$70,000.]

We defined vulnerable tracts as those with a vulnerability score of at least 3 out of 4.

#### *Data sources*

Data for the first three variables was drawn from tract-level 2006-2010 American Community Survey (ACS) estimates. We defined communities of color as all residents except for non-Hispanic whites.

The percentage of households with incomes at or below 80% of the HUD-adjusted MFI was calculated from 2005-2009 HUD Comprehensive Housing Affordability Strategy (CHAS) data. At this time, the CHAS tract-level data is available only as a very large raw data file containing values for all U.S. census tracts. The values relevant to this calculation come from Table 8 of the census tracts dataset. Tracts with boundaries in more than one local jurisdiction are split into

multiple rows; values for each portion were summed before calculating percentages for the overall tract.

### *Calculation of thresholds*

For the three variables drawn from ACS data, the threshold was defined as the citywide percentage adjusted by the margin of error (MOE) to the lower bound for a more sensitive cutoff. For example, the 2006-2010 ACS estimate for the percentage of renter-occupied units in Portland was 44.8% +/- 0.6%, resulting in a threshold of 44.2%.

No MOEs are available for the 2005-2009 CHAS data. The threshold for the last variable was defined as the citywide percentage of households with incomes at or below 80% of the HUD-adjusted MFI (calculated from values in Table 8 of the CHAS census places dataset).

## **2. 2000-2010 Demographic Change**

We defined census tracts with gentrification-related demographic change from 2000 to 2010 as those that experienced *either* at least 3 of the following 4:

- The share of homeowners either increased or it decreased less than 1.2%
- The white population share either increased or it decreased less than 3.0%
- The share of the population 25 years and older with a bachelor's degree increased more than 7.9%
- The median household income either increased or it decreased less than 8.5%

or experienced only 2 out of 4, which were:

- The white population share either increased or it decreased less than 3.0%
- The share of the population 25 years and older with a bachelor's degree increased more than 7.9%

### *Data sources*

Data for 2000 and 2010 was drawn from the 2000 Decennial Census and 2006-2010 ACS estimates, respectively. We converted 2000 median household income values to 2010 dollars before calculating the percent change.

### *Calculation of thresholds*

MOEs are available for 2006-2010 ACS data but not 2000 Census data. Thresholds were determined by calculating the citywide percentage-point difference from 2000 to 2010 (for white population, homeowners, and bachelor's degree-holders) or percent change (for median household income), determining the new MOE (we used this calculator:

<http://pad.human.cornell.edu/acscalc/index.cfm>), and adjusting by the calculated MOE to the lower bound for a more sensitive cutoff.

Portland experienced declining values for three of the four variables (white population, homeowners, and median household income). In these cases, we considered gentrification-related demographic change to have occurred if tract-level values increased, or decreased less than citywide (e.g., "the share of homeowners either increased or it decreased less than 1.2%").

### *Census tract boundary changes*

There were a few instances where tract boundaries changed between 2000 and 2010; one tract was split into two, or two tracts were combined into one. In either case, we averaged the values for the two resulting tracts or the two original tracts before calculating the percentage-point difference or percent change.

Some tract boundary lines were redrawn slightly without significantly changing the tract geography; we did not alter our calculation method for these cases.

### **3. Housing Market Conditions**

All census tracts were assigned a home value for 1990, 2000, and 2010 equal to the ratio of the tract median home value to the citywide median home value. We defined tracts with low or moderate values as those with ratios in the bottom three quintiles; tracts with high values were defined as those with ratios in the top two quintiles.

Home value appreciation rates (i.e., the percent change in median home value) from 1990 to 2000, 2000 to 2010, and 1990 to 2010 were also calculated for each tract. We defined tracts that experienced low or moderate appreciation as those with appreciation values in the bottom three quintiles; tracts with high appreciation were defined as those with appreciation values in the top two quintiles.

Using this data, we identified three gentrification related housing market typologies:

#### *Adjacent* tracts:

- Had a low or moderate 2010 value
- Experienced low or moderate 2000-2010 appreciation
- Touch the boundary of at least one tract with a high 2010 value and/or high 2000-2010 appreciation

#### *Accelerating* tracts:

- Had a low or moderate 2010 value
- Experienced high 2000-2010 appreciation

#### *Appreciated* tracts:

- Had a low or moderate 1990 value
- Had a high 2010 value
- Experienced high 1990-2010 appreciation

The adjacent typology attempts to capture the spillover effects of gentrification, whereby neighborhoods next to gentrifying areas are at-risk of gentrifying as housing pressures and commercial investment expand outward. The accelerating and accelerated typologies capture housing market changes associated with gentrifying and gentrified neighborhoods, respectively.

### *Data sources*



Tract median and citywide median home values for 1990, 2000, and 2010 were drawn from the 1990 Decennial Census, the 2000 Decennial Census, and 2006-2010 ACS estimates, respectively. Median home values for 1990 and 2000 were converted to 2010 dollars prior to calculating appreciation rates.

*Census tract boundary changes*

Boundary changes from 1990 to 2000 and 2000 to 2010 were dealt with as described above of this document.

## **Appendix B: Data and methods for a neighborhood equity analysis “drilldown”**

### *Available Variables and data for the drilldown*

The focus is on readily available public data sources, and suggestions for additional data collection and analysis.

*Housing displacement.* A more detailed look at housing displacement should assess the potential form that displacement in a particular neighborhood could take. Both homeowners and renters may be vulnerable to gentrification-related displacement. Affordability and availability of housing can be described using the tabulations for Consolidated Planning: CHAS data (available from HUD) includes cost-burdened renters and owners at different income levels, and units available at an affordable price for different income levels (as well as their occupancy by low-income households).

Household types: focus on additional specific vulnerable populations

- Households with disabilities [CHAS]. Reports housing problems, including costs and substandard units, for households with a member who has a mobility or self-care limitation. Finding accessible housing or supportive services may be even more difficult in an appreciating market.
- Elderly households [CHAS]. Elderly households may be more vulnerable to scams; they are also more likely to leave the neighborhood due to life cycle, making opportunities for new homebuyers. Elderly households may need additional unit modifications or services as they attempt to age in place.
- Large families [CHAS]. Family units are difficult to obtain when incomes are restricted.(for example, Housing Choice Voucher lease success rates are significantly lower for families with several children)

Homeowners: can be displaced by rising taxes, homeowners’ insurance (due to increased valuation of homes), foreclosure (often related to subprime refinance loans, or to lending scams), or being pressured to sell without realizing the full increased value of the home.

- Cost-burdened homeowners [CHAS]. Owners paying more than 30% (cost-burdened) or 50% (severely cost burdened) of their income on housing are at-risk when taxes or insurance rise; they may also be subject to predatory lending or flipping scams if they are cash-poor.
- New buyers [HMDA] – income and race. Indications that potential buyers of color are not or cannot purchase in the neighborhood may be of concern and could point to opportunities for homebuyer services.
- Foreclosure filings [county- aggregator?]- We did not find a simple solution for these data; but it would be useful to track foreclosures to assess vulnerability to home loss for current owners. Foreclosures are not likely due to gentrification market pressures, but indicate vulnerable homeowners with economic problems.

Renters: can be displaced by rising rents, expiring subsidies, the turnover of rental units into owner-occupied.

- Subsidized inventory.[Metro Affordable Housing inventory]. number of units and targets; date for expiring units
- Available units at affordable rents [CHAS]. The CHAS data set includes analysis of rental units available at rent levels affordable to households at different income levels, and how many of those affordable units are inhabited by a household of that income level. In other words, it provides availability and actual occupancy data.

Development: Housing exclusion occurs when new development does not include affordable units. Forward tracking should include developments in the pipeline, particularly those with public subsidy (including tax incentives) to ascertain their market niche (unit size and price) relative to housing needs. Exclusion might also occur via code complaints that make it difficult or impossible for owners or landlords to maintain properties as affordable housing.<sup>17</sup>

- Permits for new construction, rehabilitation, teardown-BDS
- Code violations-BDS
- Land purchase/PDC disposition
- Land and buildings underutilized

*Community economic development* Data should be collected to focus on commercial activity. Decreased vacancies and increased commercial rents can signal reinvestment. A shift in occupancy from resident needs-serving to new kinds of businesses may signal gentrification.

- Commercial data *to be tracked by PDC* includes:
  - Commercial vacancies [USPS quarterly report]
  - Commercial rents [Co-Star data]
- *Emerging: neighborhood-serving business analysis.* Using NAICS code data, analysis could be conducted to assess business type turnover, focusing on neighborhood-serving businesses (e.g. basic grocery, Laundromat) to new in-migrant/destination businesses (e.g. gourmet grocery, wine bar)<sup>18</sup>

*Infrastructure investment* Geographically disaggregated data on levels of service can indicate whether investments are needed to create more equitable infrastructure—these analyses are already underway for many infrastructure services in the City. Environmental justice-compliance analysis is also important for focusing on impacts on low-income and communities of color. In combination with housing market analysis, infrastructure upgrading may signal potential gentrification pressures.

- Accessibility data [20-minute neighborhood] include street intersections and sidewalks (measuring “walkability”), and frequent service transit availability.

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<sup>17</sup>This is not to imply that living in substandard housing is acceptable for lower-income households.

<sup>18</sup> This concept was proposed by Tyler Bump of BPS with ideas on how to conduct this analysis through a retrospective of agreed-upon gentrified business districts such as Mississippi Avenue. This proposes to get at the change in neighborhood commercial area character—the shift from everyday corner market to gourmet salt and “urban taxidermy”—via more detailed data available via NAICS codes for business type and share of employment for different kinds of businesses.

- Access to parks in neighborhood; park improvements

*Racial/ethnic demographics.* Along with housing vulnerability, racial/ethnic demographics can affect public processes, specifically resident awareness and participation. Public agencies should pay careful attention to whether populations are traditionally underrepresented in planning processes, whether there are some community groups that are substantially better organized and have a greater presence while others are marginalized, and whether there is a need for language interpretation for documents and meetings.

- Specific racial/ethnic population breakdowns [ACS]. There may be existing community-based organizations that are aware of the needs of smaller populations and can be used to assist in outreach.
- English language proficiency [ACS]. Indicates a need for interpretation services in outreach and participation.

*Community institutions.*

- Public school enrollment data—Public schools are of concern as they relate to neighborhood housing markets. School demographics can show neighborhood racial/ethnic demographics and changes. There are concerns when schools are high-poverty. The attraction of higher-income families to neighborhoods may depend on high-performing schools or the ability to exit the catchment area for other education options (other public schools, charters, or private schools). It may be of concern, for example, if there is a significant in-migration of higher income households with children, but a decreasing school enrollment within district (i.e. families not choosing the home school). It would also be of concern if a school were to revamp its curriculum/focus and see a dramatic shift in demographics away from the demographics of resident young people (i.e. resident children unable to qualify for new offerings). These issues are represented by tracking school demographics (race and poverty based on free/reduced lunch status) and the proportion of schoolchildren exiting the neighborhood catchment area to attend other schools. These data are freely available from the public school system.
- Additional data would need to be collected to assess the status of community-based organizations and culturally specific institutions. For example, there is reporting about the movement of historically African-American churches from Northeast to East Portland. Nonprofit organizations could be surveyed to ascertain whether they are incurring additional transportation costs to serve low-income households who have been displaced, are opening satellite offices or considering moves, or have additional insights about growing spatial mismatch between populations they serve and their location. These data could be qualitative and collected from key community-based organizations as identified.

## **Appendix C: Cully Neighborhood: drilldown analysis example**

In order to demonstrate some of the information that could be gathered for a drilldown, this section presents some analysis for the Cully neighborhood (defined roughly as Census tracts 74, 75, and 76 and falling into the Susceptible/Early categories in the typology). The information about Cully is not exhaustive and additional data are suggested for further assessment, but this gives a sense of how a drilldown could be produced. Using drilldown data can fill in the picture of the Cully neighborhood. As Cully is a current focus for infrastructure and economic development investments, From the City's initial work on the Cully project, it is apparent that there are a number of community-based organizations prepared to participate in dialogue about development in the neighborhood. These data suggest there are some ethnic/language groups that may be easily marginalized; ensuring that all racial/ethnic groups receive targeted attention and language support may mean engaging with additional CBOs.

Cully is not a high rentership neighborhood and has a number of nonprofit-owned rental developments that will help to stabilize renter households. If public subsidy is directed towards rental development, it could be productive to prioritize units for larger families along with affordability targets. Homeowners in Cully may be at-risk due to age and housing cost burden, so homeownership stability programming may be appropriate. It would also be appropriate to support targeted homebuying support for communities of color, who are underrepresented in new buyers in Cully.

### *Typology assessment:*

- Vulnerable populations:
  - The tracts that make up the Cully neighborhood range from 40 to 50% communities of color, compared to 27% in Portland.
  - Cully's rate of rentership is about equivalent to Portland's, except in tract 75.
  - Cully residents are less likely to have a college degree (between 67% and 80% do not have a degree in the three tracts)
  - Incomes are lower; over half of residents are at or below 80% of median family income
- Demographic changes (00-10):
  - Tract 76 has seen a significant increase in white population (4.3%), while Portland as a whole became less white (-3%)
  - Two tracts have increased homeownership rates at around 3% over 2000, compared to Portland's falling homeownership
  - The increase in college-educated residents is higher than Portland's average
  - Median income has fallen less than in the city as a whole in two tracts; but tract 74 has substantially declining incomes
- Housing market conditions:
  - Cully median home values remain below the citywide median for 1990-2010

- Appreciation has been increasing in the 2000-2010 period and the neighborhood is adjacent to high appreciation/high value tracts

*Housing drilldown highlights:*

- Vulnerable populations:
  - Among elderly non-family households (11% of pop), over two-thirds are cost burdened, with most severely cost burdened.
  - Of large family households (9%), half are cost burdened.
- Affordability:
  - Of homeowners: 28% are cost burdened; 13% are severely cost burdened
  - Of renters, over 40% are severely cost burdened.
- New buyers:
  - Two-thirds of new buyers were white in 2011, compared to white households making up half of Cully's population. Loans from white buyers were denied less frequently than those from Latinos and Asians.
- There are 624 units of affordable housing listed as subsidized/income restricted in the Affordable Housing inventory. Only two developments (totally 124 units) have income-restriction expiration dates within the foreseeable future; as both are owned/managed by nonprofits it is likely they will remain in the affordable inventory.

*CED drilldown highlights:*

- Cully is currently the focus of a Main Street partnership that will bring new investment to its commercial corridors
- PLACEHOLDER FOR VACANCY/RENT DATA

*Infrastructure drilldown highlights:*

- Rated "moderate accessibility" to "room for improvement"
- Recent investment in Cully Boulevard bike/ped infrastructure
- New investments in Cully Commercial Corridor and Local Streets Plan
- Cully Park has ongoing improvements and requested for additional

*Racial/ethnic drilldown highlights:*

- Communities of color are primarily comprised of Latino/Hispanic (22%) and African-American (19%); Asian/Asian-American are also present (5%)
- Over one-quarter of Cully residents speak a language other than English at home.
- About half of the Spanish-speaking population does not speak English very well.
- Vietnamese and African populations, while small, have a majority of households who do not speak English well

*Community institution highlights:*

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- Cully schools demographics appear to be changing rather substantially; though this may be due to enrollment balancing/redistricting, there are flags raised by high poverty levels and high transfer rates.
- Cully is home to several active community-based organizations working on community development, such as Hacienda CDC and Verde.

### Cully – Neighborhood Typology Inputs

2010 Vulnerability	Tract 74	Tract 75	Tract 76	Portland
Risk factor				
Communities of color	52.4%	51.0%	41.3%	26.7%
Renters	42.1%	33.6%	40.2%	44.2%
Population 25+ without bachelor's degree	72.5%	67.2%	81.6%	58.2%
At or below 80% MFI	70.9%	53.5%	59.1%	47.0%
Total vulnerability score	3	3	3	-

Source: U.S. Census Bureau – 2006-2010 ACS; HUD – 2005-2009 CHAS

2000-2010 Demographic Change	Tract 74	Tract 75	Tract 76	Portland
Change factor				
Percent white	-1.3%	-7.5%	4.3%	-3.0%
Percent homeowners	2.6%	3.2%	-2.7%	-1.2%
Percent pop. 25+ with bachelor's degree	10.0%	16.0%	8.8%	7.9%
Median household income	-30.1%	-4.5%	-4.8%	-8.5%
Demographic change score	3	3	3	-

Source: U.S. Census Bureau – 2000 Census and 2006-2010 ACS

Housing Market Conditions	Tract 74	Tract 75	Tract 76
Median home value			
1990 (tract:city ratio)	\$88,065 (0.89)	\$83,961 (0.84)	\$79,173 (0.80)
2000 (tract:city ratio)	\$171,069 (0.87)	\$164,973 (0.84)	\$152,908 (0.78)
2010 (tract:city ratio)	\$270,400 (0.93)	\$243,800 (0.83)	\$234,600 (0.80)
Appreciation			
1990-2000	94.3%	96.5%	93.1%
2000-2010	58.1%	47.8%	53.4%
1990-2010	207.0%	190.4%	196.3%
Housing market typology	accelerating	accelerating	adjacent

Source: U.S. Census Bureau – 1990, 2000, 2010 Census

## Cully – Neighborhood Typology Inputs

Population	Tract 74	Tract 75	Tract 76	Combined
1990	2,765	4,193	3,176	10,134
2000	3,247	4,937	3,760	11,944
2010	3,654	5,080	3,562	12,296

Source: U.S. Census Bureau – 1990, 2000, 2010 Census

Age	Tract 74	Tract 75	Tract 76	Combined
Under 5 Years	5.7%	8.7%	6.3%	7.2%
5 to 9 Years	5.8%	6.7%	10.3%	7.4%
10 to 14 Years	4.7%	5.7%	7.2%	5.8%
15 to 17 Years	5.6%	3.2%	2.4%	3.7%
18 to 24 Years	5.3%	6.0%	9.8%	6.8%
25 to 34 Years	10.1%	19.1%	14.7%	15.4%
35 to 44 Years	17.9%	14.7%	14.8%	15.7%
45 to 54 Years	15.0%	11.7%	17.5%	14.1%
55 to 64 Years	14.1%	5.0%	8.0%	8.4%
65 to 74 Years	9.9%	8.3%	3.8%	7.6%
75 to 84 Years	3.8%	7.1%	2.9%	5.1%
85 Years and over	2.1%	3.8%	2.4%	3.0%

Source: U.S. Census Bureau – 2006-2010 ACS

Race/Ethnicity	Tract 74	Tract 75	Tract 76	Combined
Not Hispanic or Latino	76.5%	78.9%	76.8%	77.7%
White alone	47.6%	49.0%	58.7%	51.2%
Black or African American alone	19.9%	23.1%	11.5%	19.2%
American Indian and Alaska Native alone	0.0%	0.0%	0.0%	0.0%
Asian alone	4.2%	4.8%	6.2%	5.0%
Native Hawaiian and other Pacific Islander alone	0.0%	0.0%	0.0%	0.0%
Some other race alone	0.4%	0.2%	0.0%	0.2%
Two or more races	4.3%	1.7%	0.4%	2.1%
Hispanic or Latino	23.5%	21.1%	23.2%	22.3%
White alone	11.7%	9.9%	11.3%	10.8%
Black or African American alone	0.0%	2.6%	0.0%	1.2%
American Indian and Alaska Native alone	1.9%	0.0%	0.0%	0.5%
Asian Alone	0.0%	0.3%	0.0%	0.1%
Native Hawaiian and Other Pacific Islander alone	0.0%	0.0%	0.0%	0.0%
Some other race alone	10.0%	8.3%	12.0%	9.7%
Two or more races	0.0%	0.0%	0.0%	0.0%
All communities of color	52.4%	51.0%	41.3%	48.8%

Source: U.S. Census Bureau – 2006-2010 ACS



<b>Foreign-Born Population</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
Native	80.4%	86.8%	76.7%	82.4%
Foreign-born	19.6%	13.2%	23.3%	17.7%

Source: U.S. Census Bureau – 2006-2010 ACS

<b>Language Spoken at Home for Population 5 Years and Over</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
Speak only English	72.2%	78.5%	60.6%	72.0%
Spanish	21.4%	17.7%	23.9%	20.4%
Speak English "very well"	10.4%	10.4%	11.4%	10.7%
Speak English less than "very well"	11.0%	7.3%	12.5%	9.7%
Vietnamese	2.9%	2.2%	5.7%	3.3%
Speak English "very well"	0.0%	0.4%	1.9%	0.7%
Speak English less than "very well"	2.9%	1.8%	3.9%	2.7%
African languages	0.7%	0.0%	7.5%	2.2%
Speak English "very well"	0.0%	0.0%	0.8%	0.2%
Speak English less than "very well"	0.7%	0.0%	6.7%	2.0%
Other	2.9%	1.6%	2.3%	2.2%
Speak English "very well"	2.6%	1.1%	1.4%	1.7%
Speak English less than "very well"	0.3%	0.5%	0.9%	0.5%

Source: U.S. Census Bureau – 2006-2010 ACS

<b>Income</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
Median household income	\$34,390	\$48,900	\$34,737	\$40,029

Source: U.S. Census Bureau – 2006-2010 ACS

<b>Educational Attainment</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
Total population 25+	2,433	3,830	2,003	8,266
Less than high school graduate	25.0%	14.1%	20.7%	18.9%
High school graduate	22.5%	26.4%	29.6%	26.0%
Some college	20.6%	21.2%	25.1%	22.0%
Associate's degree	4.4%	5.4%	6.2%	5.3%
Bachelor's degree	14.6%	21.0%	12.6%	17.1%
Graduate or professional degree	12.9%	11.9%	5.7%	10.7%

Source: U.S. Census Bureau – 2006-2010 ACS

<b>Tenure</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
Total # households	1,383	1,930	1,190	4,503
Renters	42.1%	33.6%	40.2%	37.9%
Homeowners	57.9%	66.4%	59.8%	62.1%

Source: U.S. Census Bureau – 2006-2010 ACS

<b>Housing Cost Burden by Tenure</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
<b>Renters</b>				
Less than/equal to 30% of income	33.1%	49.4%	31.9%	38.9%
Greater than 30% but less than/equal to 50% of income	16.6%	20.7%	23.1%	19.6%
Greater than 50% of income	49.0%	29.9%	45.0%	41.0%
Not calculated (no income/negative income)	1.3%	0.0%	0.0%	0.5%
<b>Homeowners</b>				
Less than/equal to 30% of income	52.7%	60.2%	57.1%	57.5%
Greater than 30% but less than/equal to 50% of income	30.2%	27.4%	27.9%	28.2%
Greater than 50% of income	17.1%	11.1%	13.6%	13.3%
Not calculated (no income/negative income)	0.0%	1.2%	1.4%	1.0%

Source: HUD – 2005-2009 CHAS Data

<b>Household Type</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
Small family (3 or 4 persons, or 2 persons with neither age 62 or over)	44.8%	44.0%	37.4%	42.6%
Large family (5 or more persons)	7.5%	8.1%	13.0%	9.2%
Elderly family (2 persons, either or both age 62 or over)	6.8%	8.1%	5.7%	7.1%
Elderly non-family	18.9%	6.8%	10.0%	11.4%
Other (non-elderly non-family)	21.9%	33.0%	33.9%	29.8%

Source: HUD – 2005-2009 CHAS Data

<b>Housing Cost Burden by Household Type</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
<b>Small family (3 or 4 persons, or 2 persons with neither age 62 or over)</b>				
Less than/equal to 30% of income	53.1%	54.9%	61.7%	55.8%
Greater than 30% but less than/equal to 50% of income	19.5%	20.9%	22.3%	20.7%
Greater than 50% of income	14.7%	19.9%	6.4%	15.1%
Not calculated (no income/negative income)	12.8%	4.3%	9.6%	8.4%
<b>Large family (5 or more persons)</b>				
Less than/equal to 30% of income	66.7%	67.7%	23.5%	51.3%
Greater than 30% but less than/equal to 50% of income	33.3%	25.8%	2.7%	19.3%
Greater than 50% of income	0.0%	6.5%	73.8%	29.3%
Not calculated (no income/negative income)	0.0%	0.0%	0.0%	0.0%
<b>Elderly family (2 persons, either or both age 62 or over)</b>				
Less than/equal to 30% of income	85.1%	76.2%	61.9%	76.0%
Greater than 30% but less than/equal to 50% of income	14.9%	17.7%	22.2%	17.8%
Greater than 50% of income	0.0%	6.1%	15.9%	6.2%
Not calculated (no income/negative income)	0.0%	0.0%	0.0%	0.0%

Elderly non-family				
Less than/equal to 30% of income	14.5%	58.1%	43.5%	32.2%
Greater than 30% but less than/equal to 50% of income	22.5%	15.5%	43.5%	25.5%
Greater than 50% of income	63.0%	26.4%	13.0%	42.3%
Not calculated (no income/negative income)	0.0%	0.0%	0.0%	0.0%
Other (non-elderly non-family)				
Less than/equal to 30% of income	37.1%	55.9%	40.8%	47.2%
Greater than 30% but less than/equal to 50% of income	19.4%	25.2%	32.9%	26.0%
Greater than 50% of income	40.3%	16.5%	26.3%	24.9%
Not calculated (no income/negative income)	3.2%	2.4%	0.0%	1.9%

Source: HUD – 2005-2009 CHAS Data

School Enrollment	2005-2006	2011-2012	Change
<b>Rigler K-5</b>			
Total enrollment	442	524	18.6%
Percent communities of color	83.5%	78.8%	-4.7%
Percent receiving free/reduced lunch	84.3%	84.5%	0.2%
Neighborhood PPS student population	639	656	2.7%
Percent of neighborhood students enrolled	59.0%	69.0%	10.0%
<b>Scott K-8</b>			
Total enrollment	369	521	41.2%
Percent communities of color	60.7%	79.7%	19.0%
Percent receiving free/reduced lunch	68.4%	88.5%	20.1%
Neighborhood PPS student population	437	723	65.4%
Percent of neighborhood students enrolled	65.0%	63.0%	-2.0%
<b>Vernon PK-8</b>			
Total enrollment	384	500	30.2%
Percent communities of color	90.4%	72.2%	-18.2%
Percent receiving free/reduced lunch	87.8%	72.8%	-15.0%
Neighborhood PPS student population	667	818	22.6%
Percent of neighborhood students enrolled	43.0%	47.0%	4.0%
<b>Beaumont 6-8</b>			
Total enrollment	536	481	-10.3%
Percent communities of color	55.0%	40.1%	-14.9%
Percent receiving free/reduced lunch	43.0%	31.8%	-11.2%
Neighborhood PPS student population	503	327	35.0%
Percent of neighborhood students enrolled	59.0%	65.0%	6.0%

Source: Portland Public Schools Enrollment 2005-2006 and 2011-2012 Profiles

Note: Reduced-price and free meals are available to households with annual incomes at/below 185% and 130% of the federal poverty guideline, respectively. Poverty guidelines are based on household size; for a four-person household in 2011-2012, the federal poverty guideline was an annual income of \$22,350.

<b>School Performance</b>	<b>Overall (Achievement, Attendance, Participation)</b>	<b>Math/Reading Achievement</b>
Rigler K-5	In need of improvement	Satisfactory
Scott K-8	Satisfactory	Satisfactory
Vernon PK-8	Satisfactory	Satisfactory
Beaumont 6-8	Outstanding	Outstanding

Source: Oregon Department of Education 2011-2012 School Report Cards

**Home Purchase Loan Applicants**

<b>by Race/Ethnicity</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
White (non-Hispanic)	80.4%	73.2%	43.1%	63.0%
Black or African American (non-Hispanic)	0.0%	3.7%	2.0%	2.1%
American Indian and Alaska Native (non-Hispanic)	0.0%	0.0%	0%	0%
Asian (non-Hispanic)	0.0%	0.0%	11.8%	3.2%
Native Hawaiian and other Pacific Islander (non-Hispanic)	0.0%	0.0%	2.0%	0.5%
Hispanic (of an race)	0.0%	2.4%	3.9%	2.1%
Race/ethnicity unknown	19.6%	20.7%	37.3%	29.1%

Source: FFIEC – 2011 HMDA Data

**Home Purchase Loan Denial Rates**

<b>by Race/Ethnicity of Applicant</b>	<b>Tract 74</b>	<b>Tract 75</b>	<b>Tract 76</b>	<b>Combined</b>
<b>White (non-Hispanic)</b>				
Total # applicants	37	60	22	119
Denial rate	5.4%	0.0%	4.5%	2.5%
<b>Black or African American (non-Hispanic)</b>				
Total # applicants	0	3	1	4
Denial rate	-	0.0%	0.0%	0.0%
<b>American Indian and Alaska Native (non-Hispanic)</b>				
Total # applicants	0	0	0	0
Denial rate	-	-	-	-
<b>Asian (non-Hispanic)</b>				
Total # applicants	0	0	6	6
Denial rate	-	-	33.3%	33.3%
<b>Native Hawaiian and other Pacific Islander (non-Hispanic)</b>				
Total # applicants	0	0	1	1
Denial rate	-	-	0.0%	0.0%
<b>Hispanic (of any race)</b>				
Total # applicants	0	2	2	4

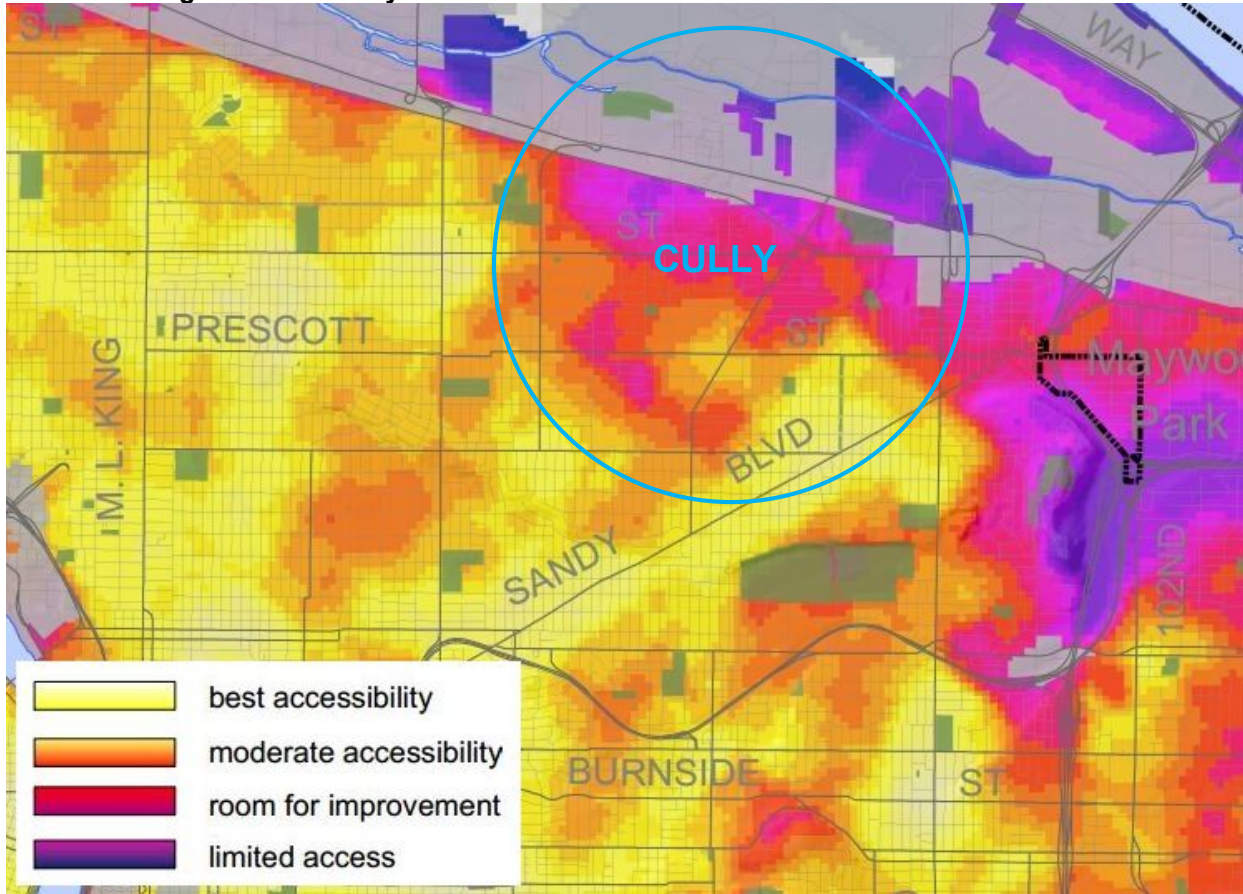
Denial rate	-	0.0%	50.0%	25.0%
Race/ethnicity unknown				
Total # applicants	9	17	19	45
Denial rate	0.0%	5.9%	0.0%	2.2%

Source: FFIEC – 2011 HMDA Data

<b>Affordable Housing Project Name</b>	<b>Sponsor Name</b>	<b>Year Built</b>	<b>Year Rehab.</b>	<b>Regulated Units</b>
5195 NE Killingsworth St.	Cascadian Terrace Apartments	unavail.	-	37
5310 NE Cully Blvd.	Sabin CDC	1970	-	20
6936 NE Killingsworth St.	Jubilee Fellowship Ministries	1978	-	25
6766 NE Killingsworth St.	Albina Corner LP	1999	-	12
6480 NE Killingsworth St.	Sabin CDC	1999	-	16
6840 NE Killingsworth St.	Reach CDC, Inc.	2006	-	27
5000 NE Killingsworth St.	PCRI, Inc.	unavail.	-	34
5323 NE Cully Blvd.	Sabin CDC	2006	-	18
5731 NE Simpson St.	PCRI, Inc.	1942	-	1
Villa de Suenos	Hacienda CDC	1999	-	28
Elderplace at Cully	Sisters of Providence	1996	-	6
Villa de Clara Vista	Hacienda CDC	2004	-	118
Barbra Roberts East/West	Cascadia Behavioral Healthcare Inc.	1995	-	5
Roselyn Villa	Charles Iheanacho	2007	-	4
Clara Vista Townhomes	Hacienda CDC	2006	-	44
Prescott Terrace	Cascadia Behavioral Healthcare Inc.	1972	2005	48
Villas de Mariposas	Hacienda CDC	2004	-	70
Los Jardines	Hacienda CDC	2002	-	42
7011 NE Emerson St.	PCRI, Inc.	1941	2001	2
Good Shepherd II	Good Shepherd Corporation of Oregon	1988	-	5
Prescott Place	Reach CDC, Inc.	1990	-	19
Sunrise Place	PCRI, Inc.	1996	-	10
Large Family Rental Housing	Hacienda CDC	1999	-	4
NE Simpson	Good Shepherd Corporation of Oregon	1989	-	5
Carlton Court	Government-owned with PBA subsidy	1974	-	24
<b>Total</b>	-	-	-	<b>624</b>

Source: Metro – 2011 Affordable Housing Inventory

**20-Minute Neighborhood Analysis**



Source: City of Portland Bureau of Planning and Sustainability – 2010 20-Minute Neighborhood Analysis

## Appendix D: Annotated Policy toolkit: best practices

This section lists resources for specific tools and policies used as best practices for mitigating the harms of gentrification.

To simplify the implementation of a gentrification strategy, the 6 types of changing neighborhoods are collapsed into three categories. Early includes susceptible and both types of early gentrification neighborhoods; Mid includes dynamic neighborhoods; and Late are late and continued loss neighborhoods.

### 1 Plan for inclusive, equitable development

Tool	Early	Mid	Late
Health Impact Assessment/Environmental Impact Assessment	X	X	X
Community Impact Report	X	X	X
Community Benefits Agreement and tools		X	X
Neighborhood planning process	X	X	
Support community building initiatives	X	X	
Task force/community advisory committee	X	X	

### 2 Increase/preserve opportunities for affordable housing

#### 2.1 Generate revenue for housing programs

Strategy	Early	Mid	Late
Housing levy	X	X	X
Document recording fee	X	X	X
Housing Trust Fund	X	X	X
Developer exactions	X	X	X
Tax Increment Financing	X	X	X
Real estate transfer taxes	X	X	

## 2.2 Create new affordable housing

<b>Tool</b>	<b>Early</b>	<b>Mid</b>	<b>Late</b>
Commercial linkage program		X	X
Inclusionary zoning		X	X
Vacant/underutilized land	X	X	
Revise zoning	X	X	X

## 2.3 Preserve affordable housing

<b>Strategy</b>	<b>Early</b>	<b>Mid</b>	<b>Late</b>
Code enforcement	X	X	
Replacement ordinance and “right to return” policy			X
Retain expiring-subsidy units	X	X	X
Rent control		X	X
Eviction protection laws	X	X	



**3 Build assets and retain residents and businesses**

<b>Tool</b>	<b>Early</b>	<b>Mid</b>	<b>Late</b>
Homeownership programs	X	X	
Commercial stabilization	X	X	
Individual Development Accounts	X		
Property tax relief		X	X
Resident ownership	X	X	
Targeted economic development	X	X	
Resident stakeholders	X	X	
Preserve cultural facilities	X	X	

***Links to major online resources:***

Partnership for Working Families: Policy and Tools. <http://www.forworkingfamilies.org/>

HousingPolicy.org: Toolbox. <http://www.housingpolicy.org>

PolicyLink: Equitable Development Toolkit. <http://www.policylink.org>

## **Descriptions and resources for individual tools:**

### **1 Plan for inclusive, equitable development**

#### *Health Impact Assessment/Environmental Impact Assessment*

Modify Environmental and Health Impact Assessments to include socioeconomic impacts; use to minimize adverse effects of development.

Malekafzali, S. and Bergstrom, D. (2011). [Healthy Corridor for All: A Community Health Impact Assessment of Transit-Oriented Development in Saint Paul, Minnesota \(Summary\)](#). Washington, DC: PolicyLink.

The Healthy Corridor summary report describes the use of a Health Impact Assessment to measure risks and opportunities for communities near the Twin Cities' Central Corridor light rail project. It discusses the HIA process and methodology and presents findings related to economic development, affordable housing, and transportation for affected communities.

#### *Community Impact Report*

Utilize Community Impact Reports during early stages of development process to assess fiscal, employment, housing, neighborhood services, and smart growth impacts of projects.

Partnership for Working Families. (2012). [Policy and Tools: Community Impact Reports](#). Washington, DC.

This tool provides an overview of Community Impact Reports and their benefits, and includes links to existing CIR measures and draft ordinance language.

#### *Community benefits tools*

Support community-negotiated Community Benefits Agreements (CBAs) with commercial developers to include living wage jobs, local hiring, and/or affordable housing; create incentives for large businesses to create employee-assisted housing programs; incorporate community benefits into City policies (e.g., first-source hiring for contracting jobs).

East Bay Alliance for a Sustainable Economy. (2008). [Building a Better Bay Area: Community Benefits Tools and Case Studies to Achieve Responsible Development](#). Oakland, CA.

This report makes a case for a new framework for responsible development and discusses opportunities for communities to pursue project-based negotiated agreements and Community Benefits Agreements. It offers several examples of agreements formed around commercial, retail, mixed-use and residential projects.

Good Jobs First and California Partnership for Working Families. (2005). [Community Benefits Agreements: Making Development Projects Accountable](#). Washington, DC.

This handbook is intended to help community organizations understand how Community Benefits Agreements work. It covers CBA basics, pros and cons, implementation, monitoring and enforcement, and the range of benefits for which community groups can negotiate. Several examples are included as well as CBA language from existing agreements.

Partnership for Working Families. (2009). [Community Benefits: Practical Tools for Proactive Development](#). Washington, DC.

This tool for local government officials describes the community benefits model and examples of Community Benefits Agreements that have created job and housing opportunities, neighborhood amenities, and environmental wealth for underserved communities. It discusses local government's role in encouraging private CBA negotiations and enacting citywide community benefits policies.

Partnership for Working Families (2010). [The Tracking Toolbox](#). Washington, DC.

The Tracking Toolbox is designed to help community groups and organizers understand the basics of the development process so they can engage with it to influence development outcomes. It maps out the involved actors and typical steps most large projects go through, and offers suggestions on ways for community groups to keep track of development projects.

#### *Neighborhood planning process*

Allow local residents to create neighborhood plan that guides development; proposals at odds with plan trigger review by neighborhood planning team.

Sobel, E. (2008). [Austin, TX: The East Austin Neighborhood](#). Dallas, TX: Federal Reserve Bank of Dallas.

This case study of East Austin describes the City of Austin's neighborhood planning process, through which community members can create a neighborhood plan and review proposals that do not fit with their development vision. After review, the neighborhood team makes recommendations to the planning board regarding the proposed project.

#### *Support community building initiatives*

Support local community organizations working to empower residents through community building initiatives.

#### *Task force/community advisory committee*

Convene a gentrification/affordable housing task force; create community advisory committee to guide development decisions

Levy, D.K., Comey, J., & Padilla, S. (2006). [In the Face of Gentrification: Case Studies of Local Efforts to Mitigate Displacement](#). Washington, DC: The Urban Institute.

This report's case study of Atlanta's Reynoldstown neighborhood describes how local government created task forces to make policy recommendations related to gentrification and affordable housing, a strategy that complemented other anti-displacement efforts pursued by the City.

## **2 Increase/preserve opportunities for affordable housing**

### **2.1 Generate revenue for housing programs**

#### *Housing Levy*

Establish a property tax levy to raise funds for affordable housing development and preservation.

City of Seattle. (2012). [Housing Levy Impact: 2011 Report of Accomplishments](#).

This progress report for Seattle's 2009 housing levy provides background information about the levy and the programs--used to create and preserve affordable housing, assist first-time homebuyers, and provide emergency rent assistance--that it supports. The report briefly describes levy policies regarding allocation of funds and program monitoring by the Housing Levy Oversight Committee, and provides 2011 funding summaries for each of the levy-funded programs.

Levy, D.K., Comey, J., & Padilla, S. (2006). [In the Face of Gentrification: Case Studies of Local Efforts to Mitigate Displacement](#). Washington, DC: The Urban Institute.

This report's case study of Seattle's Central Area provides more information about the housing levy, including the City's efforts to get it passed, the housing programs it funds, and various implementation challenges.

#### *Document recording fee*

Establish fee for filing of deeds, mortgages, real property contracts, etc. to finance affordable housing development and preservation.

#### *Housing Trust Fund*

Establish Housing Trust Fund as a dedicated funding source for affordable housing development and preservation.

PolicyLink. (2002). [Equitable Development Toolkit: Housing Trust Fund](#). Washington, DC.

This report describes the creation of Housing Trust Funds as a stable funding source for a variety of uses, including acquisition, new construction, rehabilitation, emergency repairs, and housing-related programs such as rental assistance and homeownership education. It covers program administration and oversight, program design (including the awards process, disbursement options, eligible applicants, and income guidelines), and revenue sources; key players, implementation challenges, and related policy are also discussed. The report includes case studies of Housing

Trust Fund programs at the local (Boulder, CO), regional (King County, WA), and state (Florida) level along with links to additional resources.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 2 of this report focuses on strategies to develop affordable housing, including creation of a Housing Trust Fund. The authors provide a brief description of the strategy and discuss anticipated outcomes, implementation challenges, and timing considerations.

#### *Developer exactions*

Use impact fees to finance affordable housing development and preservation.

PolicyLink. (2002). [Equitable Development Toolkit: Developer Exactions](#). Washington, DC.

This report describes types of developer exactions and briefly discusses key players and implementation.

#### *Tax Increment Financing*

Dedicate a portion of tax increment funds to financing affordable housing development and preservation.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 2 of this report focuses on strategies to develop affordable housing, including Tax Increment Financing. Traditionally used to finance economic development projects, some jurisdictions attach other requirements to TIF legislation, such as requiring a certain amount of revenue to be set aside for developing affordable housing. The authors find that TIF is a promising strategy for leveraging additional capital, and note that because the tax rate remains constant for the duration of the TIF period, existing property owners are protected from tax increases during the TIF lifetime and any additional revenue comes from new developments. Implementation challenges include the risk that the designated TIF area's values will not rise or that businesses attracted by TIF funds will go out of business, resulting in a shortfall for repayment of financing.

#### *Real estate transfer taxes*

Establish real estate transfer taxes to deter speculation in gentrifying areas; use funds to finance affordable housing development and preservation.

## 2.2 Create new affordable housing

### *Commercial linkage program*

Require commercial developers to construct affordable housing units or pay in-lieu fee.

PolicyLink. (2002). [Equitable Development Toolkit: Commercial Linkage Strategies](#). Washington, DC.

This report describes commercial linkage programs and the variety of options available for designing a linkage strategy. It also discusses key players, financing, implementation, and related policy. Three case studies are included, including a regional variation of this strategy used in the Chicago metro area.

### *Inclusionary zoning*

Require or incentivize inclusion of affordable units for new residential developments.

PolicyLink. (2002). [Equitable Development Toolkit: Inclusionary Zoning](#). Washington, DC.

This report describes voluntary and mandatory inclusionary zoning and descriptions of cost-offsets for developers. It discusses key players, financing, implementation, and related policy, and offers four short case studies and links to additional resources.

California Homebuilders Association and the Nonprofit Housing Association of Northern California. (2005). [On Common Ground: Joint Principles on Inclusionary Housing Policies](#).

This paper sets forth a set of recommended principles that the two organizations have agreed can be incorporated into inclusionary zoning programs to enhance their effectiveness in producing affordable units.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 2 of this report focuses on strategies to develop affordable housing, including inclusionary zoning. The authors provide a brief description of the strategy and discuss anticipated outcomes, implementation challenges, and timing considerations.

### *Vacant/underutilized land*

Utilize vacant property receivership; undertake housing rehab for vacant/boarded single-family homes; pursue infill development; land bank publicly owned vacant land.

Center for Community Progress. [Toolkit: Vacant Property Receivership](#). Retrieved December 1, 2012 from:

This webpage provides a brief overview of receivership as a tool to restore vacant properties to productive use. It includes a link to a report on the use of receivership to revitalize neighborhoods and empower communities in Baltimore.

Alexander, F. (2011). [Land Banks and Land Banking](#). Washington, DC: Center for Community Progress.

This comprehensive report offers community leaders a step-by-step guide for creating land bank programs to take control of problem properties and leverage them for equitable development. It includes several case studies, provides examples of state enabling legislation, and discusses financing, implementation, and governance of land bank programs.

#### *Revise zoning*

Revise zoning code to allow for greater flexibility in affordable housing development.

Levy, D.K., Comey, J., & Padilla, S. (2006). [In the Face of Gentrification: Case Studies of Local Efforts to Mitigate Displacement](#). Washington, DC: The Urban Institute.

This report's case study of St. Petersburg's Bartlett Park neighborhood describes how, in conjunction with other strategies to increase affordable housing production, the local government changed its zoning code to allow for mixed-use developments and increased density.

## **2.3 Preserve affordable housing**

#### *Code enforcement*

Use penalties attached to housing code enforcement to negotiate benefits for tenants of multi-family dwellings with negligent owners (e.g., reduce tenants' rent until compliance is achieved or transfer ownership to tenants or community organizations).

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 2 of this report focuses on strategies to develop and retain affordable housing, including the use of code enforcement policies to penalize negligent property owners, creating an opportunity to negotiate for the benefit of tenants. The authors note that because landlords may be required to pay for improvements to their properties, code enforcement could result in higher rents for tenants and therefore increase the risk of displacement unless used in connection with other strategies. Such strategies include programs requiring the retention of units as affordable housing or the inclusion of affordable units in rehabilitated buildings, and connecting tenants to a community organization that can help them navigate the negotiation process and/or the transfer of ownership to an entity that will preserve affordability.

PolicyLink. (2002). [Equitable Development Toolkit: Code Enforcement](#). Washington, DC. Retrieved from:

This report describes the use of housing code enforcement as a tool to transfer ownership of multi-family dwellings to tenants or community organizations in cases where codes have been violated. It discusses implementation, key players, and related policy, and includes a case study for Washington DC's Columbia Heights neighborhood.

*Replacement ordinance and “right to return” policy*

Enact replacement ordinance requiring one-for-one replacement of affordable units lost due to revitalization; enact "right to return" policy under which new affordable housing must give an admissions preference to persons displaced by revitalization.

Damewood, R. and Young-Laing, B. (2011). [Strategies to Prevent Displacement of Residents and Businesses in Pittsburgh’s Hill District](#).

- This paper provides an overview of the Hill District’s history of disinvestment and recent development pressures. It reviews anti-displacement strategies that have been used throughout the country and discusses the efforts of a neighborhood advocacy group and community development law firm to have these strategies implemented in the Hill District. The paper includes Hamtramck, Michigan’s “right to return” policy, the result of African American former residents’ class action lawsuit against the city for discriminatory urban renewal efforts, that requires the city to develop affordable replacement housing and give children and grandchildren of displaced residents first priority for returning. The authors recommend adopting a right to return policy for the Hill District under which all new housing development plans much give admissions preference for displaced persons, including residents who were displaced by urban renewal and their descendants.

*Retain expiring-subsidy units*

Offer tax incentives to renew contracts for expiring affordable multi-family housing; encourage owners to seek federal incentives to renew contracts and/or restructure mortgages; grant local government, nonprofits, or tenants right of first refusal for purchase of property; require owners to pay a conversion fee to cover tenant relocation costs.

PolicyLink. (2002). [Equitable Development Toolkit: Expiring Use](#). Washington, DC.

This report describes the problem of expiring subsidies for affordable properties. The authors note that preservation of affordable units is an important strategy for maintaining housing for a mix of income levels in gentrifying areas and can be a cost-effective means of preventing displacement before it happens. They lay out a framework for a successful housing preservation campaign that includes picking and researching properties, helping tenants organize, and choosing a strategy (litigation, persuasion to renew, or purchase by a third party). The report offers case studies of San Francisco, which passed ordinances designed to prevent market-rate conversions, organized tenants, and committed significant funding to affordable housing preservation, and tenant-organizing in Anoka, MN to preserve an affordable multi-family building.

Achtenberg, E. (2002). [Stemming the Tide: A Handbook on Preserving Subsidized Multifamily Housing](#). New York, NY: Local Initiatives Support Coalition.

This comprehensive report discusses ways to preserve the affordability of HUD-assisted multifamily properties for low-income households. It includes tools and strategies available for preservation at all levels of government.



### *Rent control*

Enact rent control policies to maintain affordability.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 2 of this report focuses on strategies to develop and retain affordable housing, including the use of rent control policies. The authors provide a brief description of the strategy and discuss anticipated outcomes, implementation challenges, and timing considerations.

PolicyLink. (2002). [Equitable Development Toolkit: Rent Control](#). Washington, DC.

This report describes elements of strong rent control laws to protect tenants from rising housing costs and provides counterarguments to the most common arguments against rent control policies. The authors provide brief case studies for Hoboken, NJ, Santa Monica, San Francisco, and Baltimore as well as links to rent control legislation and ordinances.

### *Eviction protection laws*

Enact strong eviction protection laws to prevent eviction without just cause in neighborhoods experiencing speculation.

PolicyLink. (2002). [Equitable Development Toolkit: Just Cause Eviction Controls](#). Washington, DC.

This report describes ordinances to protect renters by ensuring that landlords can evict only with just cause. Such controls typically apply to owners of buildings with more than a certain number of units, protect vulnerable tenants (e.g., low-income, elderly, people of color), and protect tenants in danger of eviction due to a bank foreclosure on the property. Effective just cause ordinances include enforcement mechanisms and expedited processes to deal with unjust evictions. The report discusses several advantages associated with this tool, including protection of tenants who have month-to-month leases, prevention of the steep rental increases that often accompany rapid resident turnover, and stabilization of communities. Challenges include a nationwide trend of dismantling laws that restrict property owner rights, the need for widespread tenant rights education, and the need to couple just cause eviction controls with other tools such as rent controls. The report includes two short case studies and links to additional resources.

### 3. Build assets and retain residents and businesses

#### *Homeownership Programs*

Provide downpayment and closing-cost assistance to first-time homebuyers; support Section 8 Homeownership program; establish homeownership and foreclosure education and counseling programs; provide funds for home repair and rehab; provide assistance to owners to create accessory dwelling units to reduce financial burden of homeownership.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

See Section 3 of this report focuses on asset-building strategies, including homeownership education and counseling and the Section 8 Homeownership program. For each strategy, the authors provide a brief description and discuss outcomes, implementation challenges, and timing considerations.

#### *Commercial Stabilization*

Provide technical assistance, financial advising, microlending, design assistance, and storefront improvement funds to small businesses; undertake basic streetscape improvement projects.

PolicyLink. (2002). [Equitable Development Toolkit: Commercial Stabilization](#). Washington, DC.

This report describes the range of available commercial stabilization tools, which can include capital investment, design guidelines, business attraction, facade improvement, and commercial development. It discusses key players, financing, implementation, and related policies and offers case studies of commercial stabilization efforts in Oakland and Berkeley.

Sobel, E. (2008). [Austin, TX: The East Austin Neighborhood](#). Dallas, TX: Federal Reserve Bank of Dallas.

This case study of East Austin identifies several issues facing the gentrifying neighborhood, including challenges for small businesses. Faced with rising rents, business owners have reported a desire to increase their ability to network with other local businesses to create an East Austin business district with a distinct identity to draw customers, as well as a preference for working with microenterprise lenders rather than large banks. To help small businesses retain their viability in a changing market, local nonprofits provide technical assistance and microlending and run a forum series to inform owners about local economic and political trends. The city also provides loans of up to \$20,000 to nonprofits and new and existing neighborhood-serving small businesses that relocate to East Austin.

### *Individual Development Accounts*

Establish savings program that provides matching funds for contributions from residents; allowable uses include homeownership costs, education, entrepreneurship, etc.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 3 of this report focuses on asset-building strategies, including Individual Development Accounts. The authors provide a brief description of the strategy and discuss anticipated outcomes, implementation challenges, and timing considerations.

### *Property tax relief*

Defer property taxes for lower-income homeowners facing rising property values.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 2 of this report focuses on strategies to retain affordable housing, including tax relief for homeowners in the form of legislation that defers payment of property tax increases resulting from gentrification-related appreciation. When the home is sold, the deferred tax payments can be paid for using profits from the sale. Tax relief may be coupled with low-interest loans or grants to lower-income residents to assist with home maintenance costs. The authors note that elderly homeowners in particular may benefit from property tax deferral and financial assistance, as they often do not have sufficient income to cover increased tax payments or repairs. Garnering local support for tax deferral policies and financial assistance programs is cited as the primary challenge to implementation.

### *Resident ownership*

Create financing program to enable tenants to purchase expiring-subsidy properties and maintain them as affordable housing; support creation of limited-equity housing co-ops with purchase priority given to current neighborhood residents; support Community Land Trust (CLT) programs.

PolicyLink. (2002). [Equitable Development Toolkit: Limited Equity Housing Cooperatives](#). Washington, DC.

This report describes models of cooperative housing ownership and discusses financing strategies, key players, related policies, and implementation challenges. It includes a case study of limited-equity housing cooperatives in New York.

Levy, D.K., Comey, J., & Padilla, S. (2006). [Keeping the Neighborhood Affordable: Housing Strategies for Gentrifying Areas](#). Washington, DC: The Urban Institute.

Section 3 of this report focuses on asset-building strategies, including limited-equity housing cooperatives and Community Land Trusts. The authors provide a brief description of the strategy and discuss anticipated outcomes, implementation challenges, and timing considerations.

PolicyLink. (2002). [Equitable Development Toolkit: Community Land Trusts](#). Washington, DC.

This report describes the Community Land Trust model, under which a private nonprofit organization creates affordable homeownership opportunities by leasing land for a nominal fee to individuals who own the buildings on the land. By retaining ownership of the land, CLTs are able to greatly reduce the cost of purchasing a home. Buyers agree to limit the amount of profit they make on the sale of the home, ensuring permanent affordability. The authors discuss land acquisition, financing, related policies, and implementation challenges. Case studies of CLTs in Albuquerque, Portland, and Burlington, VT are included.

#### *Targeted economic development*

Create organization or program dedicated to job training and business development for residents in at-risk areas.

Levy, D.K., Comey, J., & Padilla, S. (2006). [In the Face of Gentrification: Case Studies of Local Efforts to Mitigate Displacement](#). Washington, DC: The Urban Institute.

This report's case study of Seattle's Central Area describes how the local Chamber of Commerce created an Urban Enterprise Center focused on job training and business development for residents in that neighborhood.

Gibbons, A. and Haas, G. (2002). [Redefining Redevelopment: Participatory Research for Equity in the Los Angeles Figueroa Corridor](#). Los Angeles, CA: Figueroa Corridor Coalition for Economic Justice.

This report summarizes research undertaken by the coalition to identify best practices for designing a community jobs program. Now operational, [the program](#) trains low-income residents for jobs generated by investment in the corridor.

*Resident shareholders*

Offer residents stock ownership in CDC commercial real estate projects; support cooperative business enterprises in at-risk neighborhoods.

PolicyLink. (2001). [Equitable Development Toolkit: CDCs with Resident Shareholders](#). Washington, DC.

This report describes the emerging strategy of offering residents stock ownership in CDC projects, and discusses financing, related policies, and implementation challenges. It includes a case study of Good Hope Marketplace, a retail shopping center in Washington, DC that is owned by a local economic development corporation that makes 10% of its stock available for purchase by neighborhood residents.

PolicyLink. (2002). [Equitable Development Toolkit: Cooperative Ownership](#). Washington, DC.

This report describes models of cooperative business ownership, including worker cooperatives, employee stock ownership plans, consumer cooperatives, and producer cooperatives. It covers financing, related policies, and implementation challenges and includes case studies for a worker cooperative temp agency in Baltimore and a producer cooperative in Puerto Rico.

*Preserve cultural facilities and landmarks*

Preserve culturally important institutions, sites, landmarks and art.

Indiana Landmarks. [African American Landmarks](#). Retrieved December 1, 2012.

This website for Indiana Landmarks, a nonprofit historical preservation group, describes the work of its African American Landmarks Committee to find properties important to Indiana's African American history and offer technical assistance and grant funding to help owners preserve endangered landmarks.

Weber, J. (2003). [Politics and Practice of Community Public Art: Whose Murals Get Saved?](#) Los Angeles, CA: The Getty Conservation Institute.

This essay describes the loss of culturally historic murals through redevelopment processes and makes the case for their preservation.

**Early**

Commercial stabilization
Homeownership programs
Individual Development Accounts
Preserve cultural facilities and landmarks
Resident ownership
Resident shareholders
Support community building initiatives
Targeted economic development
Task force
Revise zoning
Vacant/underutilized land
Developer exactions
Document recording fee
Housing levy
Housing Trust Fund
Tax Increment Financing
Eviction protection laws
Health Impact Assessment/Environmental Impact Assessment
Community Impact Report
Neighborhood planning process
Real estate transfer taxes
Code enforcement
Retain expiring-subsidy units

**Mid**

Commercial stabilization
Homeownership programs
Preserve cultural facilities and landmarks
Resident ownership
Resident shareholders
Support community building initiatives
Targeted economic development
Task force
Property tax relief
Revise zoning
Vacant/underutilized land
Commercial linkage program
Inclusionary zoning
Developer exactions
Document recording fee
Housing levy

Housing Trust Fund
Tax Increment Financing
Eviction protection laws
Health Impact Assessment/Environmental Impact Assessment
Community Impact Report
Neighborhood planning process
Real estate transfer taxes
Community Benefits Agreement and tools
Rent control
Code enforcement
Retain expiring-subsidy units

**Late**

Property tax relief
Revise zoning
Commercial linkage program
Inclusionary zoning
Developer exactions
Document recording fee
Housing levy
Housing Trust Fund
Tax Increment Financing
Health Impact Assessment/Environmental Impact Assessment
Community Impact Report
Community Benefits Agreement and tools
Rent control
Retain expiring-subsidy units
Replacement ordinance and “right to return” policy

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# Sarah Augustine

**#334689 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am a HUGE advocate for the Lower SE Rising plan. We are raising our family in Brentwood Darlington and here for the long haul. We live in Portland because we want to live sustainably and as car free as possible. We value being able to walk and bike safely in our neighborhood. We want to see more local businesses, amenities, safer streets with more traffic calming, and accessibility. Currently it's challenging and feels unsafe to bike or push a stroller down most of the streets in BD, and this inhibits us from moving freely day to day in our neighborhood and getting around in healthy ways and recreating.

Testimony is presented without formatting.

# Carver Akiteru Oblander

**#334688 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I live and work in the plan area, and I am excited for this opportunity to improve the safety and livability of these neighborhoods, while also rising to meet the current and future needs of the area and the wider city. My preferred method of transportation is to bike, but I often find my efforts to bike stymied by dangerous vehicle traffic, surprise gravel roads or disappearing bike lanes, and hard-to-cross intersections, even for short trips around Woodstock. Similar obstacles discourage walking or taking transit, on top of a lack of reliable and fast transit service. I am hopeful that this plan will begin to address some of these issues, as well as offer some mitigation for our housing crisis by allowing for future density to meet growing population needs. Please consider supporting this plan. Thank you.

Testimony is presented without formatting.

# Dave Peticolas

**#334687 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Please support this plan, increasing housing production and creating walkable commercial areas are both critical goals for all areas of Portland.

Testimony is presented without formatting.

# Aliys Smyth

**#334686 | April 24, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I have been following the Lower SE uplift plans and am excited to see much needed changes coming to the neighborhoods here. I live in Mt. Scott Arleta and our family bike and walk a lot. I see in the recommended draft document that there will be a bike lane and a pedestrian crossing on SE 72nd btw Foster and Harold (essentially connecting to Foster). This is so very important for this area and would make sense especially with the new community center opening up next year and would connect to the bike route along Foster. We find we have to bike on the sidewalk at SE 72nd to get to the foster bike lane (my son bikes to Kellogg middle school). Also separately, I biked one day up SE 72nd back home from the Springwater corridor and felt very unsafe with cars speeding by and had to get on the sidewalk multiple times. As for the crossing in the stretch on SE 72nd btw SE Harold and SE Foster , I see people (including those with strollers and dogs) trying to cross SE 72nd all the time in this stretch and cars speeding by. Also, I notice there aren't a lot of cars that park here and this section of SE 72nd has plenty of room for a bike lane and a crossing. Also, more trees and greenery could easily be planted here along 72nd and less space for cars to park and make this more pleasant to walk down. The shopping areas shown in the plan should include affordable grocery stores. This area is a food desert and there aren't any places we can easily walk to to get groceries. I am all for the changes happening and hoping the Lower SE Rising plan passes and is funded.

Testimony is presented without formatting.

# Catie Tam

**#334685 | April 24, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am supportive of the Lower SE Area Rising Plan. The plan focuses on Brentwood-Darlington and some of the projects are already being worked on! This is great news for an area that has been neglected for years. I do have a few comments about what happens next. There is a major need for safety improvements on Woodstock Blvd between SE Cesar Chavez – 52nd Avenue and this is considered a Tier 2 Priority. It is unclear how the Tier 2 planning will continue, and I am worried that projects like this will be forgotten or pushed out into future plans. Woodstock Blvd will see needed improvements east of 52nd but the Pedestrian Corridor west of 52nd is not deemed a priority. I am very concerned about cars speeding near the library and down Woodstock Blvd to Cesar Chavez, cars parking all the way to the corners so you can't see cars/drivers can't see you when crossing, cars turning left after the light at 46th turns red, and a lack of adequate street lighting, among other issues. This Pedestrian Corridor will see a large increase in residents with more than 500 apartment units coming to a small area in this neighborhood. Safety and accessibility improvements are greatly needed! In this same area, the Lower SE Area Rising Plan also identifies the unimproved roads near the Woodstock business corridor as street paving priorities. It is unclear how/when the planning will continue for these improvements as it seems to fall outside the scope of this plan. There is a need for a comprehensive transportation plan in the Woodstock Neighborhood to tie what the Lower SE Area Rising Plan did and identified as priorities with the other transportation needs of the neighborhood (i.e. creating a safe and accessible neighborhood through alternative street designs that prioritize pedestrians and cyclists while limiting cut-through traffic and road dust). Please consider creating a Woodstock Transportation Plan as a logical next step for this area.

Testimony is presented without formatting.

# Nancy Chapin

**#334684 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

As a 36 year resident of Brentwood-Darlington and a member of the Lower SE Rising community Committee, I recommend, encourage and hope that the Council will approve our recommendations to create a more livable, accessible, diverse, attractive and developable community in the designated areas.

Testimony is presented without formatting.



# Lee Castle

**#334683 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

This is a fantastic initiative for the local community. we are crying out for some walkable commercial centers and restaurants that will uplift the community and the local economy. Please vote to go ahead with this

Testimony is presented without formatting.

# Christopher Konieczka

**#334682 | April 24, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am a 15 year resident of the Lower Southeast Rising area in strong support of approving the plan. Planned or not, development is already expanding into our neighborhoods. It could be more equitably and responsibly executed using the plan as a guide. Further, the improvements to transportation infrastructure will create spaces that are safer for all of us to cross the street, especially on 52nd and 72nd Avenues where there are not currently any traffic lights. Our area has long been neglected by the city, passed over as Lents was developed, and we are more than due for some civic investment can bring jobs and services to our neighborhoods. This is a modern, first-world city in the United States of America, but we don't even have many of the streets over here paved. Doing so will improve the access for the disabled, parents of young children in strollers, and reduce vehicle traffic jams on Woodstock Blvd. as people could then take alternative East/West roads. If you look at the data on the benefits of this type of civic development it is clear that the plan offers benefits to all, but especially to the economically disadvantaged, public transit-dependent population. Thus, opposition to the plan should be correctly found to be unjust, racist, classist, and a definitely move away from embracing the values that we come together to live under as Portlanders.

Testimony is presented without formatting.

# Myles Twete

**#334678 | April 24, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

My name is Myles Twete and my wife and I have been residents of the Brentwood-Darlington neighborhood for the past 26 years. In reviewing the Lower Southeast Rising draft proposal and reading testimonies submitted, I think the zoning changes generally look good and are fitting with the intended focus---to create a new neighborhood center and build density and services along transportation corridors. Having lived in SE since 1989, I have seen some radical changes spawned by zoning changes, some for the better, some not. The 'tunneling' of Division between 20th and 52nd by allowing 4+ story multi-use buildings has never sat well with me. I knew people who owned homes 1 block North of Division---homes that were thereafter denied sunshine. The city zoning changes allowed that to happen. Sure, increased height limits on the South side of the street is fair, but doing that to residential neighbors to the North was just rude. Add to that the fact that parking in those areas has become nightmares, it's really hard to understand how all of it was for the better. And so, in reading this proposal and the public testimonies, I was moved by the testimony of Project Advisory Committee member Kathy Brock. Her concerns of the impacts of the 72nd/Flavel community center zoning density increases on her own neighborhood resonate with me. Especially her pointing out what happened on Division with similar changes. In short: I support the statement made by Kathy Brock. Please consider impact on existing neighborhood residences before increasing density and height limits. These considerations must include impact to solar gain, parking, noise and traffic. Sincerely, Myles Twete, P.E.

Testimony is presented without formatting.

# Katie Copeland

**#334677 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I love it! Will bring more infrastructure, businesses and life to the neighborhood. I welcome the improvements and changes.

Testimony is presented without formatting.

# Aaron Kelsh

**#334676 | April 24, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I fully support the notion of bringing new life into our community and encouraging those outside it to visit us. I hope this will be a positive development for the Brentwood Darlington area and would love to see it pass!

Testimony is presented without formatting.

# sebastian & tera r

## #334674 | April 24, 2024

### Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Our families here in Mt. Scott Arleta urgently need assistance. Southeast Woodstock between 52nd and 69th is a 25 MPH zone, yet our community endures ongoing speeds of 50-70 MPH, with recurring higher speeds exceeding 100 MPH. Live Commercial Doppler Radar data shows these are not isolated occurrences, but the norm. Notably, 85% of the traffic, including cars, motorcycles, dump trucks, and 18-wheelers, travel at nearly twice the speed limit (44 MPH). SE Woodstock, designated as a "Neighborhood Collector," is engineered in a way that encourages freeway-like speeds, making activities as simple as backing out of driveways at school hours perilous. The high speeds have led to numerous accidents and the loss of many pets, with frequent near misses involving children and pedestrians. DATA — The short segment of road 52nd to 69th, from January 1, 2018, to June 30, 2023: • Reported Collisions = 107 • Total Citations Issued = 3 Please see this video of cars speeding at 90-100 MPH and a semi at 51 MPH:

<https://www.youtube.com/shorts/G-moVqeO9v8> We began reporting this data to PBOT for over a year. The people at PBOT are truly amazing and want to help, but their hands seem to be tied. Little to nothing is happening fast enough as tons of accidents and dead pets continue. PBOT lowered the speed limit and installed live speed signs, but these measures have had zero impact. We are requesting budget and guidance for implementing traffic calming measures. Our community would benefit from a couple of islands with lane offsets similar to those on 44th and 49th, enhancing both safety and maintaining the current community character. We can make great things happen in Portland, TOGETHER. “You”, and all of us, have the power to make a difference. Thank you, ..sebastian (and community)

Testimony is presented without formatting.

# Bevan Augustine

**#334673 | April 23, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Esteemed Members of the City Council, I strongly urge you to support The Lower Southeast Rising plan in its entirety. I've lived in Brentwood Darlington since 2017 and became a member of the project Advisory Committee because of how important this plan is to my community and family. The plan has the potential to improve the safety and quality of life for Brentwood Darlington Residents, while helping the City of Portland achieve its housing, transportation, and climate goals. As the father of a young child, it is extremely challenging to find safe and accessible routes to businesses and services around our neighborhood. Increasing density along 52nd and creating a new neighborhood center at 72nd and Flavel will increase the availability of services and affordable housing nearby, while the greenway and street improvements will make walking, pushing a stroller, or riding a bike much safer. The City of Portland did an amazing job engaging the community and incorporating feedback from a diverse set of stakeholders in Brentwood Darlington and the surrounding areas. Please help make our neighborhood a better place for everyone, please approve the Lower Southeast Rising plan.

Testimony is presented without formatting.

# Kathy Brock

**#334672 | April 23, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Please DO NOT rubberstamp this plan. I was a member of the Lower SE Advisory Committee that provided public input on this plan, and I disagree with much of it. Throughout the process I repeatedly expressed my concerns and increasing horror. I'm glad all the meetings were via Zoom because after every session I found myself either in tears or enraged—or both. My key disagreement is about the establishment of commercial nodes and expanded multifamily designations. They are truly unnecessary given the proximity to tons of commercial options on SE 82nd Avenue. We're a suburb! We already have a local grocery store within the "15-minute" zone that city backers are trying to establish for services. That's enough. We don't need another 82nd Avenue a mere ten blocks away here on 72nd. That is ridiculous—work on making 82nd better instead of dragging 72nd into the fray. The commercial node proposed for 72nd Avenue and Flavel Street is the most horrific to my family both in livability, privacy and financially. My home butts up to existing commercial just north of Flavel Street. With the new zoning, it could result in a five-story building right next door to my home of more than 30 years. Right now I live next to a one-story strip mall—under this plan it could be a five-story monstrosity that looks right into my bedroom and shadows my house. My south-facing solar panels would be completely eclipsed and our investment in that fails completely. Advisory committee folks have suggested that it's unlikely a five-story building would be built next door. I don't believe that. The same thing has happened in the Division Street area and developers, unless it's disallowed, typically find a way. I have a friend who lived near Division who was essentially forced to sell when a seven-story apartment building was constructed along Division. Her previously private backyard (and hot tub) suddenly was everyone's main view. Commercial areas bring more crime, result in less parking and definitely hurt the neighborhood character. I could cite numerous examples if you need them. Just look at all the criminal activity in the 82nd and Flavel area if you want a preview of what's to come with the 72nd Avenue "node." Beyond that, do we really need a commercial area right next to the grade school I think not. While my family may be damaged the most by the 72nd and Flavel commercial node, my neighbors have similar concerns. Early in the Advisory Committee process I gave extensive written input regarding my concerns about the commercial node and traffic issues. The group's city support at that time basically told me that the city wouldn't do street improvements or other beneficial portions of the overall plan unless they could have a commercial area designated. Translation: The city just wants more tax dollars and doesn't really care about our neighborhood. Here's what I think should happen: 1. Leave the zoning alone. Do not add commercial or multifamily and for god's sake



don't expand it or offer incentives; 2. Pave the gravel streets, put sidewalks on the thoroughfares, fix crosswalks; 3. Expand public transit and bike lanes into the area. We shouldn't be punished for being longtime homeowners here in Brentwood Darlington and this advisory plan does precisely that—it hurts us, both in loss of privacy and in the pocketbook (future home sales value and in my case, solar energy loss.) The only thing likely to increase is crime and traffic, both foot and car. During the Advisory Committee meetings, folks often tried to “reassure” me that none of these developments would happen quickly and requirements could be refined to ensure that none of the nightmares I've imagined could happen. Firstly, I think that's a bit naïve even if well intended. No one knows when a project area may heat up. Secondly, even if these changes don't result in anything immediately, my property LOSES value just having the possibility on the books. I feel that's extremely unfair. I support some gentrification in the area because my property is the only “retirement” plan I have and I'm certain I'm not alone. What is being proposed here will HURT my resale ability even if I'm forced out due to the changes like my friend near Division Street experienced. My family has worked hard to upgrade our property steadily and pay ever-increasing property taxes. Meanwhile we have a neighborhood that still has a bunch of gravel roads (a major gripe,) inadequate bus service for many and inadequate sidewalks (the new ones going in on Flavel are appreciated.) We should be able to address the problems with gravel roads, bus service and sidewalks without being punished with more businesses and multifamily. Kathy Brock 7425 SE 72nd Ave. Portland, OR 97206

Testimony is presented without formatting.

# Alex Hoyt

**#334671 | April 23, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Would love sidewalks with trees and planters. Filling in potholes, road improvements, and keep as much nature as possible.

Testimony is presented without formatting.

# Lidiya Khoroshenkikh

**#334670 | April 23, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I found that this plan quite literally is out to ruin all of Brentwood Darlington intentionally. This will just become make our streets over populated and having the dream of owning a house impossible. When going to the public testimony a few months back you did not take in any of the advice or cries of no. You are purposefully gentrifying people and homeowners. We don't want to be surrounded by apartments and you put us in an uncomfortable position of moving out of our once beloved neighborhood. This neighborhood will turn into a neighborhood of crime. You don't care about the people who live in this neighborhood all you care about is money going into your pockets and it shows. You preyed on the elderly who live here to make a plan of crime. You claim to help "support" us why don't you put that money into opening a hospital? Big chain grocery store? School? Clean up of homeless people and their junk? Those things would improve and make our neighborhoods safe instead of using tax payers money into a program that kills it's citizen. I have lost hope in Portland. It doesn't actually want best for it's citizen. It wants chaos, destruction and for people to live like sardines instead of growing up in homes. Once people move out or sadly dies from older age you will sink your claws into their house to make it into a duplex, apartment and the effect of that is frustrated and hopeless neighbors. Who ten will move out and you will be on your next prey. For all of those who support this plan we'll see in the next few years how this once loved neighborhood will turn into crime, pain and hopelessness. You guys will burden the whole Clackamas County and that may be partially the reason why you choose this area.

Testimony is presented without formatting.

# Kelly Jacobs

**#334669 | April 23, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Create and maintain a controlled intersection at S.E. 60th and Woodstock. This is a main crossing for people going to/from Lane Middle School and Brentwood park.

Testimony is presented without formatting.

# Jenny Snyder

**#334668 | April 23, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

As the Woodstock neighborhood is rapidly growing and traffic is increasing I would like to advocate for higher traffic safety at the crossing of Woodstock and 60th. This is a main route for families travelling from north of woodstock down to Lane Middle School and Brentwood park, its also a common route for current Woodstock students (prior to school boundary change) travelling north to get to school and to Woodstock park. There is no current signage/painting/lights to help make this crossing safe and cars do not easily stop for pedestrians on this stretch of Woodstock. Thanks for your time.

Testimony is presented without formatting.

# Curtis Zeigler

**#334666 | April 23, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I live on the SE corner of SE Flavel Street and SE 80th Avenue. Because 80th Ave is a poorly kept, unpaved street, there is a lot of dust and debris that covers our property throughout the year. This includes mud and trash that piles up where the driveway meets the street which causes sometimes large portions of the sidewalk to be slippery and/or unsafe for my family and the public. People also seem to feel free to dump their trash, including furniture and appliances, along the street, particularly near my home, because no one is held accountable for such actions. People also regularly use the bushes across from my street for drug deals, drug use, public urination/defecation, sexual acts, shelter, and many other undesirable things. Myself, my wife, and my four children have all witnessed all of the above directly outside of our kitchen window on a regular basis throughout our time in this home. If the plan is to allow for more foot traffic and presumably more parking because of more housing and business options on our little block, then I believe Southeast 80th Avenue needs to be paved with sidewalks and landscaping to prevent the ongoing issues that have persisted because no one is responsible to upkeep that road or hold people accountable for their illegal and undesirable actions. I think paving that road would also ease traffic in the long run as it gives people an option to avoid the busier intersection of Southeast Flavel St and Southeast 82nd Ave. My request is that this would be completed as part of any upgrades or changes to the zoning of our area. Otherwise, I believe the issues I've listed above will only get worse as more people and more parking are needed on our little block. Thank you for your time and consideration.

Testimony is presented without formatting.

# Ben Cassidy

**#334664 | April 22, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Greetings, I am writing in support of the Lower Southeast Rising Plan. In order to preserve what we love about Portland, we must aggressively build more dense housing and infrastructure that is friendly to cyclist and pedestrians to support the increasing population in the area. While this plan makes a lot of positive changes, I ask that heavy use of roundabouts in neighborhood intersections be included. While walking and jogging in my neighborhood, I frequently see cars speeding and running stop signs because those laws quickly become suggestions when they are not enforced. A roundabout helps to mitigate this issue while still allowing traffic to flow smoothly. Thank you for your time, Ben Cassidy

Testimony is presented without formatting.

# Cheyenne Boyd

**#334663 | April 22, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

62nd avenue has no speed-bumps, no sidewalks, and is regularly used by speeding cars as a shortcut to Johnson creek road. There are no speed deterrents and It's become incredibly dangerous for our children, pets and residents. As a whole, Brentwood Darlington is a gem of a neighborhood. It's primed to be a walkable haven with some only a handful of small infrastructure investments: 1. Wide sidewalks with built-in-trees to provide temperature and pedestrian protection 2. Traffic calming efforts such as speed bumps, meridians, planters or barrels 3. Increase in green spaces, bike lanes, crosswalks. 4. Proper street lighting & safe bus shelters If these were installed throughout BD, we'd flourish as a place for small businesses and families.

Testimony is presented without formatting.



# Rebecca Boyette

**#334662 | April 22, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am a resident of Brentwood-Darlington and strongly support the draft plan. Brentwood-Darlington is a wonderfully diverse and supportive community, but in my opinion has suffered from a lack of care and investment from the city for far too long. I would love to see Brentwood-Darlington become a true "complete neighborhood," with more local businesses and community gathering places within walking distance, safer streets for pedestrians and cyclists, improved connectivity to other parts of the city through public transit, and a mix of housing options. I believe the draft plan is an important and overdue step in addressing past inequities and allowing Brentwood-Darlington to flourish for the benefit of all its residents.

Testimony is presented without formatting.

# Laura Ford

**#334661 | April 22, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Parts of this plan seem great: sidewalks, crosswalks, frequent bus service, more tree canopy. But please, god, don't recreate SE Division down here. We don't need overpriced condos with bougie overpriced businesses in modern, soulless mixed-use buildings. Please consider limiting rezoned areas to CM1 at least and not CM2. Everyone I know here loves this part of town because it feels more rural and outside the city. Please don't let developers get rich off ruining that atmosphere. Also, it seems like you think we're in a food desert but I have more easily accessible and affordable food options here than I did when I lived in the Belmont or Boise-Elliot neighborhoods, just sayin'.

Testimony is presented without formatting.

# Phoebe Wu

**#334660 | April 21, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

SE 62nd ave is a road that many kids take to walk so school, but there are no sidewalks or speedbumps to make their way to school safe. With cars speeding down 62nd to avoid the speedbumped street (60th) there is so much traffic going down the road. With little to no trees, the summer heat makes this part of the city much hotter than corresponding neighborhoods. It would feel great to have this area be invested in to improve safety, as this neighborhood has historically recieved little to no funding.

Testimony is presented without formatting.

# Jennifer McGinnis

**#334659 | April 21, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Hello, I understand the need for more housing, and that our neighborhood has access to Trimet routes. At the same time, I'm concerned about the safety of our neighborhood. Specifically, the blocks of SE Ellis, SE Reedway, SE Ramona, and SE Knight between SE 82nd Avenue and SE 80th. We already have cars speeding down these blocks; frequently, cars turn off 82nd at 30 mph (or more) and slow down to a residential 20 mph eventually - usually at the intersections with 80th. These few blocks between 80th and 82nd see the most speeding. We also have many more vehicles parking on the street, limiting visibility. The opportunity to create 4-story fourplexes or rowhouses without any off-street parking will only increase these issues we residents already have. If development allows for no off-street parking, the safety of these blocks will only go down-hill more.

Testimony is presented without formatting.

# C M

## #334658 | April 21, 2024

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am 11 years old and I want to bring up what happened to Division. It was not as busy as it is now. It's zone changed, and an apartment was built. It created lots of traffic. Our streets cannot hold so much traffic. I hope you will listen to this.

Testimony is presented without formatting.

# Matt Spohn

**#334657 | April 21, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Dear City Council Members, I am a resident on S.E. 62 and I'm excited to hear that there is momentum to make our city streets safer and help the often overlooked Brentwood-Darlington neighborhood get necessary and modern updates to help our community thrive. Currently, cars speed at access of 60 mph down our street, fishtail around corners, and do doughnuts in intersections. I've witnessed several near-misses where kids walking down 62 to Lane Middle School have almost been hit, cars almost hit pedestrians on 52, and also on Flavel. I've been personally threatened when I've told people to slow down, and there is no safe way for anyone within our community to walk to our local parks. Bike lanes, sidewalks, speed bumps and speed circles, as well as crosswalks and lights are a must and are the bare minimum to keep your residents safe. Additionally, greenways with native trees for a canopy will greatly reduce the urban heat effect and dangerous temperatures our neighborhood has been facing the past five summers (literally, just two miles away in the Reed neighborhood, you can feel a 10 degree difference because of their tree coverage). We're excited to hear that these things are being considered and I hope that you all see the importance of funding these projects for a neighborhood that has historically not been funded, continues to be unsafe for kids, families, and all living here, and deserves a chance to thrive more. Thank you, Matt Spohn

Testimony is presented without formatting.

# Michelle Spohn

**#334655 | April 21, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Our number one priority is safety. Our roads need speed reduction, sidewalks, and shade so kids (and grown ups) can move around freely and safely. We regularly have cars turn onto our street so fast that they skid out and then accelerate all the way through the stop sign at tenino. We've waved at people to slow down and have been met with scary confrontations. We are constantly on edge when our 3 year old is scootering down the street. He doesn't steer very well and we have vivid nightmares of him swerving toward the middle of the road right as a car comes speeding onto 62nd. Additionally, in the summer months walking around our neighborhood is brutally hot. We have to go about a mile to reach a shaded area to walk. This is WAY too far to travel with a kid in order to reach shade. My 70 year-old father-in-law often cares for our child and I worry about him walking in the heat. We've noticed that the trees we do have in our neighborhood are frequently topped causing an additional hazard. We (my family and neighbors) want tall trees in the middle of the roads that will provide shade, speed reduction, and greenery (as green space is known to lessen stress and create community). We would absolutely LOVE to have a hub where we could walk to get groceries, coffee etc. However, if the streets haven't been fixed to allow for families to flow safely on foot then there's no point in having grocery stores in walking distance.

Testimony is presented without formatting.

# Jonathan Korman

**#334654 | April 19, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

As a homeowner in the Heart Of Foster area, I am delighted by the Lower Southeast Rising Area Plan. It has all of the things I want to see — more mixed-use & local services, more transit and bicycle infrastructure, more housing density. I personally would only fault it not being even more aggressive on all of those fronts. I would love a life where I never •have• to go downtown. More retail near the parks? More frequent service for the 10 or 17 bus? Civic Main Street treatment along more of 82nd? (Heck, how about an 82nd Street streetcar, so long as I am wishing?) One amateur transit nerd observation: I am delighted to see so much attention to protected bike lanes, especially moving the bike lane to •between• the sidewalk and automobile parking on page 111, as I wish we had done on Foster. Looking at the bike lane diagram on 116, I would love to see those trees planted in the bike lane buffer, providing even more protection for cyclists plus traffic calming.

Testimony is presented without formatting.



# Stephenie Frederick

**#334651 | April 19, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

The Brentwood-Darlington Neighborhood Association supports approval of the Lower SE Rising Area Plan. Please see attached letter. Thank you.

Testimony is presented without formatting.



April 19, 2024

City Council  
City of Portland  
1221 SW 4<sup>th</sup> Avenue  
Portland, OR 97204

**Ref: Please approve Lower SE Rising Area Plan**

Dear Mayor Wheeler & Councilors Mapps, Rubio, Ryan, and Gonzalez:

On behalf of our neighborhood, the Brentwood-Darlington Neighborhood Association (BDNA) urges adoption of the Lower SE Rising Area Plan.

Local activists worked hard to help PBOT secure a state grant that -- together with PBOT and BPS funding -- made possible two years of in-depth research and planning in our part of SE Portland.

The plan's recommendations will help to create a walkable neighborhood, which supports the City of Portland's Climate Emergency Workplan. The recommendations will also advance climate justice in the form of services and retention of affordable housing.

The BPS and PBOT planners worked extremely hard to create this valuable plan. We cannot overstate our appreciation of the two bureaus.

Please approve the Lower SE Rising Area Plan.

Sincerely,

Stephenie Frederick, Chair  
Brentwood-Darlington Neighborhood Association

*Letter of support for Lower SE Rising Area Plan approved by BDNA board on April 4, 2024.*

# Anne Castleton

**#334649 | April 18, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

Dear City Council and Lower Southeast Rising planners, Thank you for all the time and effort that went into creating this plan. It is well crafted and taught me about the history and values of my neighborhood. I live at 68th and SE Woodstock Blvd and am writing specifically about the dangerous traffic along our road. I've lived here since 2017 and, though this has always been a dangerous curve, it feels like the crashes have been more frequent and more severe since 2021. I was happy to see that the curve at 69th and SE Woodstock is called out as a dangerous intersection on page 118. Nine of my neighbors have had their homes or their cars crashed into because of this curved intersection - many of them multiple times. We neighbors worked with PBOT to install calming devices but there have been several crashes since then so the intersection needs a stronger approach. I am the only one who has not had my property damaged by a speeding or out of control vehicle and I am hoping the City installs speed bumps and fixes this problem before my number is up!. Please prioritize this intersection.

Testimony is presented without formatting.

# Vance Berry

**#334647 | April 17, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

We live on SE Knapp St, and we strongly support the proposal to develop a neighborhood greenway on SE Knapp from SE 32nd to SE 52nd. There are several schools clustered around Knapp St, and this would make it much safer for kids to get to school

Testimony is presented without formatting.

# Clifton McMorris

**#334646 | April 17, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am for the addition of speed bumps and anything to slow traffic on Steele St. However removing on-street parking is unreasonable as many homes particularly around 41st and Steele do not have driveways or anywhere else to park and do not have close by access to side streets. Please reconsider the layout of allowing 8 full feet for a bike lane unless it also allows for parking. I'm a bike commuter and like bike lanes but the amount of bike traffic on our street does not need that much area given solely to bike lanes. I would also note that removing the center line will also cause cars to divert around each other while turning etc and make it more dangerous for pedestrians crossing. I see it often on our street now and it has a center line. We have an elementary school and park on our street with little to no protection given to pedestrians that are often walking to and from school. Please don't make it worse.

Testimony is presented without formatting.

# Hayden Jorde

**#334645 | April 17, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

As a Portland resident I am in support of this plan. There is a need to allow the development of "missing middle" housing as well as mixed use development in order to help deal with the housing crisis. In my opinion more medium mixed use and medium multi-family housing should be allowed than exists in the current draft of the plan. I am also in support of further improving bike infrastructure in the city. Improved bike infrastructure has been shown to help reduce carbon emissions and I believe there is value in that. The number one priority for this city needs to be to reduce housing costs and rental costs. This plan should also seek to further speed up the construction of ADUs in single family zoned areas, lower minimum lot sizes, eliminate any remaining parking minimums, and permit duplexes and triplexes in single family zones.

Testimony is presented without formatting.

# Val Britton

**#334644 | April 17, 2024**

## Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

As a resident of Woodstock, I experience the shortcomings of our unpaved streets daily. The grading that occurs every three years is woefully inadequate; the street returns to its previous neglected state within a month of grading. I strongly support filling in potholes in gravel roads, improving them sustainably for the long term and aiding drainage while most importantly calming traffic and prioritizing our streets for safely walking and biking. Increasing the tree canopy is also important. One of the greatest assets of the Woodstock neighborhood is the dedicated community care residents show in taking the initiative to improve our environmental health by planting pollinator-supportive vegetation, restoring habitat, improving air quality, encouraging slowness and traffic safety, with the positive side effect of beautifying our surroundings and creating a welcoming place to live. We need to balance protecting this positive neighborhood atmosphere of generosity and initiative with improving street safety that prioritizes walking and biking over driving. With ongoing construction on Woodstock Blvd., cars speed through our unpaved side streets in frustration over the increased traffic, slamming into potholes, swerving around them into yards, and putting our families, pets, and property at risk. Improvements are needed but they **MUST** be made thoughtfully with environmental health and neighborhood safety at the forefront. Thank you for taking this feedback into consideration.

Testimony is presented without formatting.

# Kendall Palmer

**#334596 | April 14, 2024**

Testimony to **Portland City Council** on the **Lower Southeast Rising, Recommended Draft**

I am in full support of all the zoning changes for the entire Brentwood Darlington neighborhood. Our community is centered around people that are caring and strive to make our neighborhood safe as well as centered around caring for each other. We need areas to gather, spend time with family and friends as well as meet our basic needs. Our current grocery store has been an extremely positive asset to our community as well as the environment because we can walk as well as ride Tri-met to the front door. We need more access to food, clothing, entertainment and nature. We also need more affordable housing to meet the housing needs of all income levels. My hope is that we will support these changes in order to improve the livability for all our community members.

Testimony is presented without formatting.