

Portland City Council Agenda
Written Testimony - Item 929/915

1	Agenda Item	Name or Organization	Position	Comments	Attachment	Created
	915	Anonymous	Support with changes	Less money for economic and urban development, more for infrastructure that constantly fails us please. Secondly the text states: "On October 23, 2024, the City Council held a public hearing to review and consider the Plan, TIF Report, Planning Commission Recommendations, and to receive public testimony," but that date has not happened yet so I sincerely hope you mean it 'will be held' as I am very interested in attending. Thank you for your time.	No	10/18/24 10:54 AM
	911	Multnomah County Chair Jessica Vega Pederson	Support	Please see the attached letter from Multnomah County Chair Vega Pederson on behalf of herself, Commissioner Jesse Beason and Commissioner Lori Stegmann responding to the six proposed Tax Increment Financing districts (agenda items 911-916). Also included is a memo submitted by Chair Vega Pederson on behalf of the County Department of Community Services regarding the six proposed districts.	Yes	10/21/24 3:44 PM
	910	Multnomah County Commissioner Julia Brim-Edwards	Support	Agenda items 910, 912-916	Yes	10/22/24 1:32 PM
4	909	Nicole Knudsen		Items 909-916	Yes	10/23/24 4:15 PM



Department of Community Services Transportation & Land Use Planning Divisions

MEMO

TO: Jessica Vega Pederson, Multnomah County Chair

FROM: Marge Bradway, Department of Community Services Director
Megan Gibb, Land Use Planning Director
Jessica Berry, Transportation Deputy Director

Cc: Christian Elkin, Chief Budget Officer
Allison Boyd, Transportation Planning Manager
Eve Nilenders, Transportation Planning Specialist

DATE: October 18, 2024

SUBJECT: DCS Feedback on Tax Increment Financing (TIF) Districts and Proposed Projects

Summary

The Department of Community Services' Transportation and Land Use Planning staff reviewed the proposed Tax Increment Financing (TIF) districts and projects that were presented to the Board on September 17, 2024. Below, staff outline Department policy feedback on the TIF districts, areas and projects.

Overall, Land Use Planning and Transportation divisions support the investments in affordable housing which are planned for most of the TIF district areas. Some general comments regarding the proposal, follow:

- Staff supports investments in the right-of-way and public realm: e.g. streetscape improvements, parks, green infrastructure, improved sidewalks, walkability, connectivity and access to transit. All of these are consistent with several DCS policies such as mobility and access, community health and safety, housing affordability, equity, and Tribal sovereignty.
- In the Central City areas, the County has significant transportation infrastructure and costs associated with operating and maintaining three movable bridges over the Willamette River and the associated viaducts. These are a significant financial burden on Multnomah County and staff would like to understand how the TIF districts could positively or negatively impact the County's financial investment in these bridges.



Department of Community Services Transportation & Land Use Planning Divisions

East Portland TIF Districts

There are three East Portland TIF districts that overlap with Transportation Division work. None of these locations have County land use authority or transportation infrastructure; however, Transportation Division staff work within all three areas. DCS supports investment in affordable and missing middle housing in these areas with residential components.

82nd Avenue

- Position: Multnomah County supports the investment priorities in this area which are consistent with Department values around mobility and access, community health and safety, equity and housing affordability.
- Multnomah County is on public record supporting investments for safety and transit on the 82nd Avenue project both in the Joint Policy Advisory Committee on Transportation (JPACT).
- Nexus: Multnomah County has a seat, currently held by Commissioner Brim-Edwards, on the 82nd Avenue Transit Project Steering Committee, convened by Metro and TriMet. The County voted in support of the preliminary Locally Preferred Alternative (LPA). Staff attend technical committees and support the Commissioner in her role on the steering committee.
- **Support:** Investments in safety, transit, transit-oriented development and affordable housing on and around 82nd Avenue.

East 205

- Position: Multnomah County supports investment prioritizing generational wealth for first-time BIPOC homeowners and improved walkability, connectivity and transit access, with a focus on sidewalks.
- Nexus: The issues facing the East 205 district are similar to issues facing the rest of Urban East Multnomah County. Transportation staff work with Centennial school district and with City of Portland staff to provide safe routes to school programs and support the City's Safe Streets For All grant work on 122nd Avenue.
- **Support:** Investments in transportation on 122nd Avenue and Safe Routes to School in this TIF district.

Sumner-Parkrose-Argay-Columbia Corridor

- Position: Multnomah County supports the 10-15% TIF that will be invested in streets, utilities, green infrastructure improvements, connectivity and accessibility, public recreation, safety, health and resilience investments.
- Nexus: Multnomah County provides transit service in this area and sees a need for greater investment in safe transportation infrastructure that will enable people to more safely access jobs.
- [ACCESS](#), a County-operated job- and community-connector shuttle, provides a last-mile connection to jobs along the Alderwood-Cornfoot-Columbia Corridor. It operates out of Parkrose-Sumner Transit Center in the Sumner-Parkrose-Argay-Columbia Corridor TIF area.



Department of Community Services Transportation & Land Use Planning Divisions

- ACCESS serves NE 105th Avenue where there are three stop pairs along 105th. TriMet Line 87, which is soon to become a frequent-service route, also serves these stops.
- This portion of 105th lacks sidewalks north of Killingsworth until the intersection with NE Alderwood. Because 105th is within a freight district, the lack of sidewalks creates conflicts between freight vehicles and pedestrians (transit users).
- In this area, NE 105th would be a good candidate for improvements at transit stops (landing pads, sidewalk infill, pedestrian-scale lighting) and other transit amenities.
- ACCESS also serves NE Prescott, which lacks sidewalks on the south side of the street. TriMet Line 73 (a frequent-service route) also serves NE Prescott. This area would benefit from sidewalk infill, ADA-compliant infrastructure and pedestrian-scale lighting.
- Most of the neighborhood adjacent to Parkrose Transit Center (south of the TC) also largely lacks sidewalks, making safe access to transit (the MAX, TriMet and C-TRAN bus lines and ACCESS shuttle) challenging.
- **Support:** Investments in green infrastructure, transit and access to transit on NE 105th, NE Prescott, and near the Parkrose Transit Center.

Central City TIF District

The Central City TIF District has three areas, two of which overlap directly with County transportation infrastructure and services.

Central Eastside Corridor

- **Position:** Multnomah County supports the investment priorities in this area, especially residential development like affordable housing units, in collaboration with key community stakeholders including Tribal and Indigenous partners. This is consistent with Department policies for housing affordability and Tribal sovereignty.
- **Nexus:** Multnomah County also owns and maintains three large moveable bridges and their viaducts within this TIF area - the Hawthorne Bridge (including Hawthorne and Madison Viaducts), the Morrison Bridge (including Morrison and Belmont Viaducts) and the Burnside Bridge (including Burnside viaduct). These are large, expensive infrastructure investments for the County. It would be useful to understand how the existence of the TIF districts impacts these County resources.
- **Support:** Investments in affordable housing and transportation projects that support or leverage our bridge investments, especially the Earthquake Ready Burnside Bridge project.

Lloyd Holladay

- **Position:** Multnomah County supports the investment priorities in this area, especially with a focus on economic development and housing. They are consistent with Department values around mobility and access, community health and safety, equity and housing affordability.
- Multnomah County is on record in regional committee meetings in support of the Albina Vision project and alignment between the Albina Vision Plan, Portland's Comprehensive Plan and investments in the Lloyd Center. While this TIF district does not directly overlay with the Albina Vision area, Portland Prosper should coordinate and leverage investments with Albina Vision.



Department of Community Services Transportation & Land Use Planning Divisions

Westside

- Position: Multnomah County supports the investment in infrastructure, utilities, public realm, road extensions, parking infrastructure, utility upgrades, investment in parks and open spaces, streetscape improvements and signage in this area. Multnomah County is also supportive of seismic upgrades in historic districts as noted on slide 23, this language is not included as a bullet point in the letter dated August 29, 2024, however, it is consistent with the Transportation Division's policy on resilience.
- Nexus: The County maintains four Willamette River bridges that provide direct access to/from this district; Broadway, Burnside, Morrison, and Hawthorne bridges. As noted above, these are large, expensive infrastructure investments for the County. It would be useful to understand how the existence of the TIF districts impacts these County resources.
- **Support:** Transportation investments that support or leverage County investments in the Willamette River bridges.



Department of Community Services Transportation & Land Use Planning Divisions

APPENDIX A - For Reference

Land Use and Transportation Division Policy Frameworks

Land Use Policy Framework (DRAFT)

- CLIMATE AND RESILIENCE: Reduce greenhouse gas emissions and increase community resilience to the impacts of climate change through land use practices.
- COMMUNITY HEALTH AND SAFETY: Promote overall health of community members, reduce exposure to health risk factors and mitigate natural hazards through land use practices.
- EQUITY: Promote racial, social, and economic justice through equitable access to land use processes and equitable impacts of land use plans and policies.
- HOUSING AFFORDABILITY: Promote housing opportunities and affordability through land use plans and processes.
- PROTECTION OF NATURAL RESOURCES: Protect natural resources and air, water and land quality for present and future generations.
- PROTECTION OF AGRICULTURAL AND FORESTRY RESOURCES: Conserve agricultural and forestry land and support rural business development that complements farming and forestry.
- CUSTOMER SERVICE AND ACCOUNTABILITY: Provide excellent customer service and accountability in land use planning. Provide equitable public access to land use information, engage affected stakeholders in land use processes and provide predictable permitting pathways.

Transportation Policy Framework

- MOBILITY AND ACCESS: Provide transportation options for people to access destinations and critical services.
- COMMUNITY HEALTH AND SAFETY: Provide a transportation system that promotes community health and safety.
- CLIMATE: Reduce greenhouse gas emissions and increase community and environmental resilience to the impacts of climate change.
- EQUITY: Promote racial, social and economic justice through equitable transportation access, impacts, burdens and benefits.
- TRIBAL SOVEREIGNTY: Respect and integrate the rights of federally recognized tribes into County policies, practices and procedures.
- RESILIENCE: Provide a transportation system that supports equitable community preparation for, mitigation of, and recovery from the impacts of natural disasters.
- ASSET STEWARDSHIP: Manage county transportation assets to earn and uphold public trust.

October 18, 2024

Delivered via email

Dear Members of Portland City Council:

Thank you for the opportunity to provide feedback on the six proposed Tax Increment Financing (TIF) Districts that will be considered by City Council. We thank staff from Prosper Portland for their briefing to the Multnomah County Board of Commissioners on September 17th, and for the individual briefings they have provided to each of our offices.

Multnomah County is supportive of the proposed new TIF Districts, and we appreciate the opportunity to highlight the significant impacts that the foregone revenue will have on County services and uplift key values and priorities of our Board when considering the cost-benefit analysis of these new districts.

Prosper Portland projections show the foregone revenue for Multnomah County to be \$48.9 million per year at its peak, and \$816 million over 30 - 35 years for all six proposed districts. To put one year in context, that is the equivalent of:

- 89.6% of the District Attorney's FY 2025 Adopted Budget
- The same as the cost of operating the dorms in the Multnomah County Detention Center (MCDC) - 448 jail beds (FY 2025 Adopted Budget)
- 98% of the costs of providing 1,385 emergency shelter for adults in the County's Safety Off the Streets - Adult Shelter program (FY 2025 Adopted Budget)

Multnomah County's core values of accountability, social and environmental justice, inclusively leading with race, equity and inclusion, and safety and well-being are guiding principles for the County.

In addition to the impacts to our County's revenue and budget, there are several key values based in these principles that we ask that you prioritize and center when considering the establishment of new TIF districts:

1. **Recognizing Harms:** First, we recognize the harms that have resulted from historic Urban Renewal Areas, which were substantially similar to the TIF funding mechanism. In areas such as North and Northeast Portland, which historically were home to large communities of Black and African American households, investments tied to Urban Renewal led to gentrification and the displacement of many households from their historic neighborhoods. As new TIF districts are established, it is critical that policymakers learn from the historic harms done by Urban Renewal districts, incorporate lessons of [how rising property values can lead to displacement](#) without adequate mitigation strategies in place, and center the voices of communities that have historically been impacted and who would be impacted by rising housing costs and gentrification.

2. **Acknowledging inequities in our property tax system:** Many of the promises the City made to east Portland communities when annexing them decades ago became much harder to fulfill after the passage of Measure 5 and Measure 50, which drastically curtailed revenue to support infrastructure. In fact, the County, City, and jurisdictions across Oregon face mounting infrastructure challenges because of the inequities in our property tax system. TIF districts are an important tool, but they cannot replace the structural reform that could address the multi-generational impacts of public disinvestment driven by the State's property tax policy.
3. **Increasing housing supply:** We strongly support the use of TIF funds for the expansion of affordable housing, housing preservation, affordable infill/middle-density housing, and homeownership opportunities in alignment with regional and local housing production plans; and prior to final approval ask the City to share those plans, with the TIF-supported housing included, with our Board. In the City of Portland's most recent [Housing Needs Analysis](#), the City found that Portland needs to support the development of 120,560 new units of housing by 2045, and our Board supports the development of a range of housing options that provide access to affordable rents, reduce homelessness by increasing housing stock, prevent more people from becoming homeless by keeping existing units affordable, and expand homeownership opportunities to build wealth.
4. **Leveraging existing revenue sources:** We believe investments from these new TIF Districts should be focused to leverage additional sources of funding for key community priorities, including addressing our homelessness crisis, economic opportunity and living-wage jobs, workforce development, expanding access to high-quality preschool, and investing in community-based strategies to mitigate the impacts of the climate crisis. We believe that projects funded by these TIF districts should seek to braid funding - where feasible - with projects funded by revenue sources including Metro's Supportive Housing Services program, local and regional housing bonds, Multnomah County's Preschool for All program, and the City of Portland's Portland Clean Energy Community Benefits Fund.
5. **Supporting our business community:** We support the use of TIF districts to support small and local businesses and entrepreneurship across Portland, especially in areas such as east Portland where previous urban renewal areas fell short of delivering the economic opportunity they promised. We believe that these investments should contribute to the revitalization of Portland's central city, and support our ongoing work to understand how post-pandemic work and travel habits have changed our city and re-envision our downtown and east Portland areas to adjust for anticipated long-term shifts and trends in consumer, residential and workforce trends.

In addition to these core values, we support several potential projects and project categories that our Board believes would be beneficial to the safety, development, and expansion of economic opportunities in Portland.

1. **Expanding critical infrastructure:** We support the use of TIF funds to expand critical infrastructure in areas of Portland that lack these resources, such as areas of Northeast and Portland east of 82nd Ave. Of particular importance are investments to protect pedestrians and bicyclists, ADA accessibility, and increase street lighting. In the [Bureau of Transportation's 2023 Deadly Traffic Crashes Report](#), it was
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found that the rate of traffic deaths in east Portland was two-thirds greater than the rest of the City, that 77 percent of traffic fatalities occurred in low-light conditions, and that there has been a “dramatic increase” in the number of pedestrians who died in traffic fatalities compared to the three years prior. Investments in sidewalks, protected bicycle lanes, and street lighting, particularly on high-crash corridors, will have a significant chance of preventing future traffic fatalities.

- a. Multnomah County continues to support investments for safety and transit on the 82nd Avenue project at Metro’s Joint Policy Advisory Committee on Transportation (JPACT), and supports utilizing TIF resources to increase investments in safety, transit, and affordable housing on and around 82nd Avenue.
 - b. Multnomah County has worked with the City of Portland and the Centennial School District to provide safe routes to schools and support the City’s Safe Streets for All grant-funded efforts on 122nd Avenue, and supports utilizing TIF resources to leverage those investments to enhance street safety east of I-205.
2. **Increase access to recreational and green spaces:** We believe that TIF districts should fund investments to expand access to recreational opportunities and green spaces, particularly in areas with low tree canopy coverage. During the 2021 Heat Dome event, Multnomah County saw 69 County residents die from heat-related illnesses. Areas of our community with low tree canopy coverage, such as in east Portland, have been found to be up to ten degrees warmer than those with adequate tree canopy coverage, creating heat islands; those areas with greater concentrations of heat islands are disproportionately home to low income residents who may lack access to air conditioning. In our region, we have measured a 17 degree difference between the hottest and coolest neighborhoods. That can be the difference between life and death in a heat emergency.
3. **Capitalize on Portland’s unique advantages:** We are supportive of new investments to activate areas of the central city and establish new areas with robust housing, commercial, and tourism-focused resources, amenities and services. We also believe that TIF investments should be used to capitalize on Portland’s unique advantages, such as our robust restaurant and dining community and access to outdoor spaces. To that end, we support the proposed development of the OMSI District in southeast Portland, the exploration of new ways to enhance Tom McCall Waterfront Park and city parks in East Portland, alignment of TIF investments with the economic opportunities presented as an epicenter for sports and sport design, and the establishment of the James Beard Public Market.

Lastly, we make two specific requests to Prosper Portland as they move forward with implementing these new TIF Districts:

1. **Regular updates:** First, we request that Prosper Portland provide our Board with annual, written updates on the status of TIF investments, projects under consideration and development, including the housing pipeline by geographical area and its alignment with regional and local housing production plans, the anticipated and actual amounts of foregone revenue, and the benefits our community receives from TIF investments.
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2. **Involvement in committees:** Second, we request that Prosper Portland add County representatives as participants in the six district-specific, community-led committees that develop project lists and set funding priorities as ex officio, non-voting members. Recognizing the importance of centering community voices on these committees, we believe that County representatives can provide valuable input on these proposed investments and hope to be able to participate in a collaborative manner.
3. **Understanding impacts on County infrastructure:** Finally, in the central city areas, the County has significant transportation infrastructure and costs associated with operating and maintaining three movable bridges over the Willamette River and the associated viaducts. These are a significant financial burden on Multnomah County and staff would like to understand how the TIF districts could positively or negatively impact the County's financial investment in these bridges. We would request that Prosper Portland staff arrange time to meet with County Transportation staff to discuss this matter further.

Please don't hesitate to reach out with questions or thoughts on this feedback. Thank you for the opportunity to provide input and we look forward to next steps.

Sincerely,



Jessica Vega Pederson
Multnomah County Chair



Jesse Beason
Multnomah County Commissioner, District 2



Lori Stegmann
Multnomah County Commissioner, District 4

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

Thank you for the opportunity to provide feedback on the six proposed Tax Increment Financing (TIF) Districts that will be considered by Portland City Council.

Thank you to the staff of Prosper Portland for their briefing to the Multnomah County Board of Commissioners. As a Commissioner with proposed new TIF Districts in my East Portland Commission District, I am supportive of the proposed new TIF Districts. I know that many District 3 residents, community leaders, and local business representatives have participated in the process of developing the proposed districts and the identified investments in the Districts. I am supportive of many of the proposed investments and want to highlight some priorities below:

- increasing housing production in alignment with regional and local housing production plans;
- additional funding for key economic development community priorities, including employment and economic empowerment opportunities connected to living-wage jobs, and workforce development;
- revitalizing local businesses and entrepreneurship in the City's local business districts;
- investing in critical infrastructure in areas of Portland that lack these resources, such as areas of East Portland which have historically not benefited from the City's infrastructure investments. Sidewalks, safer roads, better lighting, protected bike lanes, and safe routes to school are all needed investments, especially along the 82nd, 122nd, and other major transportation corridors within the TIF Districts;
- expanding access to recreational opportunities and green spaces, particularly in areas with low tree canopy coverage which result in heat islands during extreme weather events; and
- activating areas of downtown/central city and East Portland with robust housing, commercial, and tourism-focused resources, amenities and services, including investments in the proposed development of the OMSI District, further enhancements in our riverfronts and city parks in East Portland, alignment with the economic opportunities as an epicenter for sports and design, and the establishment of a Public Market.

Also, I support adding County representatives as participants in the district-specific, community-led committees that develop project lists and set funding priorities. **I agree with this recommendation only if it includes the requirement that the County representative to a TIF Committee be the District Commissioner who has the majority of a TIF district in their District.**

Thank you again for the briefing and the opportunity to comment on your plans.

Regards,



Julia Brim-Edwards
Multnomah County Commissioner, District 3



Testimony to the Portland City Council
Provided by Yasmin Ibarra
Political Director
SEIU Local 49

Re: Support for the City's Urban Renewal Plans (Agenda items #909-916)

October 23, 2024

Mayor Wheeler and Commissioners,

My name is Yasmin Ibarra and I am the Political Director of the Service Employees International Union, Local 49. SEIU Local 49 is a union of nearly 14,000 essential healthcare and property service workers, including the City's subcontracted janitors, security officers, and laundry workers, as well as the officers who provide security services for the Clean & Safe downtown essential services district.

Local 49 also represents thousands of janitors and security officers who work throughout the metro area every day to clean and secure Portland's commercial office buildings. Our members have firsthand experience of the changes Portland has undergone in recent years and share the City and business community's interest in using a variety of tools to reinvigorate Portland's neighborhoods and commercial districts.

The proposed Urban Renewal Plans are one such tool that we are in support of using, as SEIU Local 49 members continue to look for ways to actively partner with City agencies and business leaders as engaged stakeholders working to reimagine what Portland can be.

When the City invests or creates tax incentives such as the new Tax Increment Financing zones, additional tools such as community benefit agreements can be an important way to ensure public dollars are used to achieve the most expansive public good. Prioritizing the use of union contractors can also amplify the benefits of public investment, as responsible union contractors provide living wages, affordable benefits, and important on-the-job working protections that help to ensure workers and their families are not left behind.¹

We hope the City will continue to prioritize economic tools and public investment in good jobs that can provide benefits to those at *all* economic levels of our community. As the City implements these Urban Renewal Zones, we look forward to finding more ways to partner in the work of restoring our region's economy.

Thank you.

Yasmin Ibarra
Political Director
Service Employees International Union, Local 49

¹ For a recent example of an expansive public benefit resulting from contracting, the Federal Bureau of Economic Analysis estimates that every dollar earned by a union janitor and security officer in the Portland metro area generates a return investment of \$1.59-\$1.73 for the community. Using this metric, SEIU Local 49 estimates our 2024 Master Janitorial and Security contract settlements will result in an economic impact of \$33 million dollars over the life of the four-year agreements. (Bureau of Economic Analysis, Regional Input-Output Modeling System multiplier available at <https://apps.bea.gov/regional/rims/rimsii/home.aspx>)

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Portland City Council Meeting
Wednesday, October 23, 2024 - 2:00 p.m.
Verbal Testimony

	Agenda Item	Name
1	915	James Parker
2	915	Carolyn Holcomb