



Bureau of Planning and Sustainability

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## MEMO

**DATE:** May 21, 2015  
**TO:** Planning and Sustainability Commission  
**FROM:** Eric Engstrom, Principal Planner  
**CC:** Susan Anderson, Director; Joe Zehnder, Chief Planner  
**SUBJECT:** Anti-Displacement Policies

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On February 24<sup>th</sup> the Commission received testimony from community groups concerned about how the Comprehensive Plan addresses displacement and expanding access to affordable housing. The testimony included four sections (Equity, Assessment and Mitigation, Housing, and Zoning Projects), with a number of specific policy and programmatic recommendations for each. Staff met with stakeholders from this group on April 2<sup>nd</sup>, April 29, and May 14<sup>th</sup>.

Staff's initial analysis and general recommendations were provided to the PSC in a Memo dated April 10, 2015. Enclosed is draft policy language to implement those recommendations. We anticipate discussion of these recommendations on May 26<sup>th</sup>.



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Coalition Recommendation	Goal/Policy
1-A. Community involvement	<p><b>Additions to Chapter 2 Goals</b></p> <p><b>Goal 2.B: Social justice and equity</b>  The City of Portland seeks social justice by working to expand choice and opportunity for all community members, recognizing a special responsibility to identify and engage under-served and under-represented communities in <b>plan and investment processes, particularly those with potential to be adversely affected by the results of decisions.</b> The City actively works to improve its land use-related decisions to achieve more equitable distribution of burdens and benefits.</p> <p><b>New Environmental Justice Section with the following new policies:</b></p> <p><b>Policy 2.3</b> <b>Extend benefits.</b> Ensure plan and investment decisions promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.</p> <p><b>Policy 2.4</b> <b>Eliminate burdens.</b> Ensure plan and investment decisions eliminate, where practical, associated disproportionate burdens (e.g. adverse environmental, economic or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.</p> <p><b>2.4.a.</b> Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.</p> <p><b>2.4.b.</b> Use plan and investment decisions to address disproportionate burdens of previous decisions, where relevant and practicable.</p>



<p>2 - A. Impact analysis</p>	<p><b>Changes to Chapter 1 - Guiding Principles</b></p> <ul style="list-style-type: none"> <li>• <b>Equity</b> - Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, and improving socio-economic opportunities for under-served and under-represented populations. Inform and involve Portlanders in decisions that affect them.</li> </ul> <p><b>Covered by policy already in Chapter 3 - Urban Form</b></p> <p><b>Policy 3.8 Growth and development.</b> Evaluate the impacts of land use decisions on the physical characteristics of neighborhoods and current residents, particularly under-served and under-represented communities.</p> <p><b>Covered by policies already in Chapter 5 - Housing</b></p> <p><b>Policy 5.11 Impact analysis.</b> Evaluate plans and investments, and other legislative land use decisions to identify potential disparate impacts on housing choice and access for protected classes.</p> <p><b>Policy 5.14 Gentrification/displacement risk.</b> Evaluate plans and investments for the potential to cause gentrification/displacement in areas with concentrations of communities of color, low- and moderate-income households, and renters.</p>
<p>2- B. Mitigation</p>	<p><b>Additions to “Equitable Development” policy in Chapter 3 - Urban Form</b></p> <p><b>Policy 3.3 Equitable development.</b> Guide development, growth, and infrastructure investment to support positive outcomes for all Portlanders.</p> <p><b>3.3.a.</b> Avoid , reduce or mitigate negative development impacts, especially where those impacts inequitably burden communities of color,</p>



	<p>under-served and under-represented communities, and other vulnerable populations.</p> <p><b>3.3.b.</b> Make needed investments in areas that are deficient in infrastructure and services to reduce disparities and increase equity.</p> <p><b>3.3.c.</b> Encourage use of negotiated community benefit agreements for large projects that benefit from new public infrastructure investments, increased development allowances, or financial assistance.</p> <p><b>3.3.d.</b> Consider use of exactions imposed on development as a means to reduce or mitigate impacts.</p>
<p>2- C. Benefit agreements</p>	<p><b>Additions to policy 3.3 in Chapter 3 - Urban Form</b></p> <p><b>3.3.c.</b> Encourage use of negotiated community benefit agreements for large projects that benefit from new public infrastructure investments, increased development allowances, or financial assistance.</p> <p><b>New policy added to Chapter 6 - Economic Development</b></p> <p><b>Policy 6.33 Urban Renewal Plans.</b> Ensure urban renewal plans primarily benefit existing residents and businesses within the urban renewal area through the creation of wealth, revitalization of neighborhoods, expansion of housing choices, creation of business and job opportunities, provision of transportation linkages, protection of residents and businesses from the threats posed by gentrification and displacement, and through the creation and enhancement of those features which enhance the quality of life within the urban renewal area. A special emphasis will be placed on providing timely benefits to groups most at risk of displacement.</p>



<p>2 - D. Capture windfalls</p>	<p><b>No change</b></p> <p>This proposal is more appropriately addressed through tax policy. It is not a Comprehensive Plan topic.</p>
<p>3- A. Permanently affordable homeownership</p>	<p><b>Revised policy in Chapter 5 - Housing</b></p> <p><b>Policy 5.28</b> Permanently affordable housing. Increase the supply of permanently affordable housing.</p> <p><b>Covered by policy already in Chapter 5 - Housing</b></p> <p><b>Policy 5.34</b> Affordable homeownership. Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.</p> <p><b>Policy 5.36</b> Variety in homeownership opportunities. Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.</p>
<p>3 - B. Land banking</p>	<p><b>New policy in Chapter 5 - Housing</b></p> <p><b>Policy 5.XX</b> Land banking. Create a land bank of publically owned land to be held in reserve for construction of affordable housing as an anti-displacement tool.</p>
<p>3 - C. Permanently affordable units</p>	<p><b>Revised policy in Chapter 5 - Housing</b></p> <p><b>Policy 5.15</b> Involuntary displacement. When plans and investments are expected to create neighborhood change, limit the involuntary displacement of under-served and under-represented people. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently affordable housing in affected communities and to</p>



	<p>mitigate the impacts of market pressures that cause involuntary displacement.</p> <p><b>Policy 5.28 Permanently affordable housing.</b> Increase the supply of permanently affordable housing.</p> <p><b>Policy 5.32 Affordable housing resources.</b> Pursue a variety of funding sources and mechanisms including new financial &amp; regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.</p> <p><b>New policy in Chapter 5 - Housing</b></p> <p><b>Policy 5.25 Regulated affordable housing target.</b> Strive to produce at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80% MFI bracket.</p> <p><b>Policy 5.26 Funding plan:</b> Create a funding plan that includes financial and/or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.</p> <p><b>Policy 5.27 Inventory of regulated affordable housing:</b> Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington) region with Metro.</p> <p><b>Policy 5.33 Inclusionary zoning.</b> Use the inclusionary zoning tool to effectively link the production of affordable housing to the production of market-rate housing.</p>
<p>3- D. Tenant protections.</p>	<p><b>New policy in Chapter 5 - Housing</b></p> <p>This is most appropriately covered by state and local regulations and not the Comprehensive Plan. However; a general statement about the importance of tenant well-being and housing stability warrants inclusion in the Comprehensive Plan. :</p> <p><b>Policy 5.XX Renter well-being.</b> Enhance renter well-being</p>



	through tenant’s rights education, more enhanced building inspections and support of regulations and incentives that further housing stability.
4- A. Reconstruction opportunity overlay zone	<b>No change</b> This is a bundle of related to other community development tools such as urban renewal or consideration in return for public investment. It is not an appropriate use of land use regulations under Oregon law.
4 - B. Mixed use zones	<b>No change</b> The current Mixed Use and Central City bonus projects cover this recommendation.

