ECOnorthwest

Understanding Portland Tax Increment Finance District Investment Impacts

2000-2022

Acknowledgments

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Briefing Book Purpose

Tax increment financing (TIF) has been a powerful funding tool to revitalize neighborhoods within the Central City, North/Northeast Portland, and East Portland. City Council, Prosper Portland, and the Portland Housing Bureau were interested in understanding what change has resulted from those investments as City policies and approaches to use of TIF have evolved, and specifically since the year 2000.

This report provides data and information to inform Prosper Portland, Portland Housing Bureau, and the City of Portland's implementation of TIF to maximize equitable impacts and advance community economic development. In the near term, it will inform TIF exploration processes in East Portland and the Central City.

The research in this document is meant to supplement other research that has explored the role of TIF in Portland's development history with a quantitative look at the development, demographic, jobs, and market impacts since 2000. We also note areas that would benefit from additional research in the coming years to more fully understand the impacts of TIF on the communities it is meant to serve.

Research Questions

As City leaders began to explore their response to the expiration of many of Portland's TIF Districts, they asked ECOnorthwest to provide impartial research to answer the following questions:

- What might have happened in areas that are part of TIF Districts had TIF not been available?
- How did demographics change in TIF Districts versus other districts?
- How did TIF contribute to a faster or slower rise in rents?
- What unintended consequences occurred?

We understand that Prosper Portland, Portland Housing Bureau, and the City of Portland will use many additional sources of information, including community input, previous research, and fiscal analysis to inform its next steps. This research specifically helps to orient how TIF investments interacted with the overall development market. By considering lessons learned, the City can understand how and whether TIF might be used in the future to achieve Prosper Portland's mission of creating economic growth and opportunity and Portland Housing Bureau's mission of increasing affordable housing and promoting stable homeownership.

This research is:	This research is not:
A statistical evaluation of how TIF District investments collectively resulted in changes in demographics, jobs and wages, development outcomes, and the real estate market	A comprehensive review of each individual TIF District's successes or failures
Focused on implementation between 2000 and 2022	A review of the early days (1960s-1990s) of TIF implementation
A review of demographic changes and changes in housing precarity that co-occurred with TIF investments and in TIF Districts	A deep evaluation of the interaction between TIF and displacement and gentrification, inclusive of the qualitative, community-based research methods that would be necessary to understand impacts to Portland's communities of color
A generalized evaluation of how TIF dollars were spent and how much private investment they leveraged	Fiscal analysis of TIF District impacts to the City's general fund or overlapping tax districts

Key Takeaways

In the early 2000s, the City and region adopted policies emphasizing urban growth, primarily through infrastructure and transit-oriented development. Tax Increment Financing was a key funding mechanism for these initiatives. City Council, Prosper Portland, and the Portland Housing Bureau sought to understand the changes that resulted from TIF investments as City policies and approaches to using TIF have evolved since 2000. ECOnorthwest analyzed ten TIF Districts, seven of which are expiring by 2024. We compared the TIF Districts to comparison areas (like growing areas in NW Portland and inner SE Portland) to examine what might have happened had the City not created TIF Districts.

How did TIF impact people across Portland?

Overall, housing precarity in TIF Districts improved. Housing cost burdening and other indicators of housing precarity declined in most TIF districts over the past 20 years. However, improvements in housing precarity have not been evenly felt.

BIPOC populations were impacted in distinct ways. The Albina neighborhood, with its concentration of Black residents, disproportionately felt the effects of Interstate URA TIF investments. This neighborhood saw an outmigration of its Black population, even as the other Districts' BIPOC populations increased slightly faster than comparison areas. In the remainder of the city, by contrast, BIPOC populations grew faster than in TIF Districts or comparison areas.

The urban growth-focused approach did not adequately address crucial aspects like affordable housing, equitable access to economic opportunities, and the systemic barriers of racism affecting property ownership, access to capital, and intergenerational wealth. Consequently, these policies further marginalized Black residents

and other people of color, who could not benefit equitably from these investments. This contributed to displacement, propelled by a combination of zoning laws, TIF, infrastructure developments, and market dynamics, particularly impacting the Black community in North/Northeast Portland.

Most TIF districts saw an increase in employment that outpaced the rest of the city. The River District, Interstate URA, Airport Way, and Central Eastside all saw substantial increases in employment.

What kinds of development impacts did TIF have?

TIF was an accelerant for development that complemented regulatory changes and growing development interest in Portland. TIF was used as an implementation tool for City plans that aimed to concentrate housing and job growth. Specifically, the City prioritized the use of TIF dollars to fund the infrastructure and transit investments that enabled growth. TIF was also used to fund affordable housing and mixed-use developments that the market would not have built on its own.

High-density zoning and public infrastructure investments set the stage for the Central City to develop more densely, with more affordable housing and jobs. Between 2000 and 2020, most population growth in the city was concentrated in the Central City TIF Districts (particularly in the River District, in the Central City, and areas close to high-capacity transit). East Portland neighborhoods (Lents and Gateway) experienced modest population growth due to weaker development conditions, but still outpaced other areas for job growth.

What did the City learn?

The City made policy choices in the early 2000s that focused on infrastructure and redevelopment, using TIF as one of the only available tools to fund these needed investments. As it made these investments, the City did not adequately address housing affordability or community economic opportunity, especially for BIPOC residents. A more proactive approach—prioritizing stabilizing investments in affordable housing, homeownership, small business support, job access and creation, and community leadership—could have helped manage growth more equitably and effectively, increasing neighborhood stability and more equitable economic opportunities.

In the last decade, entities across the region, including the City of Portland, Prosper Portland, and the Portland Housing Bureau, have shifted their focus to emphasize housing security and equitable outcomes, centering vulnerable and culturally specific communities through approaches like the affordable housing set aside, use of an inclusive development framework, and community-led explorations of TIF Districts in Cully and East Portland.

Moving forward, the City can focus on TIF as a tool to help leverage state and federal dollars and maximize the positive impacts of other public policies. As the City considers new TIF District formation, it should focus on:

- Incenting significant new housing production in TIF districts
- Reducing systemic barriers to economic opportunity before and during investments in infrastructure or other catalytic projects
- Building community trust through better accountability and transparency on how money flows and is connected to public outcomes

Relative to comparison areas without TIF, TIF Districts saw:

6x the amount of total square footage of development

25x the amount of high-density development

4x growth rate in housing production

5,300 units of TIF-funded affordable housing (46% of all affordable housing built in the city)

24,000 more jobs, which generally had 20% higher wages

Research Methodology

Comparison Areas

The study explored where outcomes in TIF Districts differed from outcomes outside of TIF Districts in ways that were likely to be related to TIF investments (rather than overall market or city-wide demographic changes). To assist with this, our methodology compared census tracts that are in TIF Districts to census tracts with statistically similar housing market conditions, demographics, and zoning that were NOT in TIF Districts ("comparison areas"). In some cases, we also compared TIF Districts to the remainder of the city.

Primary Data Sources

U.S. Census Bureau, Quarterly Census of Employment and Wages, CoStar, RLIS

Statistical Analyses

Demographics	How are incomes, racial compositions, or other key demographic characteristics different in TIF Districts?
Real estate market and rent changes (regression analysis)	How are housing and real estate outcomes different in TIF Districts? What is the statistical relationship between TIF Districts and changes in housing rent?
Housing precarity indicators	Are housing precarity outcomes different in TIF Districts?
Employment and wages	How did TIF Districts perform on key community development indicators?
Qualitative analysis	Review of TIF plans to understand the goals and jobs/housing unit benchmarks

Comparison Areas Used in this Analysis

Legend:
- Central City TIF Districts
- Neighborhood TIF Districts
- Comparison Areas
- Rest of City
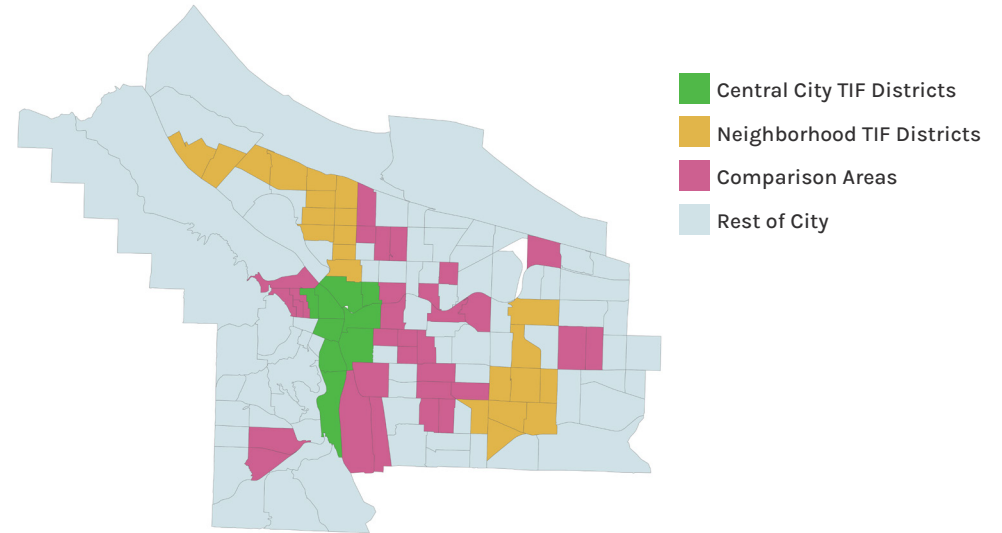
Limitations

While we used the most comprehensive data sources available to us, those data were not always as comprehensive as desired, especially over time. For many of the areas this study explores, comprehensive datasets simply do not exist before 2000.

Airport Way contained little to no population and housing units in 2000, and thus was not included in our analyses of social, demographic, and housing trends.

Boundaries changed over time relative to census tracts and block groups. See the Data Notes section at the end of this document for methodology information for each research question, how we adjusted data to address boundary changes, and implications related to margins of error.

TIF Districts Overview

TIF is a financing tool that redirects the growth in property taxes inside a TIF District boundary to pay for specific planned projects that achieve improvements inside that District. It is commonly used as a dedicated source to pay for housing, infrastructure, and other capital. It is the only dedicated, locally controlled funding source that is geographically constrained and targeted to investing in community priorities.

This study analyzed ten TIF Districts, seven of which are expiring by the end of 2024.* The TIF District Overview on the forthcoming pages shows that each district has its own unique story, purpose, market context, and outcomes.

Prosper Portland, Portland Housing Bureau, and the City of Portland's approach to implementing TIF Districts has changed since the 1950s, when the first Urban Renewal Areas were established. The timeline on the following page highlights key policy and regulatory changes for TIF Districts.

*Central Eastside, River District, Downtown Waterfront, Oregon Convention Center, Interstate Corridor, Airport Way

TIF Districts (2000-2022)

This map shows the boundaries of TIF Districts that were in place any time from 2000 to 2022.*
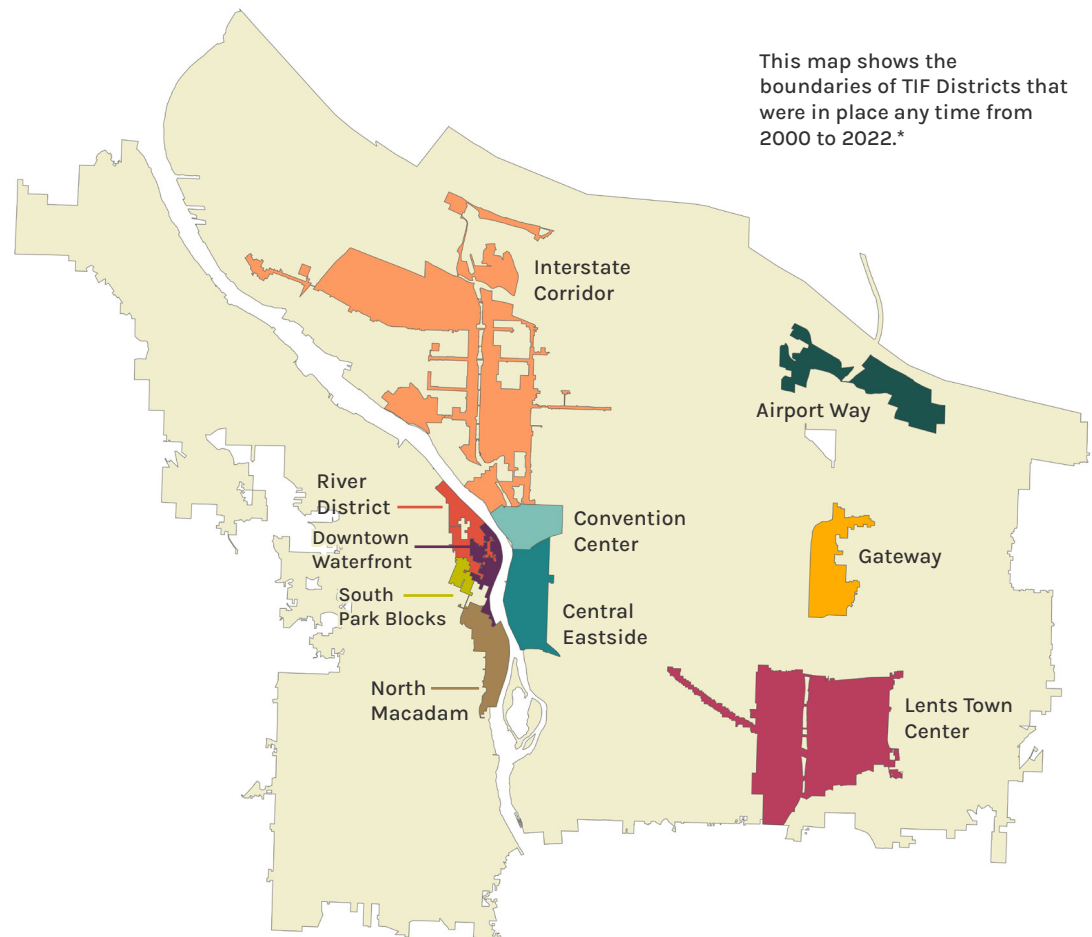
*This map does not include Neighborhood Prosperity Initiative Districts (Cully Boulevard Alliance, Division Midway Alliance, Historic Parkrose, Jade District, Our 42nd Avenue, Rosewood Initiative, St. Johns Center for Opportunity) or districts that never issued any long-term debt (Education, Willamette Industrial).

Timeline: An Evolving Strategy

Key Federal, Local, and State Milestones

1950s	1960s	1970s	1980s
1954. Congress passes Housing Act of 1954 (Federal) — Broadened the "slum-clearance" and redevelopment program into the Urban Renewal program by including Federal assistance for rehabilitation and conservation of "blighted" and deteriorating areas.	**1960. Oregon Constitution amended to allow for use of TIF** (State)	**1974. Adoption of Downtown Waterfront Urban Renewal Area** (State) — First use of State-authorized TIF in the city of Portland.	
1956. Congress passes Housing Act of 1956 (Federal) — Authorized relocation payments to individuals, families, and business concerns displaced by urban renewal.	**1966. Congress passes Demonstration Cities and Metropolitan Development Act of 1966** (Federal) — Authorized grants and technical assistance to cities for planning and carrying out local model cities programs.		
1957. Statewide authorization of urban renewal agencies (State) — Became the basis of Oregon's current Urban Renewal Law (ORS 457).			
1958. City of Portland Voters create PDC (Local) — Portland City Charter was amended to create Chapter 15, establishing role and authority of PDC.			

Timeline: An Evolving Strategy

Key Federal, Local, and State Milestones

1990s

State

1991. State School Fund established

Backfilled school districts' operating budget.

Local

1997. Cut/capped assessed value growth to 3%/year and largely decoupled from real market value (RMV) charges

Measure 5 limits still in place based on RMV. Made urban renewal bonds more feasible based on increased stability going forward.

Growth of neighboring properties now had no bearing on individuals' property tax assessment, reducing potential displacement pressure.

2000s

Local

2006. City Council adopts Housing Set Aside Policy

Established 30% of new TIF investment on affordable housing across Portland TIF districts.

Local

2007. City Council creates the Portland Housing Bureau

Transferred all affordable housing programming, resources, and staff from PDC to PHB.

Local

2007. City Council becomes Prosper Portland Budget Committee

Required City Council to approve annual budget for "TIF budgets."

State

2007. State of Oregon law amended to restrict eminent domain for private uses

State

2009. HB 3056 creates revenue sharing

Established triggers in new TIF Districts to return revenue to overlapping taxing jurisdictions.

2010s

Local

2012. City Council authorizes creation of Neighborhood Prosperity Network Program

Launched new model of community economic development in micro-TIF districts.

Local

2014. City Council adopts Old Town/Chinatown Action Plan

This was the first of four (including Lents, Gateway, and N/NE) five-year community-driven plans informing budget development.

Local

2015. City Council adopts Affordable Housing Set Aside Policy

Established 45% of new TIF investment on affordable housing across Portland TIF districts.

Local

2015. Portland Housing Bureau launches preference policy

Gives priority to housing people who were displaced, are at risk of displacement, or are descendants of people displaced due to urban renewal in North and Northeast Portland.

2020s

Local

2022. City Council adopts Cully Tax Increment Finance District

Applied Neighborhood Prosperity Network governance model to 30-year TIF district.

Local

2023. City Council directs Prosper Portland and Portland Housing Bureau to explore new TIF districts in East Portland and the Central City

TIF District Overview 2000-2022

DISTRICT (YEAR FORMED)	CONDITIONS IN 2000	KEY PLAN GOALS	INVESTMENTS MADE
Central City Districts (Appendix provides a profile of each TIF District.)			
Central Eastside (1986)	Warehouse district with very limited housing	• Develop and expand housing and job opportunities, utilize vacant land, retain character of neighborhood and business centers • Expand development of riverfront to promote recreation, commercial, and residential waterfront development	• Redevelopment: Burnside Bridgehead, Holman Building, Workshop Blocks acquisition, and Washington-Monroe High School • Economic Development: 430 small business and industrial preservation loans and grants • Housing: St. Francis • Infrastructure: Eastbank Esplanade ($24.5m), East Burnside-Couch Couplet, and Portland Streetcar.
Downtown Waterfront (1974)	Historic downtown district experiencing disinvestment with little housing	• Conserve and rehabilitate existing buildings and improvements • Acquire land and properties to develop and rehabilitate downtown to increase jobs and housing • Support public improvements, including streets, parks and open space, to serve development	• Redevelopment: Lan Su Chinese Garden, RiverPlace, Oregon College of Oriental Medicine, White Stag Blocks, MercyCorps, Pioneer Place ($85.5m total) • Economic Development: 334 small business and industrial preservation loans and grants • Housing: Yards at Union Station, Biltmore Hotel, Richard L. Harris Building, Estate Hotel, Old Town Lofts, Pacific Tower ($103.5m total) • Infrastructure: Extension of Waterfront Park, Portland Saturday Market, Bill Naito Fountain ($32.2m total), Light Rail/Transit Mall Development, Naito Parkway ($25.4m total)
North Macadam (1999)	Vacant, underutilized industrial district with need for environmental clean-up	• Invest in significant commercial and housing development in a former industrial area and redevelop the district into a mixed-use Central City neighborhood (extending the Central City neighborhood to South Waterfront) • Enhanced public amenities including greenways and riverfront access • Spur economic development and job creation	• Redevelopment: Central District development, 4th and Montgomery • Economic Development: OHSU expansion, PSU business accelerator • Housing: The Vera Phases 1 and 2, Grays Landing ($23.8m) • Infrastructure: Aerial Tram, Orange MAX Line, SW Bond Avenue, Waterfront Greenway, Elizabeth Caruthers Park

TIF District Overview 2000-2022

DISTRICT (YEAR FORMED)	CONDITIONS IN 2000	KEY PLAN GOALS	INVESTMENTS MADE
Central City Districts			
Convention Center (1989)	Urban district with 10-year old Convention Center	• Maximize the regional job potential of the Oregon Convention Center by expanding and servicing the convention trade (e.g., lodging, entertainment, restaurant, and retail development) • Facilitate the redevelopment of the Lloyd District by increasing its economic viability and role within the Central City and improving its connection to downtown	• Redevelopment: Expansion of Convention Center ($18m) and Rose Quarter ($10m), and on the Headquarters Hotel; Convention Center Garage ($32m) • Housing: Invested $25.7m in housing projects including Louisa Flowers • Infrastructure: Portland Eastside Streetcar ($14.4m), Earl Blumenauer Bridge, Eastbank Park ($11.5m)
River District (1998)	Vacant and underutilized former railyards	• Repurpose vacant and underutilized land by developing a wide range of new housing units, new commercial development, and open space • Foster a "24-hour" city environment for residents, visitors, and employees	• Redevelopment: USPS acquisition, Hoyt Street development agreement, Station Place acquisition and development, Brewery Blocks ($122.9m) • Economic Development: The Nines Hotel/Macy's, Vestas Americas North American headquarters ($62m) • Housing: Hoyt Street development agreement • Infrastructure: 10th and Yamhill Garage
South Park Blocks (1985)	Many significant historic buildings, cultural attractions, and green spaces	• Preserve historical structures and existing housing stock, while constructing new housing units for a mix range of household incomes • Provide supportive services to help foster a sense of a residential neighborhood • Provide improvement necessary to promote downtown as the entertainment and cultural center of the metropolitan area	• Redevelopment: Museum Place, Eliot Tower, • Economic Development: PSU Academic and Student Recreation Center • Housing: Development and preservation of over 1,700 affordable housing units and homeless shelters/services ($84.6m) • Infrastructure in the Portland Streetcar connecting NW Portland, Pearl District, and PSU ($15.7m)

TIF District Overview 2000-2022

DISTRICT (YEAR FORMED)	CONDITIONS IN 2000	KEY PLAN GOALS	INVESTMENTS MADE
Neighborhood Districts			
Interstate (2000-2015)	Diverse collection of historic communities in N and NE Portland Older residential neighborhoods interconnected by commercial corridors, with large-scale industrial centers	• Develop the light rail line as key expenditure of URA project • Spur mixed-use development along the light rail corridor and station areas • Create new employment and housing opportunities for a range of incomes as well as for existing residents • Promote community livability through strategic improvements to parks, open space, trails, historic and cultural resources, and community facilities	• Redevelopment/Economic Development: Fremont Place, Vanport Square Phases 1 and 2, Alberta Commons, Kenton Station • Housing: New Columbia, N/NE Housing Strategy, Killingsworth Station • Infrastructure: MAX Yellow Line, Kenton streetscape, Lombard streetscape, Killingsworth streetscape
Gateway (2001)	A mix of commercial, residential, and industrial uses with many low-quality buildings and underdeveloped properties near two light rail lines	• Create an urban, mixed-use environment with parks, rights-of-way, recreation, and public buildings • Enhance supports for small local businesses with employment and commercial development • Create public spaces, transportation and pedestrian improvements, and projects to enhance Gateway's viability as a livable center of activity	• Redevelopment/Economic Development: Oregon Clinic, The Rose, Children's Receiving Center, The Nick Fish • Housing: Glisan Commons, The Nick Fish, Gilman Court • Infrastructure: MAX Green Line, 102nd Avenue Streetscape, Halsey/Weidler Streetscape, NE 97th Avenue Green Street, NE 99th and Glisan intersection, Gateway Discovery Park ($16.8m)

TIF District Overview 2000-2022

DISTRICT (YEAR FORMED)	CONDITIONS IN 2000	KEY PLAN GOALS	INVESTMENTS MADE
Neighborhood Districts			
Lents (1998)	A predominantly single-family residential area with many vacant parcels and subpar pedestrian conditions	• Generate new family-wage jobs • Preserve, rehabilitate, and construct new housing units for households at multiple income levels • Stimulate business development and private investment in commercial corridors	• Redevelopment/Economic Development: Lents Town Center (e.g., Lents Commons, Woody Guthrie, and Asian Health Services Center), Bakery Blocks, Portland Mercado • Housing: Woody Guthrie, Lents Commons • Infrastructure: MAX Green Line Leach Botanical Garden, Springwater Trail, Springwater floodplain
Airport Way			
Airport Way (1986)	Mostly vacant industrial land close to major transportation infrastructure, but absent a substantial housing element	• Develop PDX Airport to increase jobs • Acquire land and properties to expand PDX Airport Way • Support development of public infrastructure and transit which still protects natural resources	• Economic Development: FBI Regional Headquarters • Infrastructure: MAX Line to PDX Airport, Cascade Station ($37.5m)

TIF as a Change Agent

Paired with other public policies, TIF can be a financing mechanism to spur redevelopment in neighborhoods that generally outpaces the real estate market. Relative to non-TIF comparison areas, TIF Districts saw:

- **6x** the amount of total square footage of development
- **25x** the amount of high-density development
- **4x** the growth rate in housing production
- **5,300** units of TIF-funded affordable housing (46% of all affordable housing built in the city)
- **24,000** more jobs, which generally had 20% higher wages

These outcomes are all related, either directly or indirectly, to TIF investments. The story of each TIF District is unique, and the market and other policies in each area affected the outcomes.

TIF is derived from the incremental growth from all taxes on properties in the district, not just the City's tax rate.

If we look at just the City's portion of TIF funding (about $0.30 of every $1), we can say that for every $1 of City investment in TIF Districts, private partners invested $15 in construction permit valuation.

Cumulative Public and Private Expenditures by TIF District (2000-2023)
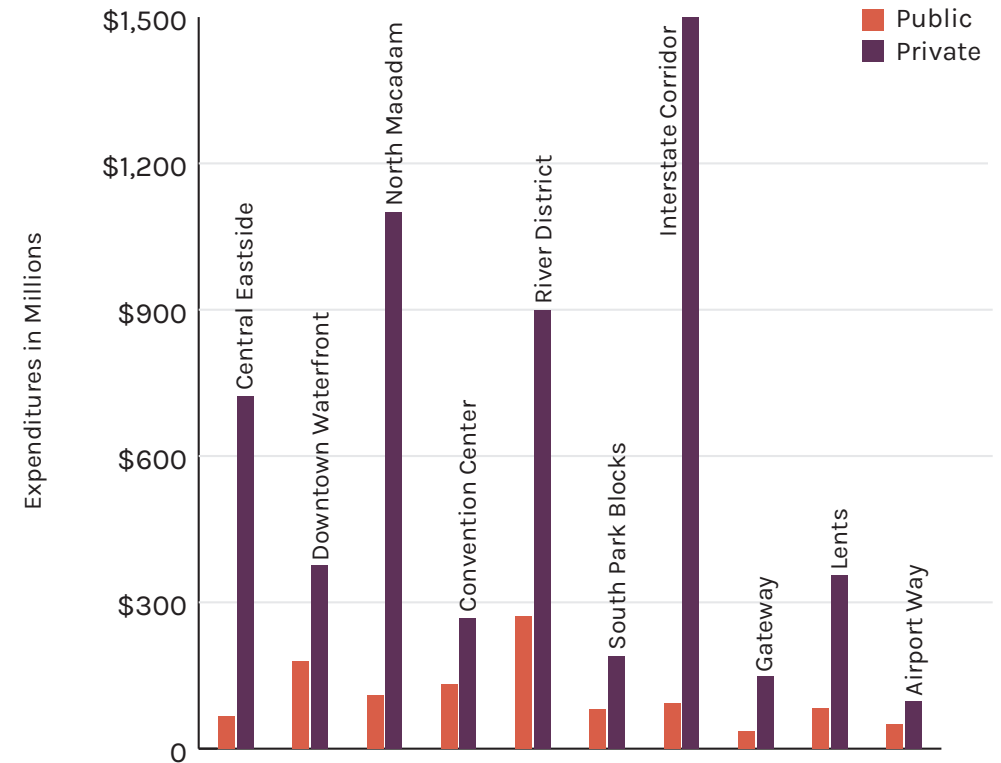
Sources: Public expenditures data from Prosper Portland; Private expenditures estimated from permit data provided by the Bureau of Development Services

TIF as an Implementation Tool

Historically, the City intentionally used TIF together with zoning changes, public service investments, and infrastructure planning in areas that the City targeted for growth in its plans.

It is difficult to disentangle the impact of TIF investments from other public policies, such as zoning changes, investments in public service, and infrastructure and open space planning. Most TIF Districts saw major policy changes and investments at the same time that TIF investments were being made.

TIF Districts were intentionally coupled with increases in density.* This, plus TIF investments in infrastructure and housing production, allowed growth to concentrate in TIF Districts. Over half (52%) of high-density zoned acreage was inside of TIF Districts in 2023.

Many major transportation infrastructure investments (some partially TIF-funded) occurred in TIF Districts between 2000 and 2023, including:

- MAX lines. The Red, Yellow, Green, and Orange MAX lines all received TIF funding.

- Portland Streetcar

- Eastbank Esplanade

- Aerial Tram

*Floor area ratio (FAR) of 5+, 200K SF buildings, or 7 stories

High-density Zones in Portland (2020)

High-density Zones
MAX Lines
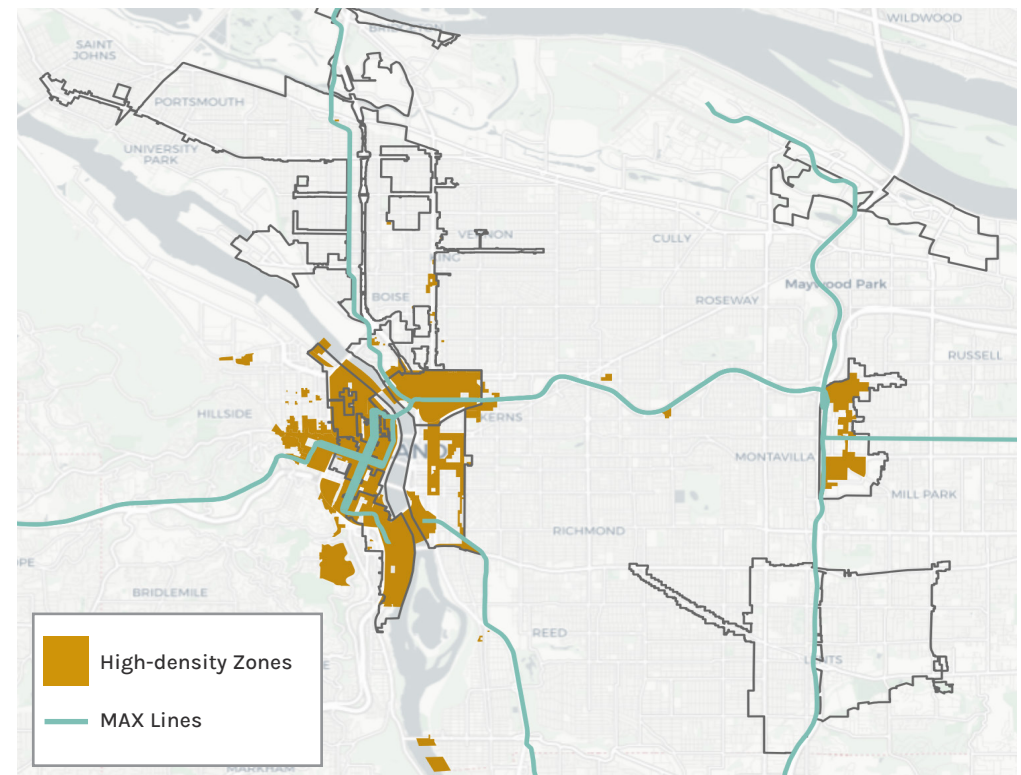
Source: City of Portland. Note: Includes CX, EX, RM4, RX zones

TIF Impacts on BIPOC Neighborhoods in Northeast Portland

TIF's Impact on the Black Community in Northeast Portland

When the Interstate Corridor TIF District was formed in 2000, neighborhoods in northeast Portland had high concentrations of Black and African American residents. The City-adopted Albina Community Plan (1993) "was intended to combat the loss of employment base, disinvestment, and dilapidation" of the Albina community and called for a focus on business growth and development, jobs, and employment. Similarly, the Interstate Corridor Urban Renewal Plan (2000) emphasized "providing timely benefits to groups most at risk of displacement (e.g., the elderly, people of color, small businesses, low-income people, the disabled)."

However, the first five years of investment decisions precluded the plan from fully addressing these goals. For example, City Council focused the preponderance of the first five years of TIF towards the City's local match to the Federal Transportation Administration for the construction of the Yellow MAX line ($30m) and New Columbia ($6.4m), which left scarce resources for home ownership retention and small business support.

These and other public investment decisions, paired with a quickly appreciating local real estate market, created displacement pressures that overwhelmingly impacted communities of color.

Concentration of BIPOC Population (2000)
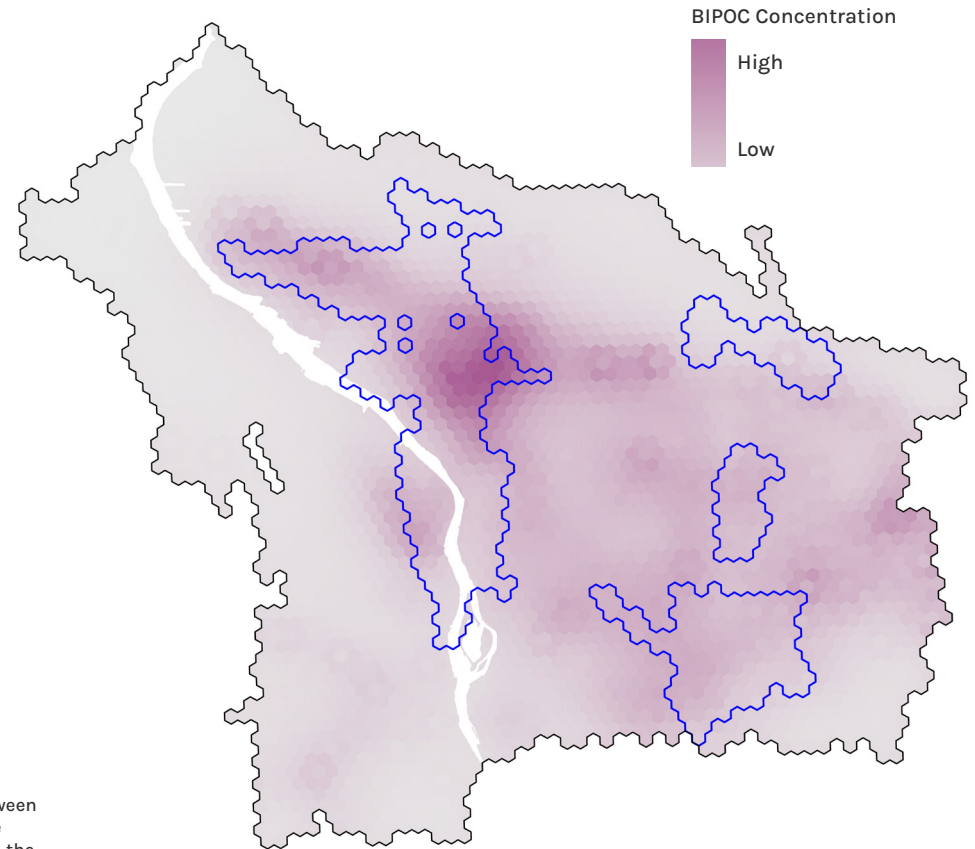
BIPOC Concentration

High

Low

Note: This map simplifies TIF District boundaries for the purpose of visual clarity. It shows aggregated TIF Districts by overlaying the TIF District boundaries on a quarter-mile hex geography.

Interstate Population, 2000 and 2020

53% BIPOC

25% Black

2000

42% BIPOC

13% Black

2020

In the 20 years between 2000 and 2020, the Black population in the Interstate Corridor fell from a quarter of the population to 13%.

Bar Chart and Map Source: U.S. Census

Population Growth in TIF Districts

TIF and other matching public investments in infrastructure contributed to plan implementation that led to substantial population growth in TIF Districts relative to comparison areas.

The geography of TIF Districts matters. How Prosper Portland, Portland Housing Bureau, and the City of Portland used TIF to invest within those geographies affected that neighborhood and the market overall by contributing to redistributing and/or concentrating housing and job growth in the city and the region tied to transit investments and land use/zoning decisions.

Neighborhoods across Portland saw different development outcomes, in part because of market dynamics in those neighborhoods.

Between 2000 and 2020, most population growth in the City of Portland was concentrated in the Central City TIF Districts, particularly in the **River District.** At the same time, the City's inner neighborhoods, especially Southeast Portland (**Lents TIF District**), saw moderate population growth. The development market was generally less strong in these areas.

Change in Population for Portland (2000-2020)
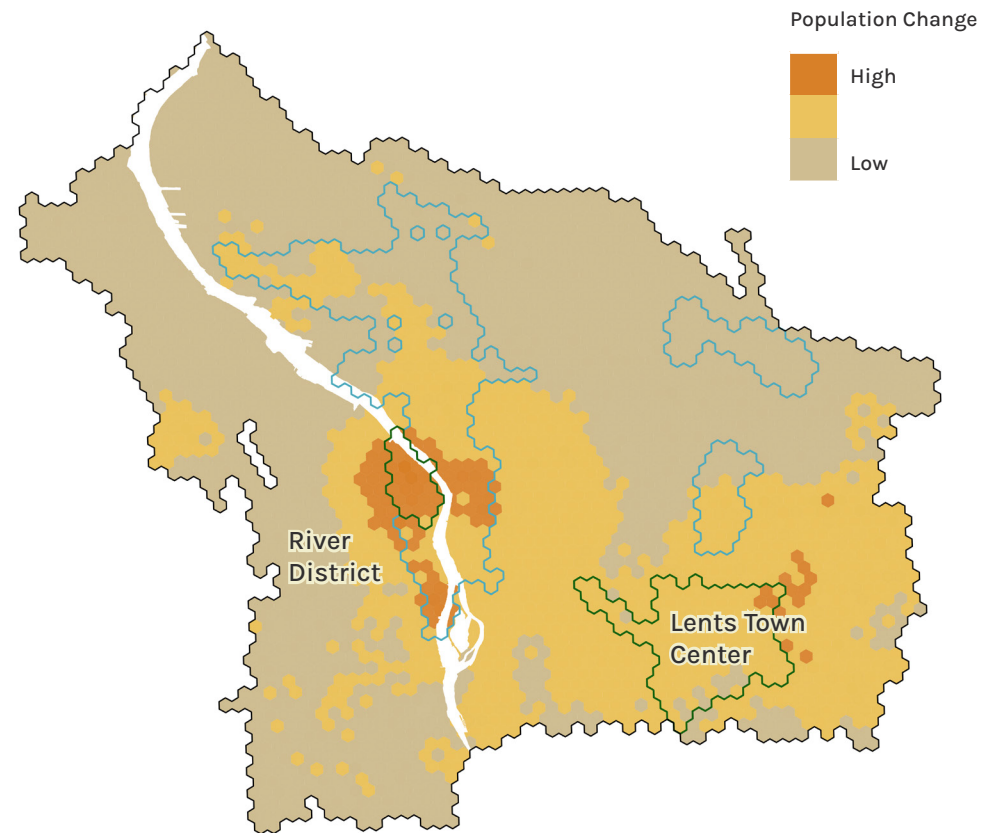
Note: This map simplifies TIF District boundaries for the purpose of visual clarity. It shows aggregated TIF Districts by overlaying the TIF District boundaries on a quarter-mile hex geography.

Source: U.S. Census Bureau

Overall Development

Central City TIF Districts saw the greatest amount of high-density development, while neighborhood TIF Districts saw more medium-density development.

TIF Districts outperformed comparison areas for both high- and medium-density development.

Methodology

ECOnorthwest analyzed data about every multifamily residential and commercial building built since 2000. Our goal was to come up with a data-informed definition of high-density development.

Medium-density Development (any of the following):

• Buildings with a Floor Area Ratio (FAR)* of 2-5

• Commercial and multifamily residential buildings with more than 80k SF

• Any 4+ story building

High-density Development (any of the following):

• Buildings with an FAR of 5+

• Commercial and multifamily residential buildings with more than 200k SF

• Any 7+ story building

*Floor Area Ratio (FAR) is the measurement of a building's floor area in relation to the size of the lot/parcel that the building is located on. For example, if the floor area of all buildings on a lot totals 20,000 square feet, and the lot area is ten 10,000 square feet, the FAR is expressed as 2.0.

Percent of New Development that is Medium- or High-density, Portland TIF Districts and Comparison Areas (2000-2023)

Legend: ■ Medium-density Development (orange) ■ High-density Development (dark green)

District	Medium-density	High-density
Central Eastside	32.9%	56.9%
Downtown Waterfront	24.4%	75.5%
North Macadam	9.3%	90%
Convention Center	10.7%	83.4%
River District	13.3%	85.9%
South Park Blocks	7.1%	92.4%
Interstate Corridor	53.8%	28.2%
Gateway	55.8%	31.3%
Lents Town Center	38.5%	14.8%
Airport Way	75.3%	
Comparison Areas	59.0%	17.3%

% of District Building Square Feet

Source: CoStar. Note that this excludes industrial development.

Overall Development

TIF Districts outpaced comparison areas for high-density development.

If development occurred consistent with zoning, we'd expect to see 52% of high-density development in TIF Districts. TIF Districts outperformed this expectation: 66% of all high-density development (residential and commercial) happened in TIF Districts.

What share of high-density development happened in TIF Districts?

66%

52% percent of city land is zoned for high-density development.

17%

Share of High-density Development in TIF Districts

Comparison Areas

Portland High-density and Medium-density Development by Census Block Group (2000-2023)

High- and Medium-density Development Square Ft.

2,000,000
1,500,000
1,000,000
500,000
100,000
50,000

☐ TIF Districts

Source: CoStar
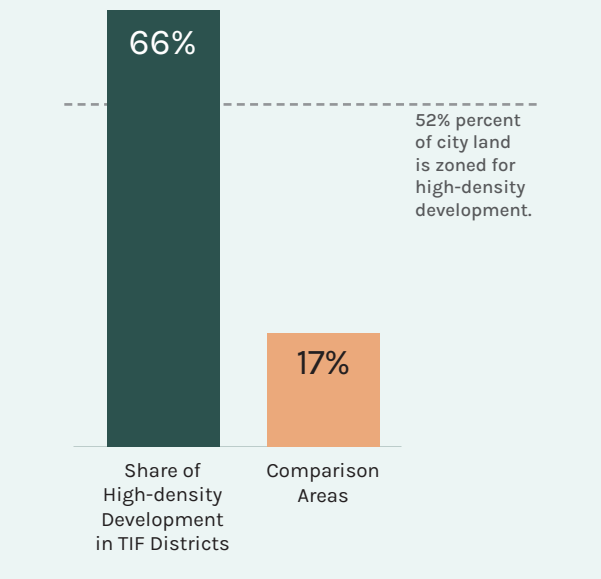
Overall Development

Most high-density development that occurred city-wide from 2020-2023 was in the Central City.

The high-density zoning and public infrastructure investments in TIF Districts set the stage for high-density development in Central City TIF Districts.

North Macadam and River District accommodated the most high-density development, with 18.4% and 23.4% of total city-wide high-density development respectively.

Share of City-wide High-density Development Occurring in Portland TIF Districts and Comparison Areas (2000 to 2023)

Central City TIF Districts saw **71.4% of high-density commercial and residential development.**

Percentage of City-wide High-density Building Sq. Ft.
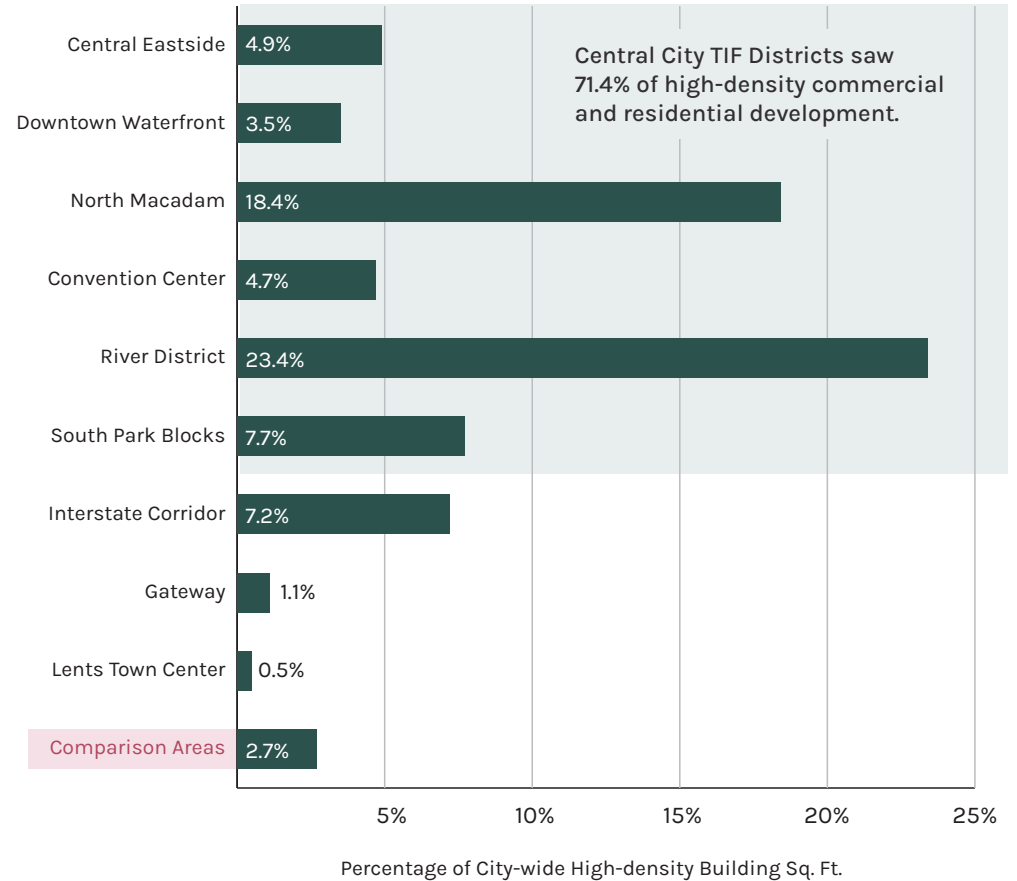
Source: CoStar

Housing Development

TIF drove market-rate and affordable housing outcomes that exceeded comparison areas.

TIF investments led to housing growth that was four times faster for both market-rate and affordable units in TIF Districts, when compared to areas outside of TIF Districts and comparison areas.

- Housing investments were mostly concentrated in the Central City TIF Districts and the Interstate Corridor.

- The South Park Blocks, Lents, and Downtown Waterfront TIF Districts, saw a much greater increase in affordable housing than market-rate housing.

- North Macadam and Central Eastside saw a more even split.

- The River District was the only TIF District with a greater increase in market-rate housing than affordable housing (perhaps not surprising, given that the area was a warehouse district with very little housing at all when the district was formed).

Net Change in Market-rate and Affordable Housing Stock for Portland TIF Districts and Comparison Areas (2000-2020)

56% of all affordable regulated units are inside TIF Districts.

Annual Average Growth Rate
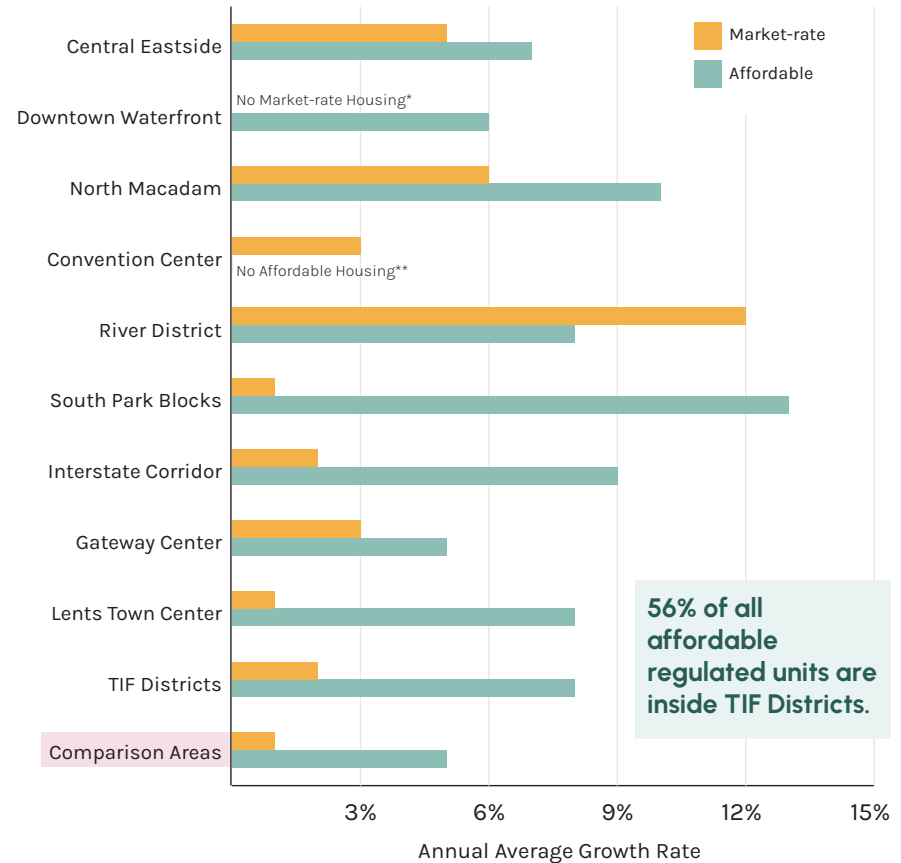
* Downtown Waterfront experienced some market-rate development (e.g., Old Town Lofts and Block 8L), but this was offset by an overall reduction of market-rate units across the district. We derived these numbers by tracking the total housing unit change using the 100% sample from the 2000 and 2020 Decennial Census, then subtracting the number of regulated affordable housing built between those two periods. See Data Notes for more information.

** The Convention Center TIF District had 0 units of affordable housing in 2000, but 701 units by 2020.

Source: Portland Housing Bureau and U.S. Census Bureau

Housing Development

Housing production across the TIF Districts varied widely from 2000 to 2020.

Market-rate housing production was highest in North Macadam (4,181 units), River District (7,057 units), and Interstate Corridor (6,771 units).

Several Central City TIF Districts had a much larger share of affordable housing produced, but with smaller overall housing production. In the South Park Blocks, 83% of new units were affordable. In Downtown Waterfront, all 1,352 units produced from 2000 to 2020 were affordable housing.

Market-rate and Affordable Units Produced for Each TIF District (2000-2020)
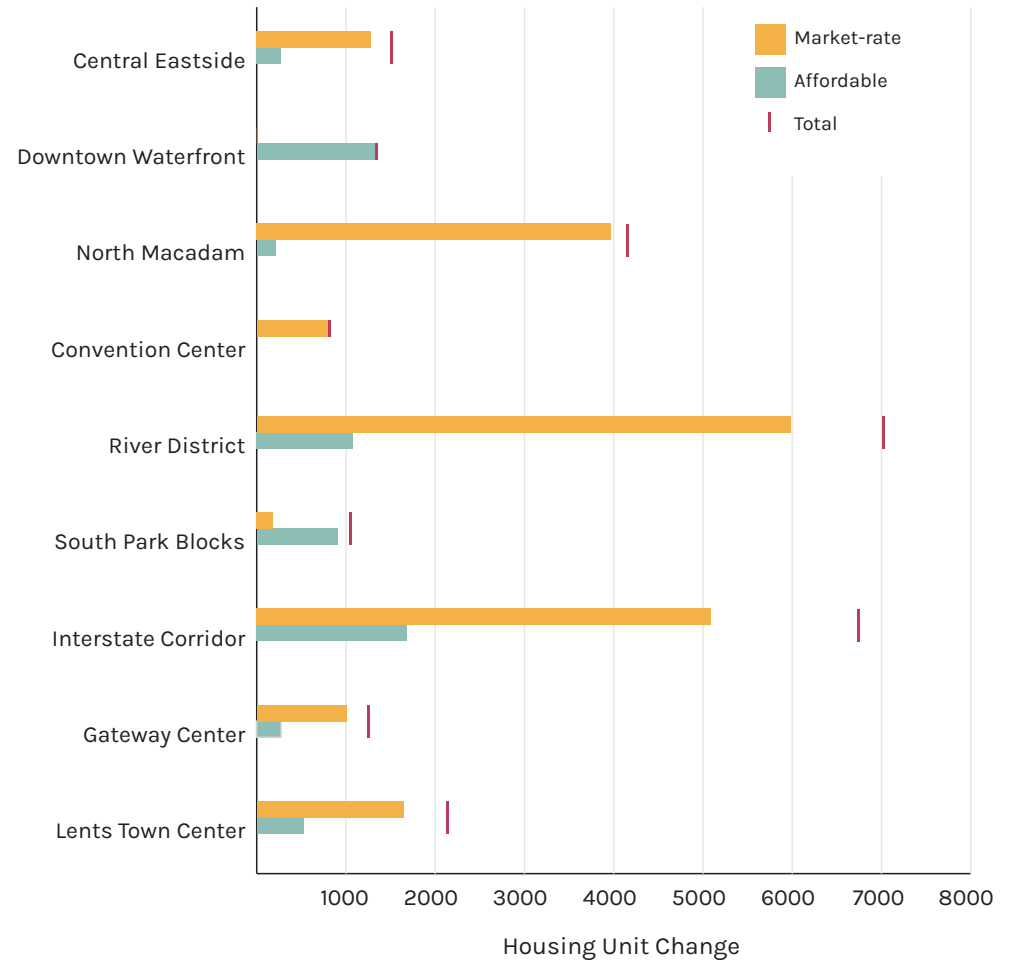
Housing Development

Case Study

Creating a New Urban Neighborhood in the River District

Thirty years ago, the Pearl District was largely a brownfield and underused railroad yard and warehousing area. Prosper Portland and the City's investments in the River District included a sequence of new neighborhood parks, the realignment of the Lovejoy ramp and Portland Streetcar extension, and affordable and market-rate housing and commercial projects that maintain the vibrancy of Portland's downtown core. The River District Urban Renewal Area Plan focused on the creation of a high-density urban residential neighborhood with a mix of multi-family housing, office facilities, regional attractions, parks and open space, and retail businesses.

In 1999, the City of Portland and Hoyt Street Properties LLC (HSP) entered into an agreement related to the development of 34 acres in the River District Urban Renewal Area. Among the many development-related goals, the agreement provided a commitment from HSP and the City to include affordable housing as other market-rate housing was developed in the area. Although the original 1994 affordable housing goals of 35 percent set in 1994 were not fully met, approximately 25 percent of new units developed were affordable at or below 80% AMI.

Tanner Springs Park, Pearl District

The River District helped to spur the development of 1,366 units affordable to households with under 80% AMI from 1998 to 2021.

Source: 2022 State of Housing in Portland, page 151.

Housing Development

Case Study

Investing in Housing in Lents Town Center

In September 1998, the City Council established the Lents Town Center Urban Renewal Area with the goal of generating family wage jobs, assisting businesses, improving streets and parks, supporting existing housing, and constructing new housing. The Lents Five-Year Action Plan, adopted in 2014, focused on investments with the most impact, ensuring existing residents and businesses benefit.

Prosper Portland and the Portland Housing Bureau partnered on the development of multiple City-owned sites along SE 92nd Avenue and Foster Road as part of a first phase of redevelopment at the Lents Town Center. The four projects involved $109 million in total investment, including $37 million in loans from Prosper Portland and $17 million in loans from the Portland Housing Bureau. This led to 288 new housing units, including 225 affordable and income-restricted units (78%), and commercial space for 10 businesses within four projects:

- **Lents Commons** is a mixed-use, mixed-income project with 54 units of housing, 16 of which are reserved as affordable.

- **Oliver Station**. This Palindrome Communities project offers 126 affordable apartment units and 19 market-rate apartment units.

- **Asian Health and Service Center** headquarters, which includes office, community and clinic services, and event space.

- **Woody Guthrie Place.** This ROSE Community Development project has 64 units, including 13 affordable units and 50 workforce-housing units geared to households earning 80-100% of area median income.

Lents Commons

Central City Economic Development

The Central City developed more densely, with more affordable housing and jobs.

In the Central City and areas close to high-capacity transit, TIF catalyzed public-private partnerships that produced development at a greater scale, intensity, and with greater focus on focus on affordable housing than the comparison areas.

This focus on supporting redevelopment and economic development in urban areas helped the region achieve its growth management goals. It also helped foster a 24-hour environment for residents, visitors, and employees (a River District goal); redevelop a mixed-use Central City neighborhood (a North Macadam goal); and develop and rehabilitate downtown jobs and housing (a Downtown Waterfront goal).

Case Study

Attracting Traded Sector Employers in the Central City

Prosper Portland made significant TIF investments in traded sector employers seeking to expand their presence in the Central City. A loan to wind turbine manufacturer Vestas allowed the company to renovate and occupy new headquarters space on NW 14th and Everett. Viewpoint Software built a new headquarters office building in the Central Eastside Industrial District.

Average Annual Rate of Change for Jobs, Market-rate Housing, and Affordable Housing (2000-2020)*

Legend: Jobs, Affordable Housing, Market-rate Housing
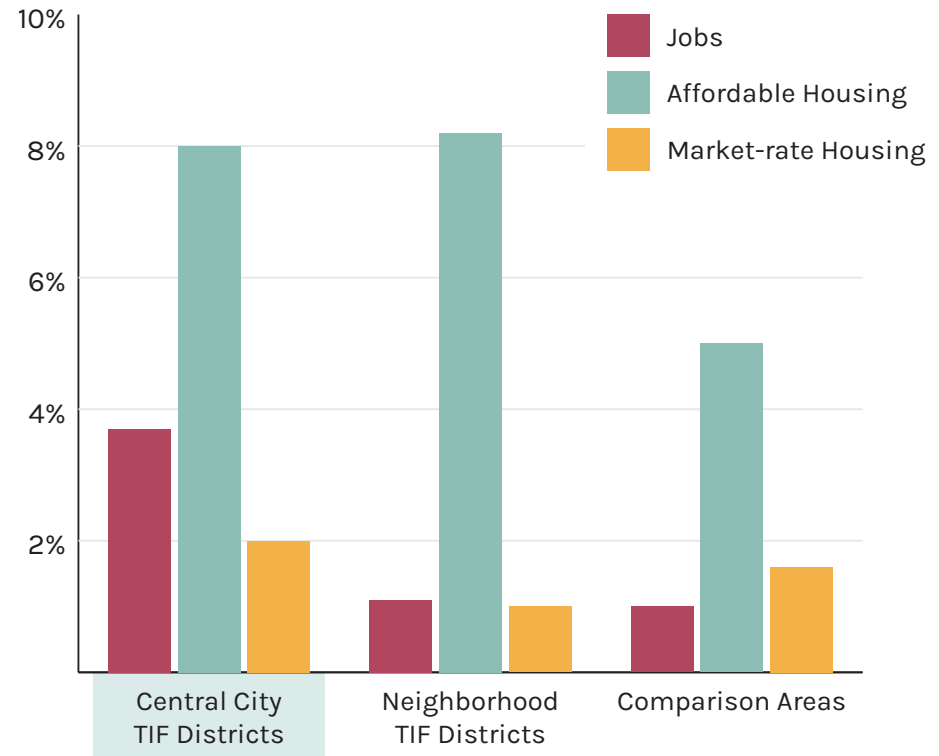
*Due to data availability and quality, job growth summaries are from 2003 to 2019.

Source: U.S. Census Bureau, Portland Housing Bureau, Quarterly Census of Employment and Wages (QCEW)

The City and Prosper Portland's approach has evolved, with more to learn.

Over the past 20 years, the City, the Portland Housing Bureau, and Prosper Portland have shifted their focus.

In the early 2000s, implementation policies paid insufficient attention to the complex interaction between TIF investments, the faster pace of neighborhood change, and housing precarity. We can observe that:

The Interstate District saw a decrease in BIPOC population, even as the other Districts' BIPOC populations increased slightly faster than comparison areas. At the same time, the BIPOC populations increased faster in the remainder of the city than in TIF Districts or comparison areas.

Even after the direct, intentional displacement of communities of color in North and Northeast Portland in the 1960s and 1970s as part of early urban renewal efforts, policy choices made in the early 2000s (some dictated by City Council) focused more on infrastructure and redevelopment, with little attention to housing affordability or community economic opportunity.

The result was lost opportunities for neighborhood stabilization, affordable housing production, and community partnerships. More attention to mitigating displacement could have improved neighborhood and business resilience and economic opportunities.

Now, Prosper Portland, Portland Housing Bureau, and the City of Portland are proactively shifting their frame to focus on wealth generation and inclusive economic development for communities and neighborhoods.

Two sides of TIF: Neighborhoods stabilize while some individual households are impacted.

The powerful role of TIF investments in spurring neighborhood change results in complicated market interactions. If Prosper Portland does not carefully manage and mitigate these interactions, they can conflict with stated policy priorities.

Potentially Destabilizing

- Faster pace of new market-rate construction
- Disruption from construction of new infrastructure
- Faster average rent growth, because of higher rents in new construction
- Decrease in BIPOC populations in some TIF areas

Potentially Beneficial

- Improvements in indicators of housing precarity
- Stabilization of rent increases in older housing, built before 2000
- Improved access to infrastructure and open space
- New housing supply reduced rent pressures throughout the District

New housing production offset rising rents in TIF Districts.

Constructing approximately 150 units of new housing offset the 4.6% rent growth attributable to being in a TIF District.

Housing supply matters. **Rent growth for units built in 2000 or before was lower near where new units were added, regardless of whether they were in a TIF District or not.**

While average rents did increase in buildings within TIF Districts (and citywide), average rents for all existing buildings built prior to 2000 **would have increased faster in TIF Districts** had there not been so much new construction.

Even though rent in existing units increased in TIF Districts, every 100 new units produced slowed the increase of rent growth by about 3% over 20 years. This is because higher-income tenants generally occupy new housing units, which relieves the market pressure and slows rent increases for existing units.

Rent growth for units built in 2000 or before is lower near where new units were added.

High rental construction (7% per year, 270% over 20)

Low or no new rental construction (2% per year, 150% over 20)

Lower rent growth in existing units (2.5% per year, or 60% over 20 years)

High rent growth in existing units (3% per year, or 80% over 20 years)

In Central City TIF Districts and the Interstate Corridor, housing investments helped to offset rent increase growth.

In Gateway and Lents Town Center, rents and renter cost burdens increased and did not see the level of housing investment as other TIF Districts.

Source: CoStar: One-Bedroom Apartment Rents by Building Age (July 2023)

TIF Impacts on Older Building Rents

TIF drove new construction, but was not a main driver of building-level rent growth.

Market rent increased slightly faster (4.6%) for buildings that were in TIF districts. TIF Districts were statistically significant contributors to rent growth for existing buildings. This was offset by factors that slowed rent growth, such as the age of the building, distance to downtown, and housing production in the surrounding neighborhood.

Rent-restricted affordable housing built near market-rate buildings did not contribute to rent changes. While more affordable housing was built inside TIF districts than other parts of the city, building more affordable housing near market-rate units did not contribute to declines (or increases) in market rent.

Many other factors were more important contributors to rent change than TIF. For example, rent in highly amenitized buildings, regardless of their location, grew 16% faster than less attractive buildings. The age of the building affected rent growth, with rent growing 2.2% more slowly for each decade of age.

Rent Change Drivers for Buildings Built Before 2000 (2000-2020)

Slowed rent growth	Increased rent growth
Biggest Drivers	**Biggest Drivers**
Older buildings Rent grew 2.2% slower for every decade of age. **In a neighborhood with new construction** Rent decreased 3% for every 100 units of new construction in a neighborhood).	**A highly amenitized building** Rent grew 16% faster for highly amenitized buildings than in buildings with limited amenities.
Smallest Drivers	**Smallest Drivers**
Farther from downtown Rent decreased 1.1% for every mile a neighborhood is further away from downtown. **Above average rent in 2000** Rent decreased 2.8% in neighborhoods with above average market rent in 2000.	**Inside a TIF district** Rent grew 4.6% faster for buildings inside TIF districts.

Summary: TIF Impacts

Neighborhoods with TIF Districts saw substantially more private investment, market-rate housing, and affordable housing than comparison areas. Rent grew more quickly in some districts, but that increase was slower than it might have been had there been less new construction. Overall, housing precarity in TIF Districts improved.

Reading the Chart

🟧 Grew more slowly than comparison areas	🟦 Grew up to 3x as fast	🟦 Grew up to 10x as fast
⬜ Same growth as comparison areas	⬜ Grew up to 5x as fast	⬛ Grew over 10x as fast

Changes in TIF Districts from 2000-2022

	Housing Production	Private Investment (per Acre)	Job Growth	Rent	Market-rate Housing	Affordable Housing	Change in BIPOC Share	Small Businesses
Comparison Areas								
TIF Districts								
Central City TIF Districts								
Central Eastside								
Downtown Waterfront								
North Macadam								
Convention Center								
River District								
South Park Blocks								
Neighborhood TIF Districts								
Interstate Corridor							*	
Gateway								
Lents Town Center								
Airport Way		**						

* The BIPOC share within Interstate declined from 52% to 42% from 2000 to 2020. This was the only area that experienced a decline in BIPOC concentration.

** Even the lowest private investment per acre (in Airport Way) was 5X higher than in comparison areas. The highest (in the River District) was 153x.

Sources: Costar, Census, QCEW, Bureau of Development Services, Portland Housing Bureau.
Note: Job growth was between 2003 and 2019, due to data availability issues

Indicators of Housing Precarity

We evaluated data-based indicators of housing precarity in TIF Districts relative to comparison areas. If cost burdening worsens, there is limited production of new affordable or market-rate housing, or rates of education are decreased, then we would expect housing precarity to worsen. Across all TIF Districts, with some exceptions, indicators suggest improvements in (or lessening of) housing precarity. This suggests that investments in housing correlated with improvements in housing stability.

Reading the Chart

Legend

- ■ (orange) Grew more slowly than comparison areas
- ■ (tan) Same growth as comparison areas
- ■ (light blue) Grew up to 2x as fast
- ■ (dark blue) Grew more than 2x as fast

Examples

Renter cost burden grew more slowly in nearly all TIF Districts. This is due in large part to the increasing availability of affordable housing, and to new leases in new buildings (leases generally require income verification).

The River District saw 13x as much market-rate housing and 6x as much renter housing production as comparison areas. The Central Eastside saw 5X.

Change in Indicators of Housing Precarity (2000-2022)

	Rent	Cost Burden Rate	Affordable Housing	Market-rate Housing	Renter Housing Production	Change in BIPOC Share	Change in B.A.+* Share
All TIF Districts	light blue	orange	light blue	dark blue	light blue	orange	light blue
Central City TIF Districts							
Central Eastside	tan	orange	light blue	dark blue	dark blue	tan	orange
Downtown Waterfront	light blue	light blue	light blue	orange	light blue	light blue	light blue
North Macadam	tan	orange	light blue	dark blue	dark blue	light blue	orange
Convention Center	light blue	orange	**	dark blue	dark blue	light blue	tan
River District	orange	orange	light blue	dark blue	dark blue	tan	tan
South Park Blocks	tan	tan	dark blue	orange	light blue	light blue	light blue
Neighborhood TIF Districts							
Interstate Corridor	tan	orange	light blue	light blue	light blue	orange	light blue
Gateway	light blue	light blue	tan	dark blue	light blue	tan	light blue
Lents Town Center	light blue	orange	light blue	orange	light blue	light blue	light blue

*Population aged 25+ who have a bachelors degree or more.

**Convention Center had 0 affordable units in 2000, so the growth rate is now shown.

Housing Precarity

Improvements in housing precarity have not been evenly felt. Interstate saw a decline in Black and other BIPOC residents, even as overall indicators of housing stability improved.

Housing precarity is not the same as displacement. Some households were displaced from TIF Districts by economic forces (including redevelopment), despite these overall positive trends. More specifically:

- BIPOC residents were disproportionately concentrated in TIF Districts.

- Most TIF Districts saw a slower increase in BIPOC populations than the city as a whole (though faster than in comparison areas). Interstate TIF District was an important exception. There is clear evidence of Black out-migration from the Albina neighborhood.

Especially in the early 2000s, Prosper Portland, Portland Housing Bureau, and the City of Portland's policies and investments did not effectively address housing stability, especially for BIPOC populations. Instead, the City focused on infrastructure investments. For example, from other studies commissioned by the City of Portland, we know that Black residents in the Interstate TIF District were displaced as the market changed and rents increased.

Nominal Change in BIPOC Population by Census Tract (2000 to 2020)

BIPOC Population Change

High (175)

Low (0)

☐ BIPOC Loss
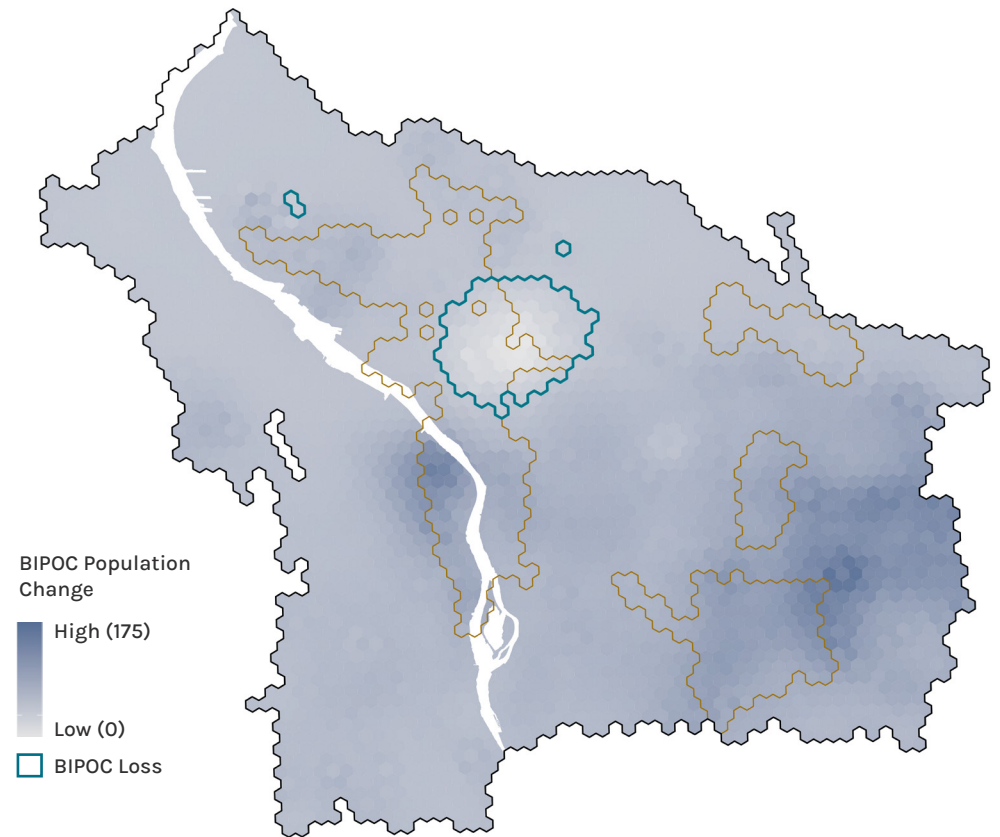
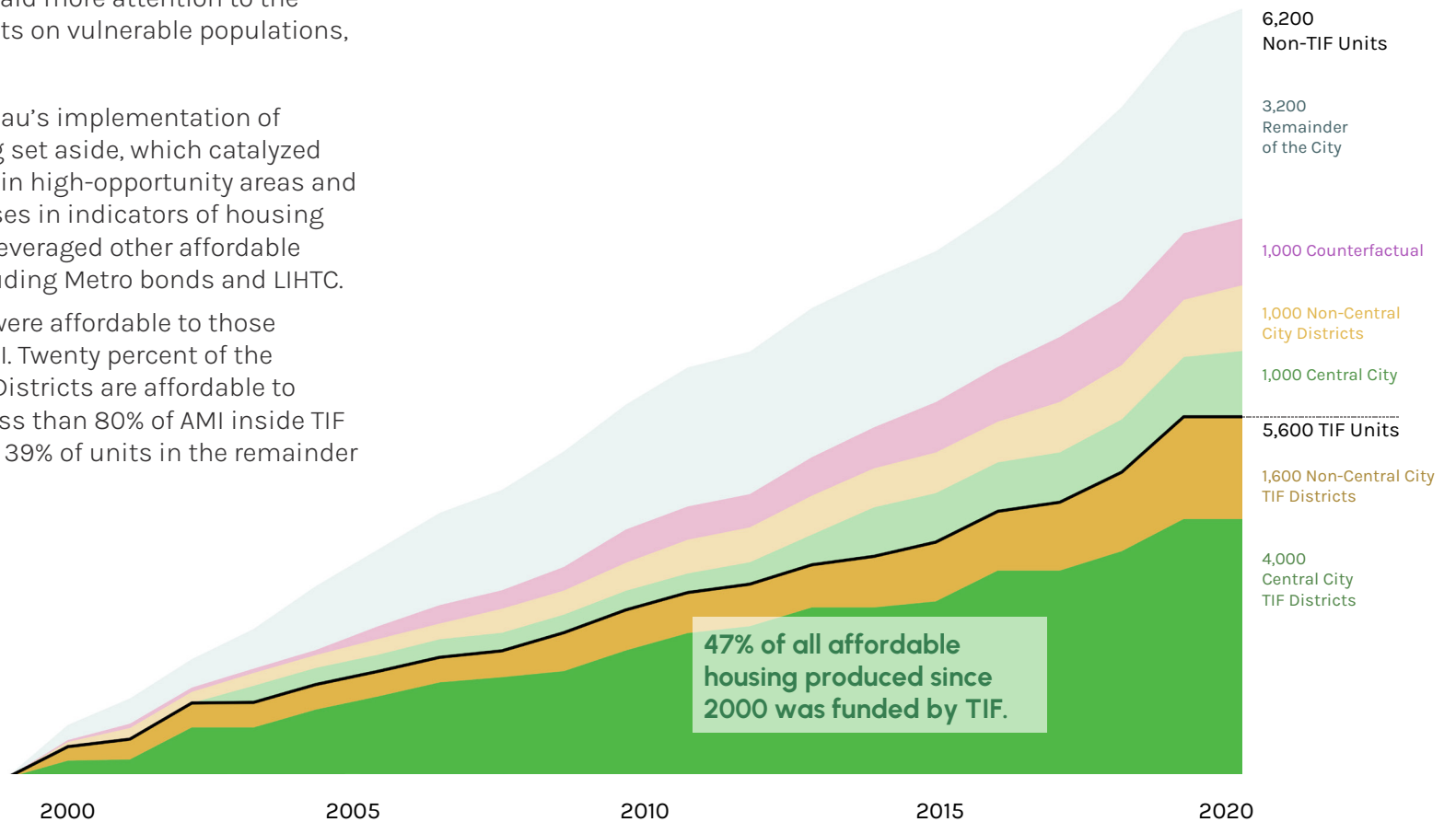Source: 2000 and 2020 Decennial Census

Policy Impacts

Portland Housing Bureau and Prosper Portland's approach

Since 2010, Prosper Portland, Portland Housing Bureau, and the City of Portland paid more attention to the impacts of its investments on vulnerable populations, including:

- Portland Housing Bureau's implementation of the affordable housing set aside, which catalyzed housing development in high-opportunity areas and contributed to decreases in indicators of housing precarity. TIF funding leveraged other affordable housing sources, including Metro bonds and LIHTC.

- Most units produced were affordable to those between 80%-100% AMI. Twenty percent of the units produced in TIF Districts are affordable to households earning less than 80% of AMI inside TIF Districts, compared to 39% of units in the remainder of the city.

Affordable Housing Unit Production (2000 to 2020)

6,200 Non-TIF Units

3,200 Remainder of the City

1,000 Counterfactual

1,000 Non-Central City Districts

1,000 Central City

5,600 TIF Units

1,600 Non-Central City TIF Districts

4,000 Central City TIF Districts

47% of all affordable housing produced since 2000 was funded by TIF.

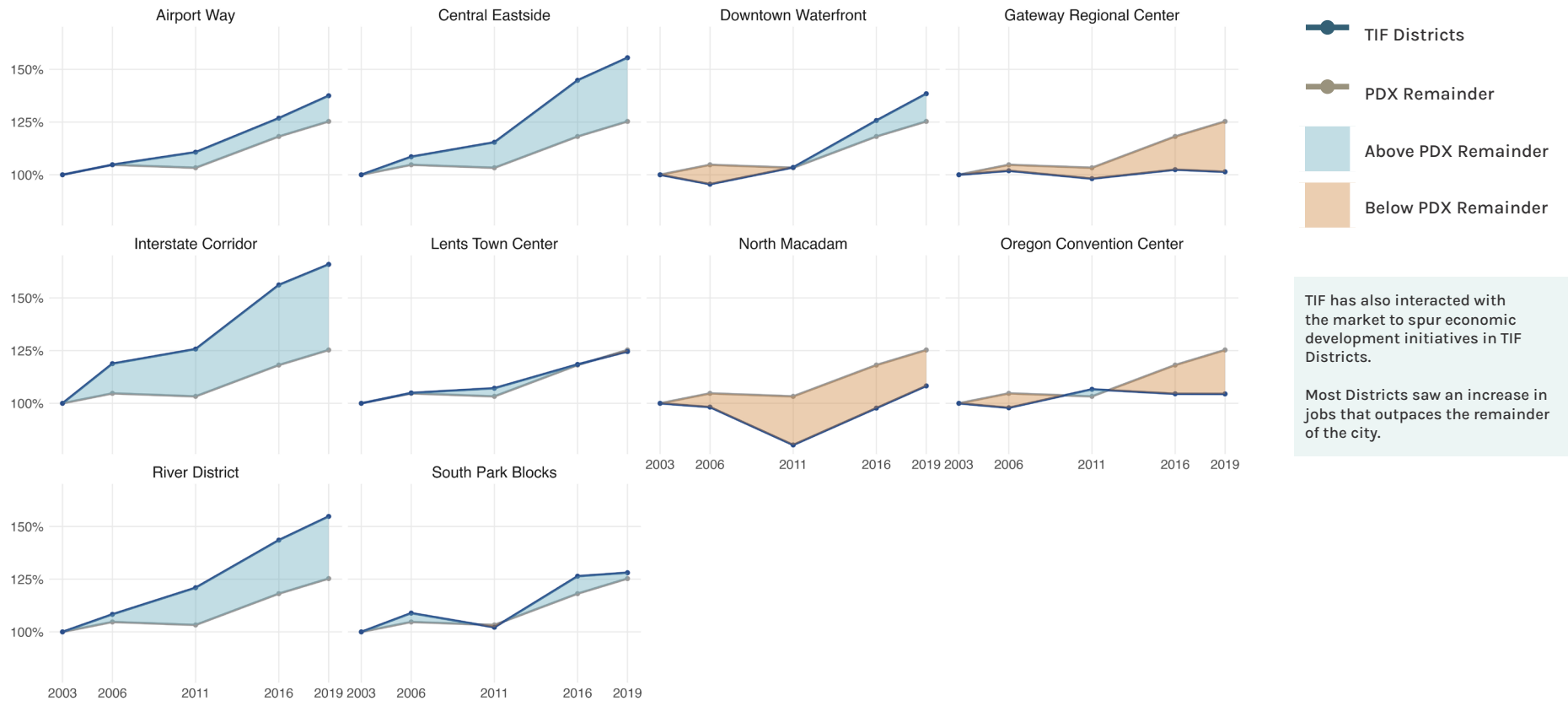2000   2005   2010   2015   2020

Source: Portland Housing Bureau Affordable Housing Inventory

Job Impacts

Employment grew faster inside TIF Districts.

Percent Change in Employment since 2003 by TIF District

Legend:
- TIF Districts
- PDX Remainder
- Above PDX Remainder
- Below PDX Remainder

TIF has also interacted with the market to spur economic development initiatives in TIF Districts.

Most Districts saw an increase in jobs that outpaces the remainder of the city.

Note: Pandemic jobs recovery data is only available through EOY 2021, therefore not reflective of the full recovery and excluded from these charts. In some instances, data for firms with multiple establishments are allocated to the headquarters location.

Source: Quarterly Census of Employment and Wages (QCEW)

Infrastructure Development Impacts

Neighborhood implementation focused on commercial districts and site-specific strategies.

In neighborhood commercial districts, TIF provided targeted funding for infrastructure investments and to a lesser extent, support for local businesses and land banking for new development. At the direction of City Council, TIF helped to fund some of the biggest infrastructure investments from 2000 to 2020 in these areas (like local matches for light rail investments). TIF also helped to fund streetscape and parks investments that contributed to rising property values.

Such focus on hardscape investments and transportation enabled catalytic and place-making projects but also reduced funding available for anti-displacement investments that could have helped to mitigate risk for existing residents and businesses. For a variety of reasons, population and employment growth were lower in neighborhood TIF districts than in the Central City TIF Districts. For example, East Portland TIF Districts were further away from areas with high enough rents to justify new development.

Case Study

Making Transformative Infrastructure Investments on the Halsey/Weidler Corridor in Gateway

The Halsey/Weidler couplet is one of the few corridors in Gateway with a concentration of small, unique, locally-owned businesses. Prosper Portland and the City of Portland made key investments along the corridor to support small businesses, provide new affordable housing, build safe connections for the community, and increase economic output.

The Halsey-Weidler Streetscape Project (NE 102nd to 112th avenues) aimed to improve safety, operations, and access for people walking, biking, driving, and taking transit. Completed in 2021, the Nick Fish is a mixed-income, mixed-use development with 52 affordable housing units next to the 3.2-acre Gateway Discovery Park, which features an inclusive playground and skate and picnic areas.

Commercial Impacts

TIF investments coincided with business growth in TIF Districts, but not at the same pace as comparison areas.

The implementation of neighborhood revitalization efforts in Neighborhood TIF Districts primarily concentrated on enhancing commercial districts through a blend of site-specific strategies, infrastructure improvements, and small business investments.

To complement TIF funding, non-TIF investments in small businesses were essential. Investments like the Neighborhood Prosperity Initiative provided critical support to local entrepreneurs, aiding in the retention and growth of neighborhood businesses.

Small business growth varied widely across the TIF districts. In some areas like Gateway, the small business base shrank, while in the Interstate Corridor, the business base doubled to 1,709 businesses by 2019. River District and Central Eastside both grew at a similar pace as the comparison areas, adding over 300 businesses each between 2003 and 2019.

Small Business Count (2003 to 2019)

	Small Businesses (1-50 Employees)			
	2003	2019	Change #	Change %
Central City TIF Districts				
Central Eastside	757	1,140	383	**151%**
Downtown Waterfront	741	923	182	**125%**
North Macadam	292	413	121	**141%**
Convention Center	339	410	71	**121%**
River District	777	1,126	349	**145%**
South Park Blocks	714	781	67	**109%**
Neighborhood TIF Districts				
Interstate Corridor	856	1,709	853	**200%**
Gateway	376	324	-52	**86%**
Lents Town Center	469	642	173	**137%**
Airport Way	262	333	71	**127%**
Comparison Areas	3,413	5,363	1,950	**157%**

Source: Quarterly Census of Employment and Wages

Appendix A:
Data Notes

Data Notes

Page 2

Data Sources

UDP, NBER

Assumptions and Considerations

Housing precarity refers to households that are at risk of displacement, eviction, and homelessness. These are disproportionately renters, BIPOC, and low income households.

Page 12

Data Sources

- Public expenditures data from the Prosper Portland
- Private expenditure permit data from the Bureau of Development Services
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS). We used the amended Airport Way TIF District Boundary from 2016.

Years

2000 through 2023

Methods

1. We assigned both public and private expenditures that spatially intersected with TIF districts, while labeling all other parcels located outside of TIF districts as the "City Remainder."
2. We summarized the public and private expenditures by year within and outside of TIF districts, anchoring change back to 2000.

Assumptions and Considerations

- Public expenditures were calculated using the sum of the budget for each permit, excluding internal expenditures spent by Prosper Portland. This data represents all Prosper Portland TIF district expenditures.
- For private expenditures, we excluded permits associated with the airport, schools, and other publicly managed locations.

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Data Sources

- Zoning layer from the Portland RLIS Discovery
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

Year

2020

Methods

We assigned CX, EX, RM4, and RX zones as "high-density zones" based on maximum FAR and height ranges.

Assumptions and Considerations

These high-density areas are based on a snapshot of zoning in Q3 2020, it does not include or incorporate zoning changes that occurred from 2000 to Q2 2020.

Page 14

Data Sources

- Summary File 1 (Table P4) from the 2000 Decennial Census
- Census block boundaries from the U.S Census Bureau
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)
- Selinger, Philip. 2019. *Making History: 50 Years of TriMet and Transit in the Portland Region.* https://trimet.org/history/pdf/making-history.pdf

Year

2000

Methods

1. We spatially joined the 2020 census block-level population counts and TIF district boundaries to a hexagonal grid.
2. We selected hexagons that intersected with the TIF district lines to produce the simplified TIF boundaries.
3. To produce the heat maps, we matched 2000 census block-level population by race-ethnicity counts to a hexagonal grid and spatially interpolated the values to create a smoothed density surface.

Data Notes

Assumptions and Considerations

- Black Indigenous Populations of Color (BIPOC) represent individuals who do not identify as "Non-Hispanic; White alone."
- "Black population" are those who identify as Non-Hispanic, Black, or African-American.
- The minimum (Low) and maximum (High) population averages are 6 and 202.

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Data Sources

- Summary File 1 (Table P4) from the 2000 Decennial Census
- P.L. 94-171 Redistricting Data (Table P2) from the 2020 Decennial Census
- Census block boundaries from the U.S Census Bureau
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

Years

2000 and 2020

Methods

1. We spatially joined the 2000 and 2020 census block-level population counts and TIF district boundaries to a hexagonal grid.
2. We selected hexagons that intersected with the TIF district lines to produce the simplified TIF boundaries.
3. To produce the heat maps, we matched 2000 and 2020 census block-level population counts to a hexagonal grid, calculated the difference between the two years, and spatially interpolated the difference (change) to create a smoothed density surface.

Assumptions and Considerations

The population changes ranges are:

- Low: under 45
- Medium: 45 to 120
- High: Greater than 120

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Data Sources

- Address-level Points of Multifamily and Commercial Developments from Costar
- TIF district from the Bureau of Planning and Sustainability (BPS)
- Census Tract Boundaries from the U.S. Census Bureau

Years

Developments with a year built between 2000 and 2023

Methods

1. We identified our "comparison areas" as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts.
2. We spatially joined the Costar points within TIF district boundaries and our comparison areas.
3. We identified medium and high-density development if they had:
   - Medium: (1) FAR 2-5 (2) Commercial and Multifamily buildings with 80K+ SF or (3) Any 4+ story building
   - High: (1) FAR 5+ (2) Commercial and Multifamily buildings with 200K+ SF or (3) Any 7+ story building
4. We summarized the count and square footage of developments with a year built between 2000 and 2023 by their density classification for each TIF district.

Assumptions and Considerations

- Statistics for the comparison areas are census tract-level summaries, while statistics for each of the TIF districts are relevant to the actual TIF district boundary.
- Costar mainly tracks multifamily developments managed by large property management compares, it largely misses "Mom-and-Pop" developments.

Data Notes

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Data Sources

- Address-level Points of Multifamily and Commercial Developments from Costar
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)
- Census Tract Boundaries from the U.S. Census Bureau

Years

Developments with a year built between 2000 and 2023

Methods

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2. We spatially joined the Costar points within TIF district boundaries and our comparison areas.

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- Medium: (1) FAR 2-5 (2) Commercial and Multifamily buildings with 80K+ SF or (3) Any 4+ story building

- High: (1) FAR 5+ (2) Commercial and Multifamily buildings with 200K+ SF or (3) Any 7+ story building

4. We summarized the count and square footage of developments with a year built between 2000 and 2023 by their density classification for each TIF district

5. We spatially joined the Costar points within TIF district boundaries and our comparison areas

Assumptions and Considerations

- Statistics for the comparison areas are census tract-level summaries, while statistics for each of the TIF districts are relevant to the actual TIF district boundary.

- Costar mainly tracks multifamily developments managed by large property management compares, it largely misses "Mom-and-Pop" developments.

Page 18

Data Sources

- Address-level Points of Multifamily and Commercial Developments from Costar
- TIF district from the Bureau of Planning and Sustainability (BPS)
- Census Tract Boundaries from the U.S. Census Bureau

Years

Developments with a year built between 2000 and 2023

Methods

1. We identified our "comparison areas" as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts

2. We spatially joined the Costar points within TIF district boundaries and our comparison areas

3. We identified medium and high-density development if they had:

- Medium: (1) FAR 2-5 (2) Commercial and Multifamily buildings with 80K+ SF or (3) Any 4+ story building

- High: (1) FAR 5+ (2) Commercial and Multifamily buildings with 200K+ SF or (3) Any 7+ story building

4. We summarized the count and square footage of developments with a year built between 2000 and 2023 by their density classification for each TIF district

Assumptions and Considerations

- Statistics for the comparison areas are census tract-level summaries, while statistics for each of the TIF districts are relevant to the actual TIF district boundary.

- Costar mainly tracks multifamily developments managed by large property management compares, it largely misses "Mom-and-Pop" developments.

Data Notes

Page 19

Data Sources
- Affordable Housing Inventory from the Portland Housing Bureau (PHB)
- Summary File 1 (Table H3) from the 2000 Decennial Census
- P.L. 94-171 Redistricting Data (Table H1) from the 2020 Decennial Census
- Census Tract Boundaries from the U.S. Census Bureau
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

Years
2000 through 2020

Methods
1. We identified our "comparison areas" as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts
2. We spatially joined affordable housing addresses and 2000 and 2020 census-block total housing unit counts to TIF districts and comparison areas
3. To estimate the market-rate housing stock, we subtracted affordable housing units stock in 2000 and 2020 from the total housing unit counts in 2000 and 2020
4. We then summarized the count of regulated affordable units and backed-in market-rate housing units within TIF districts and comparison areas, anchoring change back to 2000.

Assumptions and Considerations
- Statistics for the comparison areas are census tract-level summaries, while statistics for each of the TIF districts are relevant to the actual TIF district boundary.
- The affordable housing inventory data only indicates if a development received TIF funding or not, it does not track the amount of funding.
- The Oregon Convention Center district built roughly 700 affordable housing units between 2000 and 2020, but contained no affordable housing stock in 2000. As such, a growth rate could not be calculated starting from a base of 0.
- The Downtown Waterfront district showed a minor decline in market-rate housing after comparing the backed-in market-rate housing estimates in 2000 and 2020.

We assume this decline is not real and likely due to a combination of (1) noise and/or coverage error from the Decennial Census and (2) demolitions that occurred between 2000 and 2020.

Page 20

Data Sources
- Affordable Housing Inventory from the Portland Housing Bureau (PHB)
- Summary File 1 (Table H3) from the 2000 Decennial Census
- P.L. 94-171 Redistricting Data (Table H1) from the 2020 Decennial Census
- Census Tract Boundaries from the U.S. Census Bureau
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

Years
2000 and 2020

Methods
1. We identified our "comparison areas" as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts
2. We spatially joined affordable housing addresses and 2000 and 2020 census-block total housing unit counts to TIF districts and comparison areas
3. To estimate the market-rate housing stock, we subtracted affordable housing units stock in 2000 and 2020 from the total housing unit counts in 2000 and 2020
4. We then summarized the count of regulated affordable units and backed-in market-rate housing units within TIF districts and comparison areas, anchoring change back to 2000.

Assumptions and Considerations
- Statistics for the comparison areas are census tract-level summaries, while statistics for each of the TIF districts are relevant to the actual TIF district boundary.
- The affordable housing inventory data only indicates if a development received TIF funding or not, it does not track the amount of funding.

Data Notes

- The Oregon Convention Center district built roughly 700 affordable housing units between 2000 and 2020, but contained no affordable housing stock in 2000. As such, a growth rate could not be calculated starting from a base of 0.
- The Downtown Waterfront district showed a minor decline in market-rate housing after comparing the backed-in market-rate housing estimates in 2000 and 2020. We assume this decline is not real and likely due to a combination of (1) noise and/or coverage error from the Decennial Census and (2) demolitions that occurred between 2000 and 2020.

Page 23

Data Sources
- Affordable Housing Inventory from the Portland Housing Bureau (PHB)
- Summary File 1 (Table H3) from the 2000 Decennial Census
- P.L. 94-171 Redistricting Data (Table H1) from the 2020 Decennial Census
- Census Tract Boundaries from the U.S. Census Bureau
- TIF district and Central City boundaries from the Bureau of Planning and Sustainability (BPS)
- Quarterly Census of Employment and Wages from the Oregon Employment Department

Years
2000 and 2020 (Housing); 2003 and 2019 (Jobs)

Methods
1. We identified our "comparison areas" as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts
2. We spatially intersected TIF boundaries to census tracts and the Central City boundary to create tract-level boundaries of Central City and Neighborhood TIF areas.
3. We spatially joined affordable housing addresses and 2000 and 2020 census-block total housing unit counts to TIF district and comparison area tracts
4. To estimate the market-rate housing stock, we subtracted affordable housing units stock in 2000 and 2020 from the total housing unit counts in 2000 and 2020

5. We joined privately-owned business addresses containing the employee counts in 2003 and 2019 to our TIF district and comparison area tracts.
6. We then summarized the count of regulated affordable units, backed-in market-rate housing units, and jobs within TIF and comparison area tracts, anchoring change back to 2000 (2003 for jobs).

Assumptions and Considerations
- Statistics across our three areas are census tract-level summaries.
- The affordable housing inventory data only indicates if a development received TIF funding or not, it does not track the amount of funding.
- QCEW data are based on unemployment insurance and thus, only include covered workers.
- Annual employment represents the average employment across four quarters.
- We did not include home care workers which are tied to homes, not establishments.

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Data Sources
- Address-level Points of Multifamily Developments from Costar
- TIF district from the Bureau of Planning and Sustainability (BPS)

Years
Developments between 2000 and 2020 (construction); Developments built in 2000 or earlier (rent growth)

Methods
1. We selected hexagons that intersected with the TIF district lines to produce the simplified TIF boundaries.
2. We spatially joined the Costar multifamily addresses built in 2000 or earlier to a hexagonal grid, then calculated the average growth 1-bedroom rents per sqft in each hex.
3. We joined all multifamily developments built between 2000 and 2020 to a hexagonal grid, then calculated the construction rate of new rentals built since 2000.

Data Notes

4. We spatially interpolated these growth values in rent and construction to create a smoothed density surface across the city.

5. We classified hexagons that were in the top and bottom quartile of construction and rent growth as "High" and "Low," respectively.

Assumptions and Considerations

- This bivariate map looks at the correlation between new development and rent growth for units that existed prior to our study period

- Costar mainly tracks multifamily developments managed by large property management compares, it largely misses "Mom-and-Pop" developments.

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Data Source
Costar

Years
2000-2020

Methods

To evaluate the relationship between building characteristics and rent growth, ECO built linear regression models using Costar multifamily rent data for 2000-2023. ECO used regression analysis to isolate the census tract-level impact of variables on rent growth, including building age, proximity to downtown Portland, building amenities, and neighborhood characteristics. Regression analysis is a statistical technique used to model the relationship between one or more independent variables and a dependent variable. It helps in understanding how changes in the independent variables are associated with changes in the dependent variable. ECO analyzed whether the change in one or more of the dependent variables could statistically predict the differences in rent growth across tracts. Statistical significance is a concept used in hypothesis testing to determine whether an observed effect is likely to be real or if it could have occurred by chance. In other words, it helps to assess whether the results of an experiment or study are meaningful or if they could simply be due to random variation or noise.

Assumptions and Considerations

- The values for each of the variables on this page describe the impact on rent in isolation. These variables combine to have an overall impact on rent growth

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Data Sources

- Quarterly Census of Employment and Wages (QCEW) from the Oregon Employment Department

- Private expenditure permit data from the Bureau of Development Services

- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

- Summary File 1 (Table P4 and H3) from the 2000 Decennial Census

- P.L. 94-171 Redistricting Data (Table P2 and H1) from the 2020 Decennial Census

- Census block boundaries from the U.S Census Bureau

- Address-level Points of Multifamily Developments from Costar

Years

2003 and 2019 (Jobs and Small Businesses); 2000 to 2020 (Housing, Market, Affordable, and BIPOC); 2000 to 2022 (Investment and Rent).

Data availability of different data sources prevents a consistent time period range.

Methods

1. We identified our "comparison areas" as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts.

2. We spatially intersected TIF boundaries to census tracts and the Central City boundary to create tract-level boundaries of Central City and Neighborhood TIF areas.

3. We spatially joined affordable housing addresses and 2000 and 2020 census blocks containing total housing units and population by race-ethnicity counts to TIF district and comparison area tracts.

4. We spatial joined permit data to the TIF districts to estimate private investment per acre.

Data Notes

5. We spatially joined the Costar multifamily addresses to our TIF districts and comparison areas, then calculated the average rent growth.

6. To estimate the market-rate housing stock, we subtracted affordable housing units stock in 2000 and 2020 from the total housing unit counts in 2000 and 2020.

7. We joined privately-owned business addresses containing the employee counts in 2003 and 2019 to to our TIF district and comparison area tracts.

8. We defined small businesses as those that have 1 to 50 employees, it does not include home-based/self employed businesses.

Assumptions and Considerations

• Statistics for "Comparison Areas" and "TIF Districts" are census tract-level summaries, while statistics for each of the named TIF districts are relevant to the actual TIF district boundary.

• QCEW data are based on unemployment insurance and thus, only include covered workers.

• Employment represents the average employment across four quarters.

• Small Business comparison only looks at growth of small businesses in aggregate, it does not measure business formation or churn.

• The Oregon Convention Center district built roughly 700 affordable housing units between 2000 and 2020, but contained no affordable housing stock in 2000. As such, a growth rate could not be calculated starting from a base of 0.

• The Downtown Waterfront district showed a minor decline in market-rate housing after comparing the backed-in market-rate housing estimates in 2000 and 2020. We assume this decline is not real and likely due to a combination of (1) noise and/ or coverage error from the Decennial Census and (2) demolitions that occurred between 2000 and 2020.

• Airport Way contains too few residentially zoned areas to measure meaningful change across housing and social trends.

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Housing Precarity Definition Source

Urban Displacement Project and National Bureau of Economic Research

Data Sources

• TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

• Summary File 1 and 3 (Table H4, P4 ,P3, H37and H69) from the 2000 Decennial Census

• P.L. 94-171 Redistricting Data (Table H1 and P2) from the 2020 Decennial Census

• Table B15003 andB25070 from 2020-2016 5-year ACS

• Census block and block group boundaries from the U.S Census Bureau

• Address-level Points of Multifamily Developments from Costar

Years

2000 and 2020

Methods

1. We identified our "All TIF Districts" as census tracts that intersected with our TIF districts.

2. We spatially intersected TIF boundaries to census block groups to create block group-level boundaries for each individual TIF district.

3. We spatially joined affordable housing addresses and 2000 and 2020 census blocks containing housing units by tenure and population by race-ethnicity counts to TIF district and comparison area block groups we aggregated 5-year cost burden and educational attainment estimates to the block-group equivalent TIF areas.

4. To estimate the market-rate housing stock, we subtracted affordable housing units stock in 2000 and 2020 from the total housing unit counts in 2000 and 2020.

5. We spatially joined the Costar multifamily addresses to our TIF district areas then calculated the average rent growth.

Assumptions and Considerations

• Statistics for "All TIF Districts" are census tract-level summaries, while statistics for each of the named TIF districts are relevant to their block-group equivalent boundaries.

Data Notes

- The Oregon Convention Center district built roughly 700 affordable housing units between 2000 and 2020, but contained no affordable housing stock in 2000. As such, a growth rate could not be calculated starting from a base of 0.
- The Downtown Waterfront district showed a minor decline in market-rate housing after comparing the backed-in market-rate housing estimates in 2000 and 2020. We assume this decline is not real and likely due to a combination of (1) noise and/or coverage error from the Decennial Census and (2) demolitions that occurred between 2000 and 2020.
- Airport Way contains too few residentially zoned areas to measure meaningful change across housing and social trends.

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Data Sources

- City of Portland. "Gentrification and Displacement Studies." Portland.Gov, https://www.portland.gov/bps/planning/adap/gentrification-and-displacement-studies.
- P.L. 94-171 Redistricting Data (Table P2) from the 2020 Decennial Census
- Summary File 1 (Table P4) from the 2000 Decennial Census
- Census block boundaries from the U.S Census Bureau
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

Years

2000 and 2020

Methods

1. We spatially joined 2020 and 2000 census block-level population counts to TIF districts.
2. We summarized BIPOC population counts within and outside of TIF districts, anchoring change back to 2000.
3. To produce the heat maps, we matched the 2000 and 2020 census block-level BIPOC population counts to a hexagonal grid and spatially interpolated a smoothed surface of change.
4. We spatially dissolved hexagons that contained negative interpolated growth values to create the BIPOC loss area.
5. We selected hexagons that intersected with the TIF district lines to produce the simplified TIF boundaries.

Assumptions and Considerations

- Black Indigenous Populations of Color (BIPOC) represent individuals who do not identify as Non-Hispanic; White alone.
- This map represents the change in the BIPOC population between 2000 and 2020; it does not reflect the migration patterns of individuals.

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Data Sources

- Affordable Housing Inventory from the Portland Housing Bureau (PHB)
- Summary File 1 (Table H3) from the 2000 Decennial Census
- P.L. 94-171 Redistricting Data (Table H1) from the 2020 Decennial Census
- Census Tract Boundaries from the U.S. Census Bureau
- TIF district and Central City boundaries from the Bureau of Planning and Sustainability (BPS)

Years

2000 and 2020 (Housing)

Methods

1. We identified our comparison/counterfactual areas as census tracts that intersected with commercial corridors with similar market and zoning characteristics as our TIF districts.
2. We spatially intersected TIF boundaries to census tracts and the Central City boundary to create tract-level boundaries of Central City and Neighborhood TIF areas.
3. We spatially joined affordable housing addresses and 2000 and 2020 census-block total housing unit counts to TIF district and comparison area tracts.
4. We then summarized the count of regulated affordable units within TIF and comparison area tracts, anchoring change back to 2000.

Data Notes

Assumptions and Considerations
- Statistics across our three areas are census tract-level summaries.
- The affordable housing inventory data only indicates if a development received TIF funding or not, it does not track the amount of funding.
- Portland Housing Bureau reports that the non-TIF unit count includes some older affordable housing projects built before 2000, tax-exempt projects, and projects built with housing bonds.

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Data Sources
- Quarterly Census of Employment and Wages (QCEW) from the Oregon Employment Department
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)
- Years 2003, 2006, 2011, 2016, 2019

Methods
1. We spatially joined address-level establishments to TIF districts, removing cases with too few employees and firms to maintain confidentiality.
2. We then summarized the average annual number of employees of private establishments within and outside of TIF districts for each year, anchoring change back to 2003.

Assumptions and Considerations
- QCEW data are based on unemployment insurance and thus, only include covered workers
- Annual employment represents the average employment across four quarters
- We did not include home care workers which are tied to homes, not establishments.

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Data Sources
- Quarterly Census of Employment and Wages (QCEW) from the Oregon Employment Department
- TIF district boundaries from the Bureau of Planning and Sustainability (BPS)

Years
2003 and 2019

Methods
1. We defined small businesses as those that have 1 to 50 employees, it does not include home-based/self-employed businesses.
2. We spatially joined address-level private, small businesses to TIF districts and our comparison areas, removing cases with too few employees and firms to maintain confidentiality.
3. We then summarized the count of private, small businesses within TIF districts and our comparison areas anchoring change back to 2003.

Assumptions and Considerations
- QCEW data are based on unemployment insurance and thus, only include covered workers.
- Employment represents the average employment across four quarters.
- This only looks at the growth of small businesses in aggregate, it does not measure business formation or churn.
- Statistics for the comparison areas are census tract-level summaries, while statistics for each of the TIF districts are relevant to the actual TIF district boundary.

Appendix B:
TIF District Summaries

Central Eastside District
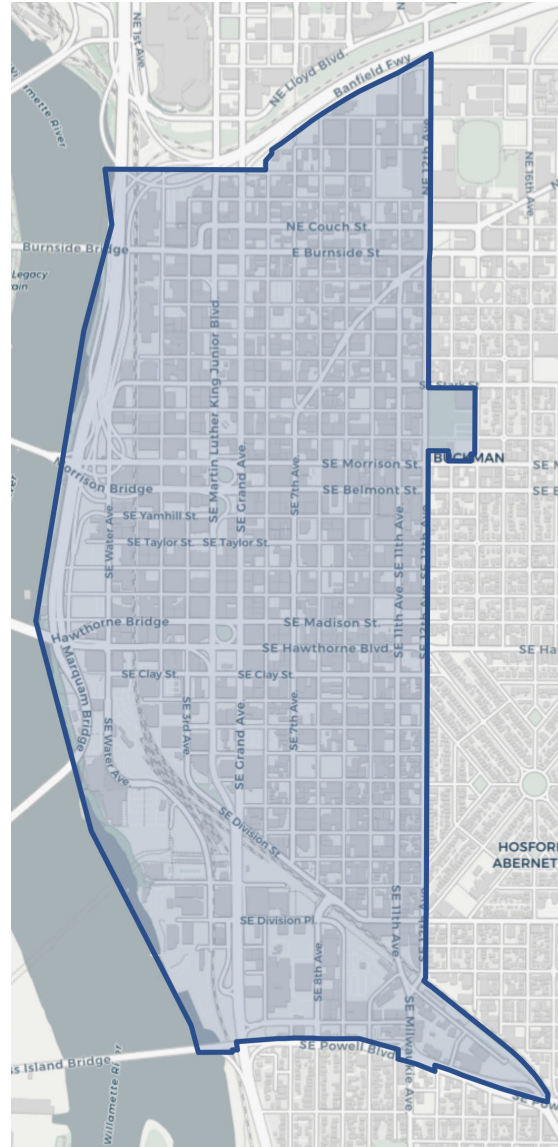
TIF Summary

11 Amendments between 1986-2015

Top Priorities

- Support existing and new businesses and create stable quality jobs
- Support diverse, thriving, and evolving central-city industrial district
- Develop and expand housing and job opportunities, utilize vacant land, and retain character of neighborhood and business centers
- Expand development of the riverfront to promote recreation, commercial, and residential waterfront development

Investments Completed

- Redevelopment: Burnside Bridgehead: 5 blocks of redevelopment including the Eastside Exchange renovation, Holman Building, and Workshop Blocks acquisition
- Economic Development: 430 grants
- Housing: St. Francis
- Infrastructure: Eastbank Esplanade ($24.5m), East Burnside-Couch Couplet, and Portland Streetcar

Benchmarks
Jobs: N/A
Units: N/A

Added Jobs
Peak (2019): 21,008
Latest (2021): 19,044

Added Housing Units
Peak, Latest (2020): 2,482

Downtown Waterfront District

TIF Summary

28 Amendments between 1974-2008

Top Priorities

- Conserve and rehabilitate existing buildings and improvements
- Acquire land and properties to develop and rehabilitate downtown to increase jobs and housing
- Support public improvements, including streets, parks, and open space, to serve development

Investments Completed

- Redevelopment: RiverPlace, Pioneer Place, Oregon College of Oriental Medicine, White Stag Blocks, MercyCorps ($85.5m total)
- Economic Development: 334 grants
- Housing: Yards at Union Station, Biltmore Hotel, Richard L. Harris Building, Estate Hotel, Blanchet House, Old Town Lofts, Pacific Tower ($103.5m total)
- Infrastructure: Extension of Waterfront Park, Portland Saturday Market, and Bill Naito fountain ($32.2m total); Lan Su Chinese Garden; Light Rail/Transit Mall Development and Naito Parkway ($25.4m total)

Benchmarks
Jobs: 10.000
Units: 200-750

Added Jobs
Peak (2019): 22,219
Latest (2021): 18,788

Added Housing Units
Peak, Latest (2020): 3,190*

*Meeting housing unit benchmark does not necessarily mean affordability targets were met.

## North Macadam District

TIF Summary

4 Amendments between 1999-2014

Top Priorities

- Optimize area as the major regional employment, population, and cultural center
- Create public and private facilities to bring jobs, provide supportive housing, open space, and develop necessary transportation and economic links
- Balance economic, community and environmental goals to create a healthy and vital Central City district
- Utilize the unique character of the area's relationship to the Willamette River to link its riverfront, business centers, residential, open space and parks, and retail and business centers

Investments Completed

- Redevelopment/Economic Development: RiverPlace, Central District redevelopment agreement (Center for Health and Healing, Knight Cancer Research Building), PSU business accelerator, Vanport Building at 4th and Montgomery

- Housing: The Vera Phases 1 and 2, Grays Landing ($23.8m), The Emery Apartments

- Infrastructure: Aerial Tram, Central City Streetcar, Gibbs Street Pedestrian Bridge, Orange MAX Line, SW Bond Avenue, Waterfront Greenway, Elizabeth Caruthers Park
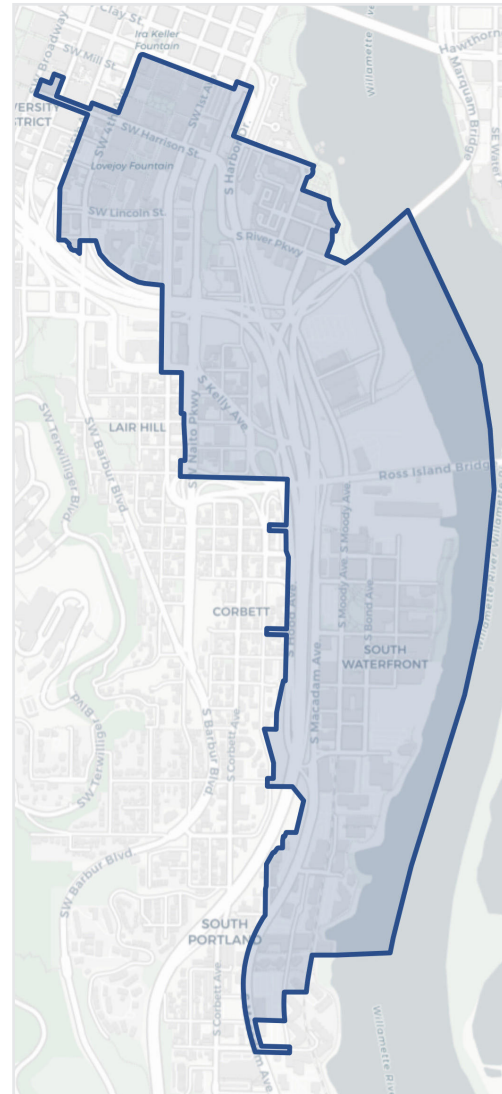
Benchmarks
Jobs: 8,500-10,000
Units: 1,500-3,000

Added Jobs
Peak (2019): 11,029
Latest (2021): 9,890

Added Housing Units
Peak, Latest (2020): 5,826*

*Meeting housing unit benchmark does not necessarily mean affordability targets were met.

Oregon Convention Center District
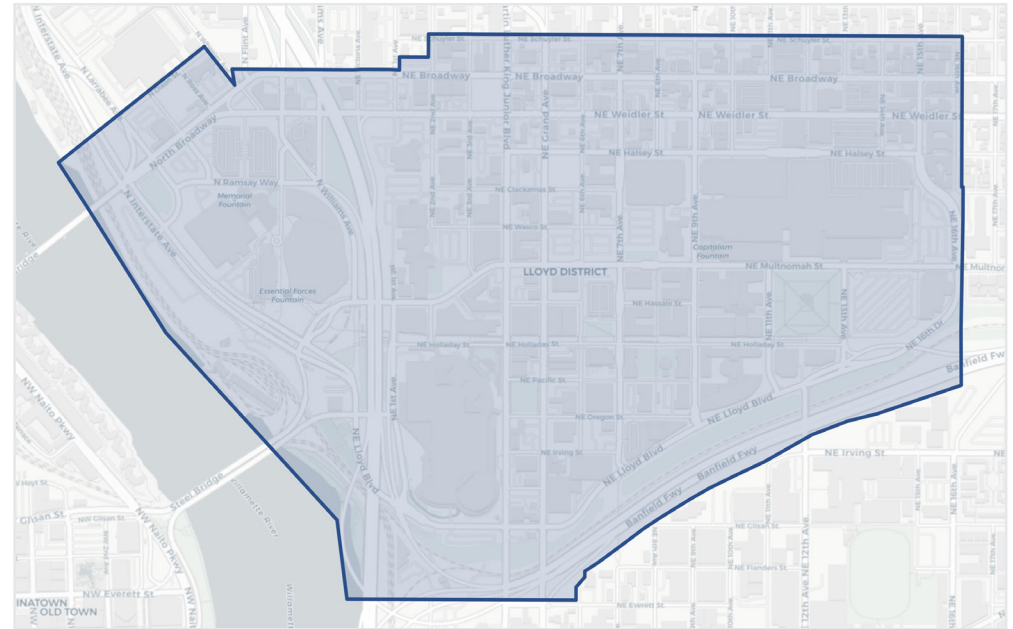
TIF Summary

21 Amendments between 1989-2019

Top Priorities

- Maximize the regional job potential of the Oregon Convention Center by expanding and servicing the convention trade (e.g., lodging, entertainment, restaurant, and retail development)

- Facilitate the redevelopment of the Lloyd District by increasing its economic viability and role within the Central City and improving its connection to Downtown

Investments Completed

- Redevelopment/Economic Development: Expansion of Convention Center ($18m) and Rose Quarter, Convention Center Hotel ($10m) and Garage ($32m)

- Housing: Louisa Flowers ($25.7m), 8th and Hassalo

- Infrastructure: Eastbank Park ($11.5m), Convention Center plaza, Portland Eastside Streetcar ($14.4m), Earl Blumenauer Bridge

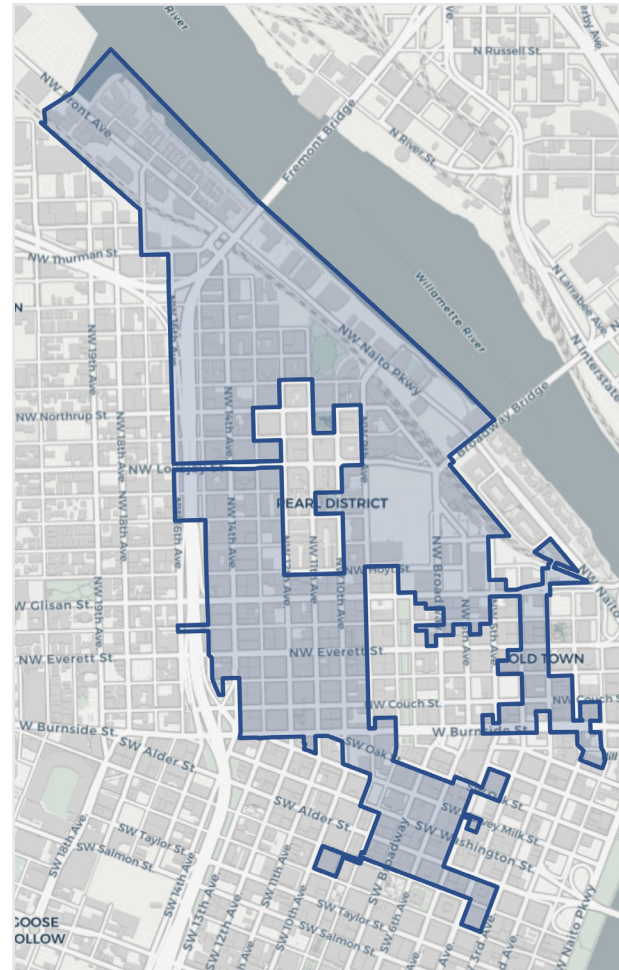| Benchmarks	Added Jobs	Added Housing Units
Jobs: 500-3,400	Peak (2019): 14,173	Peak, Latest (2020): 2,397
Units: 125	Latest (2021): 12,075	

River District

TIF Summary

4 Amendments between 1998-2015

Top Priorities

- Develop a functional and symbolic relationship with the river
- Promote the development of a diverse inventory of housing
- Connect subdistrict neighborhoods and provide them with the support they require to be self-sufficient
- Enhance the economy of the City through adequate access between home, work, services, and recreational destinations

Investments Completed

- Redevelopment: Hoyt Street development agreement, Union Station and Station Place acquisition and development, Brewery Blocks and the Armory building, USPS acquisition ($122.9m)
- Economic Development: Food Innovation Center, EcoTrust/Jean Vollum Capital Center, The Nines Hotel/Macy's, Vestas Americas North American headquarters ($62m)
- Housing: Royal Palms, Lovejoy Station, Pearl Court Apartments, Station Place, Sitka Apartments, The Abigail, Ramona Apartments, Bud Clark Commons, Union Gospel Mission
- Infrastructure: Lovejoy ramp realignment, Jamison Square, Tanner Springs Park, Neighborhood Park, Central City Streetcar, 10th and Yamhill Garage

Benchmarks

Jobs: N/A

Units: 5,000

Added Jobs

Peak (2019): 23,739

Latest (2021): 19,679

Added Housing Units

Peak, Latest (2020): 8,024*

*Meeting housing unit benchmark does not necessarily mean affordability targets were met.

## South Park Blocks District

TIF Summary

13 Amendments between 1985-2019

Top Priorities

- Reinforce downtown's position as the principal commercial, service, cultural and high-density housing center
- Give a high priority to increasing residential units in the downtown area for a mix of age and income groups
- Provide improvement necessary to strengthen downtown as the entertainment and cultural center of the metropolitan area
- Identify, preserve, and protect historical structures within downtown

Investments Completed

- Redevelopment/Preservation: University Park, Gallery Park, Southpark Square, Museum Place South, Eliot Tower, Simon Benson House, Telegram Building, Galleria
- Economic Development: PSU Academic and Student Recreation Center
- Housing: development and preservation of over 1,700 affordable housing units and homeless shelters/services (Alder House, 12th Avenue Terrace, St James, Peter Paulson, Kafoury Commons, New Avenues for Youth, Outside In, St Francis Apartments, Martha Washington Building) $84.6m
- Infrastructure: Central City Streetcar, Director's Park, PSU Urban Center Plaza ($15.7m)
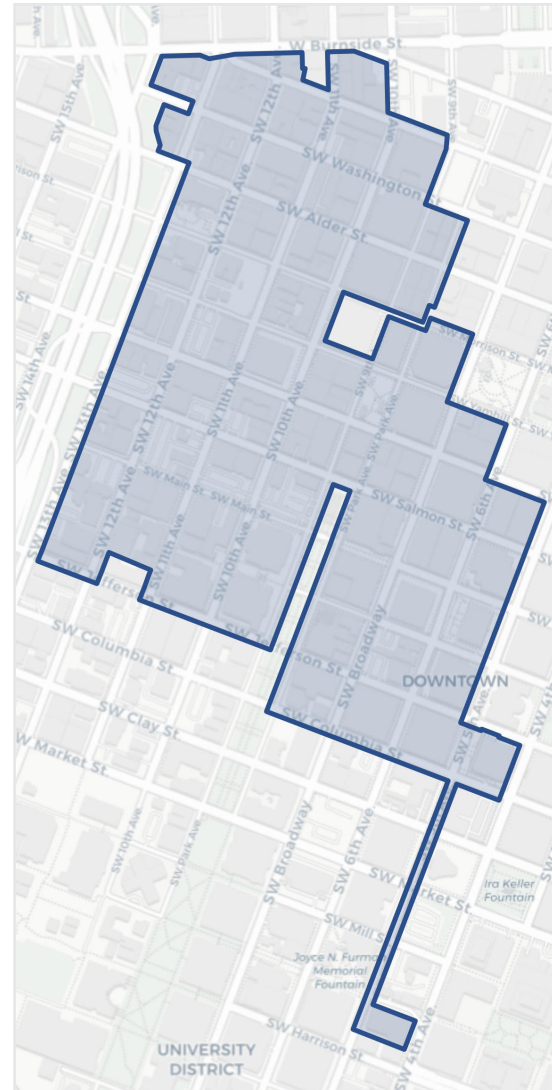
Benchmarks

Jobs: N/A
Units: 1,600

Added Jobs

Peak (2019): 19,539
Latest (2021): 16,281

Added Housing Units

Peak, Latest (2020): 2,880*

*Meeting housing unit benchmark does not necessarily mean affordability targets were met.

# Interstate Corridor TIF District

TIF Summary

12 Amendments between 2000-2015

Top Priorities

- 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
- Optimize public investment in the Interstate light rail line by ensuring that the entire area benefits from this investment

Investments Completed

- Redevelopment: Vanport Phases 1 and 2, Fremont Place, The Heritage Building, Alberta Commons, Kenton Station, June Key Delta Community Center
- Housing: New Columbia, Killingsworth Station, N/NE Housing Strategy (Charlotte B Rutherford, Beatrice Morrow, King + Parks, Magnolia II, Renaissance Commons, Songbird)
- Infrastructure: MAX Yellow Line, Streetscapes (Denver Avenue, Russell Street, Lombard, Killingsworth), Dawson Park, Dr. Martin Luther King Jr. Heritage Markers
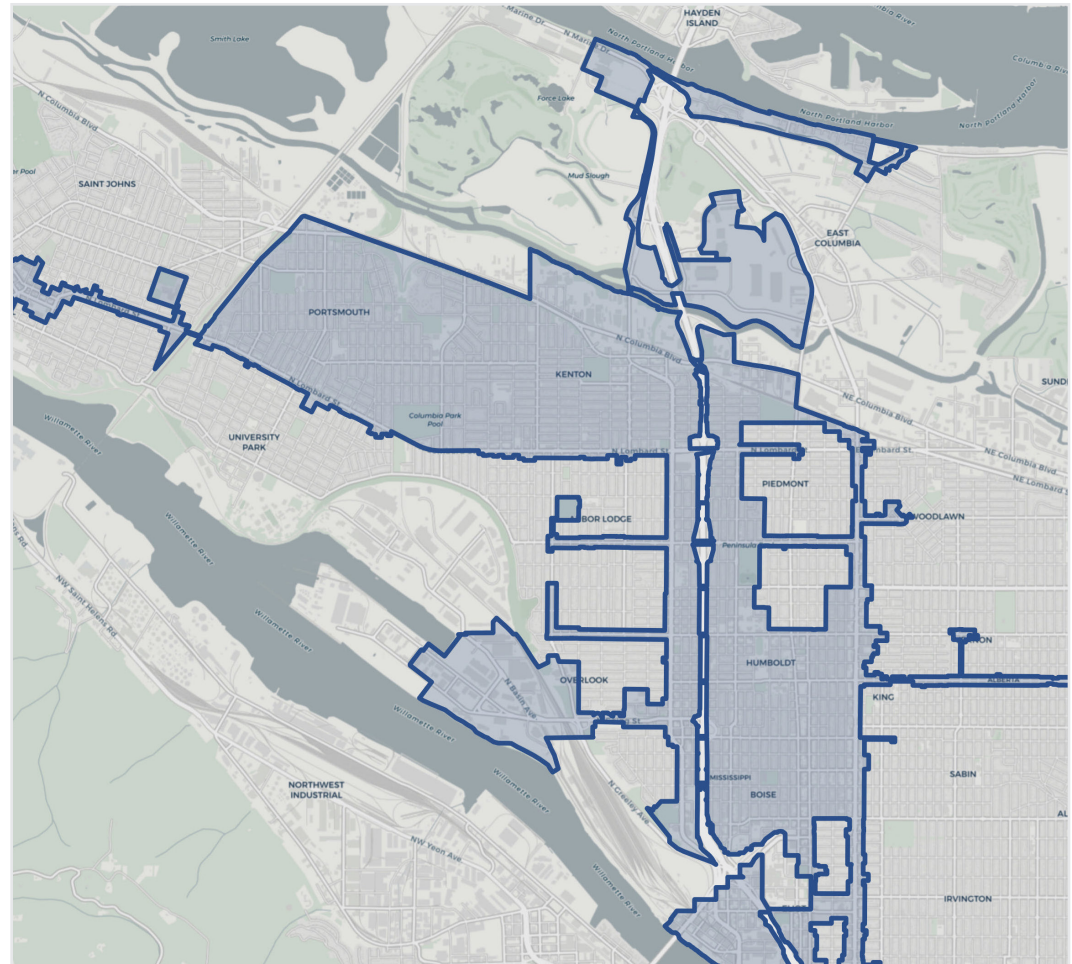
Benchmarks	Added Jobs	Added Housing Units
Jobs: 12,360	Peak (2019): 28,715	Peak, Latest (2020): 19,557*
Units: 3,640	Latest (2021): 26,046	

*Meeting housing unit benchmark does not necessarily mean affordability targets were met.

Gateway Regional Center District
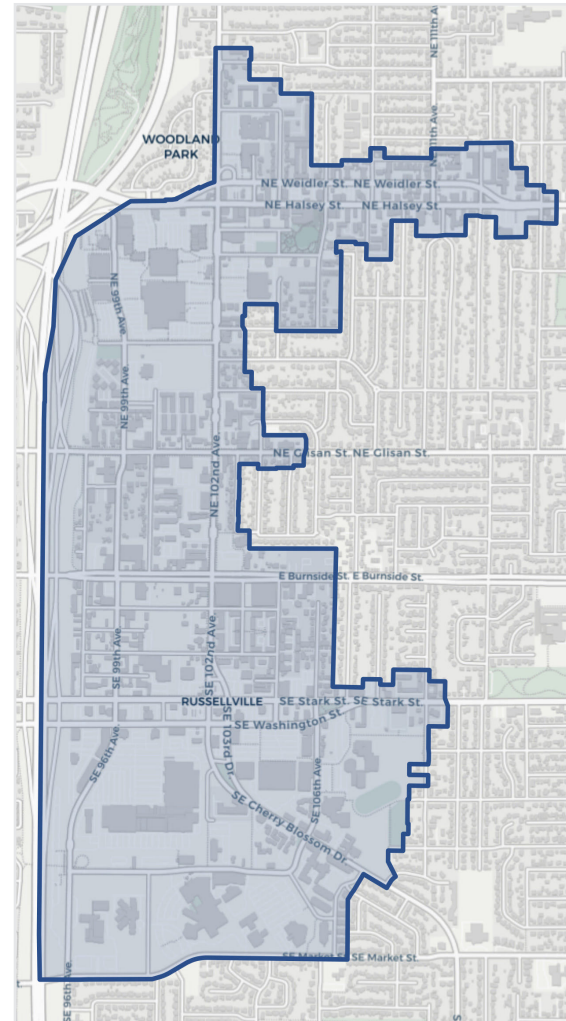
TIF Summary

1 Original Plan in 2001

Top Priorities

- Facilitate the development of a "regional center" as established by the Outer Southeast Community Plan
- Accommodate compact, mixed-use development that supports a range of travel options and multiple opportunities for community interaction and economic advancement
- Create public spaces, transportation, and pedestrian improvements, and projects to enhance Gateway's viability as a livable center of activity

Investments Completed

- Redevelopment/Economic Development: Oregon Clinic, The Rose, Children's Receiving Center, The Nick Fish
- Housing: Glisan Commons, The Nick Fish, Gilman Court
- Infrastructure: MAX Green Line, Streetscapes (102nd Avenue, Halsey/Weidler), NE 97th Avenue Green Street, Gateway Discovery Park ($16.8m)

Benchmarks

Jobs: 9,808
Units: 3,790

Added Jobs

Peak (2019): 9,152
Latest (2021): 8,385

Added Housing Units

Peak, Latest (2020): 2,928

Lents Town Center District
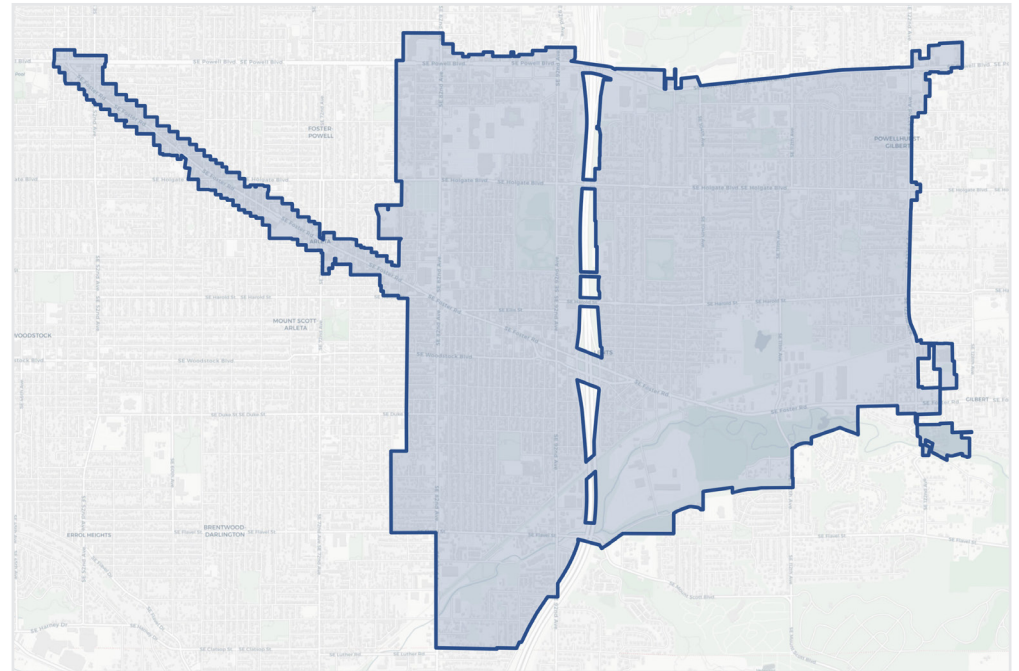
TIF Summary

2 Amendments between 1998-2020

Top Priorities

- Increase the vitality and economic health of commercial areas, support businesses, and create jobs

- Provide new and rehabilitated housing units suitable for households with a range of incomes and housing needs

- Protect and enhance the natural environment and improve transportation for safe and convenient access to homes and businesses

Investments Completed

- Redevelopment: Assurety NW, Lents Town Center (e.g., Lents Commons, Woody Guthrie, and Asian Health Services Center), Bakery Blocks, Portland Mercado

- Housing: Woody Guthrie, Oliver Station, Lents Commons, neighborhood housing programs

- Infrastructure: MAX Green Line, Foster Avenue streetscapes, Lents Park ballfield, Leach Botanical Garden, Springwater Trail, Springwater floodplain

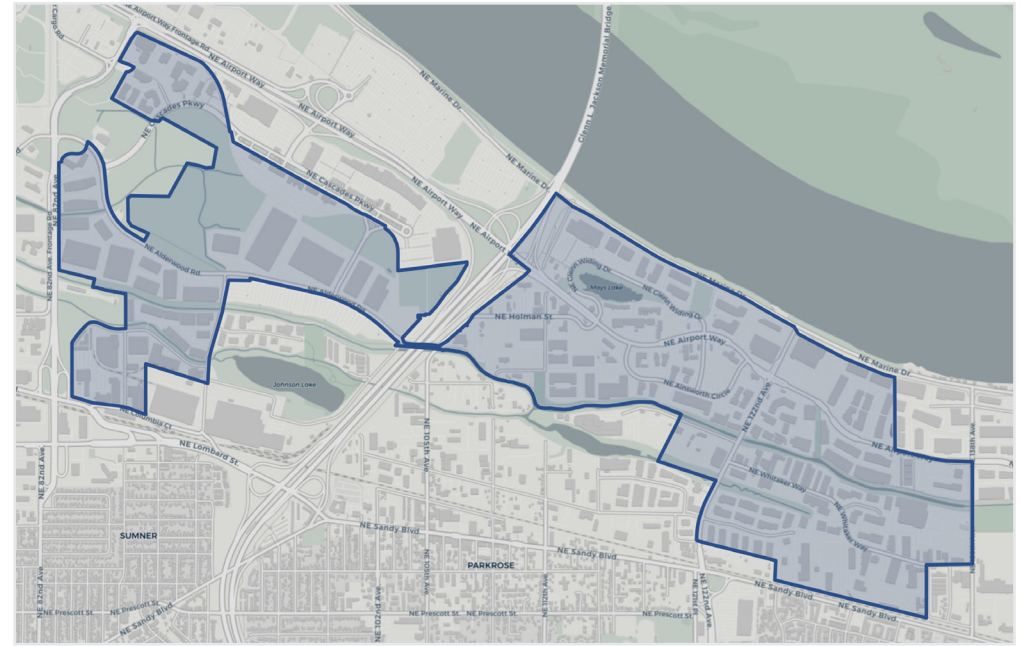| Benchmarks	Added Jobs	Added Housing Units
Jobs: 2,000-3,000	Peak (2019): 7,909	Peak, Latest (2020): 11,674
Units: N/A	Latest (2021): 7,597	

Airport Way District

TIF Summary

11 Amendments between 1986-2015

Top Priorities

• Develop PDX Airport to increase jobs

• Acquire land and properties to expand PDX Airport Way

• Support the development of public infrastructure and transit which still protect the district's natural resources

Investments Completed

• Redevelopment/Economic Development: Cascade Station (120-acres, including IKEA, shopping center, hotels, office), Riverside Parkway Corporate Center, FBI Regional Headquarters

• Infrastructure: MAX Line to PDX Airport ($37.5m), NE Airport Way Extension, Columbia Slough Trail

Benchmarks	Added Jobs	Added Housing Units
Jobs: 18,000-28,400	Peak (2019): 10,907	Peak (2010): 7
Units: N/A	Latest (2021): 9,974	Latest (2020): 4