

AFTER RECORDING RETURN TO:

Prosper Portland
Attn. Karen Harris
220 NW 2nd Avenue, Suite 200
Portland, OR 97209

Multnomah County Official Records
E. Murray, Deputy Clerk

2024-071217



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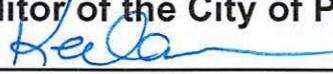
Lloyd-Holladay
Tax Increment Finance District Plan

(document follows this coversheet)



CITY OF PORTLAND
Office of the City Auditor
1221 SW Fourth Avenue, Room 130
Portland, OR 97204

I hereby certify Ordinance 191939 to be a complete and exact copy of the original as the same appears on file and of record in my office and in my care and custody on November 20, 2024.

Simone Rede
Auditor of the City of Portland
By 
Deputy



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191939

Ordinance

Adopt the Lloyd-Holladay Urban Renewal Plan

Passed

The City of Portland ordains:

Section 1. The Council finds:

1. On April 26, 2023, City Council through Resolution 37617 adopted Advance Portland: A Call to Action for Inclusive Economic Growth, which directs action to pursue Tax Increment Financing (TIF) as a tool for inclusive growth and stabilization within the Central City and in alignment with community led TIF exploration in East Portland.
2. On June 28, 2023, City Council through Resolution 37623 directed Prosper Portland, as the duly organized urban renewal agency of the City of Portland, together with the Portland Housing Bureau and the Bureau of Revenue and Financial Services/Office of Management & Finance, to collectively pursue analysis and creation of new urban renewal districts ("TIF districts").
3. Prosper Portland convened a community-led steering committee to oversee the Central City exploration processes as well as subcommittees to specifically advise Prosper Portland regarding a broad range of interests and expertise including housing production across various levels of affordability, economic development, and the development of large scale development opportunity that could ultimately be codified in one or more new urban renewal plans ("TIF plan") for that area.
4. As a product of the steering committee's extensive work and additional stakeholder engagement, a TIF Plan (the "Llyod-Holladay TIF Plan" or "Plan") was developed for a proposed new TIF district containing 261 acres anchored by the Lloyd Mall and connectivity across I-84, with a proposed maximum indebtedness of \$290,000,000 to finance projects under the Plan (the "Llyod-Holladay TIF District" or "District").
5. On August 28, 2024, after considering the proposed Plan, an accompanying Report prepared in accordance with ORS 457.087 (the

Introduced by

[Mayor Ted Wheeler;](#)
[Commissioner Carmen Rubio](#)

City department

[Prosper Portland](#)

Contact

Justin Douglas

Governance, Learning and
Outcomes Manager

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Requested Agenda Type

Time Certain

Date and Time Information

Requested Council Date

October 30, 2024

Requested Start Time

9:45 am

Time Requested

30 minutes (6 of 9)

- “TIF Report”), and public testimony, the Prosper Portland Board of Commissioners adopted Resolution 7569, approving the Llyod-Holladay TIF Plan and TIF Report, directing that the Plan and TIF Report be forwarded to the City Council for adoption, and directing the Plan and TIF Report be forwarded to the City’s Planning Commission for its review and recommendations to the City Council. The Plan and TIF Report are attached hereto as Exhibits A and B respectively and are incorporated herein by this reference.
6. On September 10, 2024, the Portland Planning Commission held a public hearing and on October 8, 2024, voted to recommend that the Portland City Council adopt the Plan and found that it conforms to Portland’s Comprehensive Plan. The Planning Commission’s letter of support is attached as Exhibit C to this Ordinance.
 7. The Plan was prepared in conformance with ORS Chapter 457 and with public involvement in all stages of its development. Notice of the October 23, 2024, Council hearing was sent on September 19, 2024, to postal patrons in the city of Portland, as required by ORS 457.120.
 8. On October 23, 2024, the City Council held a public hearing to review and consider the Plan, TIF Report, Planning Commission Recommendations, and to receive public testimony.
 9. The District, as a whole, is blighted (as defined in ORS 457.010(1)) based on the information set forth in Section 1 of the Report, and the rehabilitation and redevelopment activities set forth in the Plan are necessary to protect the public health, safety and welfare of both the District and the City as a whole.
 10. The Plan conforms to the City’s Comprehensive Plan and economic development plan as a whole, as set forth in Exhibit D, attached to this Ordinance and incorporated herein by this reference. The Plan provides an outline for accomplishing the urban renewal projects that the Plan proposes.
 11. Acquisition of real property as described in the Plan is necessary to carry out the purposes of the Plan. No housing displacement is anticipated in the Plan; however, if displacement occurs, the Plan requires that such displacement will be made in accordance with ORS 35.500 to 35.530.
 12. Adoption of and carrying out the Plan is economically sound and feasible, based on the Financial Analysis of the Plan as set forth in Section 3 of the TIF Report.
 13. The City will assume and complete any activities prescribed to the City by the Plan.

NOW, THEREFORE, the Council directs:

- A. The Llyod-Holladay TIF Plan, attached hereto as Exhibit A, is hereby approved and will be effective thirty (30) days after passage of this

ordinance.

- B. Prosper Portland will administer implementation of the Plan, and the Portland Housing Bureau will assume and complete activities agreed upon by the City and prescribed to it by the Plan.
- C. The Plan is authorized to be financed, in part, by division of taxes as provided in ORS 457.420 to 457.450.
- D. The City Auditor will forward to Prosper Portland and the Planning Commission certified copies of this Ordinance upon approval by the Council.
- E. Prosper Portland must record in the Deed Records of Multnomah County, Oregon, a copy of this Ordinance and the Plan, upon adoption by the Council.
- F. Prosper Portland must send a copy of this Ordinance and the Plan to the Multnomah County Assessor.
- G. Prosper Portland, in accordance with ORS 457.115, must publish notice of adoption of this Ordinance approving the Plan, including the provisions of ORS 457.135, in the newspaper having the greatest circulation in the City within four days following adoption of this Ordinance.

Exhibits and Attachments

 [Exhibit A](#) 2.78 MB

 [Exhibit B](#) 1.24 MB

 [Exhibit C](#) 335.52 KB

 [Exhibit D](#) 1.14 MB

An ordinance when passed by the Council shall be signed by the Auditor. It shall be carefully filed and preserved in the custody of the Auditor (City Charter Chapter 2 Article 1 Section 2-122)

Passed by Council
October 30, 2024

Auditor of the City of Portland
Simone Rede

Impact Statement

Purpose of Proposed Legislation and Background Information

Three new TIF Districts are proposed to be created within the Central City, resulting in up to \$1.3 billion in TIF resources to be invested over the next 30 years.

The proposed Lloyd-Holladay District is 261 acres anchored by the Lloyd Mall and connectivity across I-84 and is estimated to generate up to \$290 million in TIF resources.

The three Central City TIF Districts also present investment opportunities and priorities unique to each district. The Lloyd-Holladay TIF District is anchored by the Lloyd Mall redevelopment opportunity, which is currently in a master planning phase. The district is additionally proposed to support small businesses along the Broadway-Weidler couplet, as well as enhance connectivity across I-84 to the southern end of the district, which is anchored by the Portland Bottling development opportunity.

Financial and Budgetary Impacts

The combined estimated fiscal impact to the City of Portland for the proposed Lloyd-Holladay TIF District over the life of the district totals approximately \$85 million.

Of the estimated \$290 million in TIF resources that could be generated within the district over time, \$121 million would go to affordable housing, \$94 million to economic and urban development, and \$54 million to infrastructure investments in the district.

District	2030 / YR 5	2035 / YR 10	2050 / YR 30
Lloyd-Holladay	\$7M	\$27M	\$290M

Lloyd-Holladay

Affordable Housing

- Affordable Rental Housing (0-60% AMI)
- Preserve Existing Affordable Housing Buildings
- Develop New Affordable Multi-family Residential Uses

**\$121M
(45%)**

Economic & Urban Development

- Recruitment, Retention of Anchor Employers/Retailers and Traded Sector Businesses
- Tenant Neighborhood Commercial Spaces
- Rehabilitation, Development of Commercial Space

\$94M (35%)

- Neighborhood Services and Amenities
- Regional Assets & Destinations
- Middle-Income Rental Housing (60-120% AMI)

Infrastructure & Public Realm

- Signage, Connectivity & Accessibility **\$54M (20%)**
- Public Realm Enhancements
- Street and Utilities to Support Vertical Development

SUBTOTAL* \$269M

**Total resources for capital investments net of admin and financing costs.*

The Lloyd-Holladay TIF District would provide critical resources for the Housing Production Strategy, and over time can increase revenues via increases in tax value and generation of system development charges (SDCs) via development. TIF funds can also be used as a funding match when pursuing federal funds that could benefit the region.

To the extent the district creates new taxable assessed value due to new development in the district, the City of Portland and overlapping taxing jurisdictions will realize the additional tax revenue when value is returned either by the end of the district or sooner as revenue sharing thresholds are reached in accordance with ORS 457.

This action will require Prosper Portland and PHB staff to engage with community stakeholders in the action planning and policy review. Prosper Portland has adequate resources in its fiscal year 2024-25 adopted budget to hire four new staff should City Council approve any new districts.

Economic and Real Estate Development Impacts

Consistent with Oregon Revised Statutes chapter 457.089, Prosper Portland sent the draft plans and reports to 15 taxing districts offering an opportunity to meet and discuss the proposals and estimated fiscal impacts. In addition, Prosper Portland and PHB staff met with the Multnomah County Commission at a hearing on September 17, 2024, to discuss the draft plans and reports and the estimated fiscal impacts to the county.

Consistent with Oregon Revised Statutes chapter 457.120, Prosper Portland sent a mailer with notice of the October 23, 2024, City Council public hearing to approximately 356,000 households in the city of Portland.

Approving the plans and reports will provide access to a tool and financial incentive that has proven to advance equitable economic growth. According to an April 2024 third-party analysis conducted by consultant ECONorthwest titled 'Understanding Portland Tax Increment Finance

District Investment Impacts, 2000-2022,' 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

Community Impacts and Community Involvement

Prosper Portland and Portland Housing Bureau staff conducted significant and thorough public participation related these actions. Engagement summaries will be attached to each TIF District Plan and provide further detail on the following engagement processes:

Prosper Portland and City-led Engagement. Prosper Portland and City staff facilitated a range of activities related to TIF exploration, including events, twice-monthly virtual office hours, regular email updates to interested parties, one-on-one conversations with community members, and briefings to community organizations. In addition, staff contracted with a dozen community/culturally specific organizations to partner on outreach and engagement.

Central City TIF Exploration Steering Committee / Subcommittees: The Central City TIF Exploration Steering Committee kicked off work in October 2023 and met as a full committee as well as within interest-specific subcommittees through August 2024. Members of the Central City TIF Exploration Steering Committee represent a broad range of interests and expertise including housing production across varied levels of affordability, economic development, and development of key large scale development opportunities. Steering Committee members also met within subcommittees pertaining to these three areas of expertise during the exploration process.

The Central City TIF Exploration Steering Committee was tasked with considering up to 1,500 acres and \$3.8 billion in assessed value for new TIF districts in Central City; and directed that any new districts created should:

- Acknowledge lessons learned from past TIF districts
- Advance inclusive economic growth, entrepreneurship and job growth, equitable development, community stabilization, and housing production for a full range of income levels
- Balancing these priorities with the financial impact to the city budget and other taxing jurisdictions

Over the course of Steering Committee and Subcommittee meetings, members informed the vision, values, and goals for utilization of TIF resources in the Central City; identified investment needs and opportunities to inform district boundaries and priority project lists; and

discussed implementation principles and governance considerations. At the conclusion of the exploration process, the Steering Committee voted to recommend the creation of three new TIF districts within the Central City for the Prosper Portland Board and City Council's consideration.

Steering Committee members included the following:

Andrew Fitzpatrick, Office of Mayor Wheeler
Angel Medina, Republica
Angela Rico, Office of Commissioner Rubio
Brad Cloepfil, Allied Works
Brian Ferriso, Portland Art Museum/Travel Portland Board
Carolyn Holcomb, Central Eastside Industrial Council
Catherine Ciarlo, Metro
Christina Ghan, Office of Commissioner Rubio
Damien Hall, Home Forward
Dana White, Portland Public Schools
Dr. Carlos Richard, Historic Albina Advisory Board
Eric Paine, Community Development Partners
Erin Graham, OMSI
Gus Baum, Security Properties
Ian Roll, Gensler
James Parker, Oregon Native American Chamber
Jason Chupp, Swinerton
Jason Franklin, Portland State University
Jeff Renfro, Multnomah County
Jessica Curtis, Brookfield Properties/Pioneer Place
Jessie Burke, Old Town Community Association
Jill Sherman, Edlen & Co
JT Flowers, Albina Vision Trust
Kimberly Branam, Prosper Portland
Lauren Peng, CBRE
Marc Brune, PAE Engineers
Mary-Rain O'Meara, Central City Concern
Matt Goodman, Downtown Development Group
Michael Buonocore, Portland Housing Bureau
Millicent Williams, Portland Bureau of Transportation
Monique Claiborne, Greater Portland Inc.
Natalie King, Trail Blazers
Nicole Davison Leon, Hispanic Chamber
Peter Andrews, Melvin Mark
Sam Rodriguez, Mill Creek Residential
Sarah Stevenson, Innovative Housing
Stef Kondor, Related Northwest
Sydney Mead, Portland Metro Chamber
Tom Kilbane, Urban Renaissance Group/Lloyd Mall

Additional Stakeholder Engagement: Staff additionally conducted broader community including holding an in-person open house, conducting an online survey, and providing briefings with key community

stakeholders/organizations to gather feedback that would help inform district map revisions and investment priorities. Between the open house and the survey, 335 points of feedback were collected. Several neighborhood associations, business districts, and other relevant organizations/coalitions were provided briefings and opportunities for discussion.

100% Renewable Goal

This action does not have an impact on the city's 100% renewable goal.

Financial and Budget Analysis

\$290 million in TIF resources is estimated to be generated within the new district over 30 years, with \$121 million going to affordable housing, \$94 million to economic and urban development, \$54 million to infrastructure investments in the district, and \$21 million to administration and financing costs.

The combined estimated fiscal impact to the City of Portland for the proposed TIF District over the life of the district totals approximately \$85 million.

The new TIF District would provide resources for the Housing Production Strategy, and over time can increase revenues via increases in tax value and generation of system development charges (SDCs) via development. TIF funds can also be used as a funding match when pursuing federal funds that could benefit the region. To the extent the district creates new taxable assessed value due to new development in the district, the City of Portland and overlapping taxing jurisdictions will realize the additional tax revenue when value is returned either by the end of the district or sooner as revenue sharing thresholds are reached in accordance with ORS 457.

Document History

Item 914 Time Certain in [October 23, 2024 Council Agenda](https://www.portland.gov/council/agenda/2024/10/23)
(<https://www.portland.gov/council/agenda/2024/10/23>)

City Council

Passed to second reading

Passed to second reading October 30, 2024 at 9:45 a.m. time certain

Item 928 Time Certain in [October 30-31, 2024 Council Agenda](https://www.portland.gov/council/agenda/2024/10/30)
(<https://www.portland.gov/council/agenda/2024/10/30>)

City Council

Passed

Aye (5):

Ted Wheeler, Carmen Rubio, Dan Ryan, Rene Gonzalez, Mingus Mapps

Lloyd-Holladay
Tax Increment Finance District Plan

October 1, 2024

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SECTION 1 – OVERVIEW AND BACKGROUND

The Lloyd-Holladay Tax Increment Financing (TIF) District aims to revitalize certain areas of the Lloyd District in Portland’s Central City by attracting large employers, supporting small businesses, and growing a vibrant inclusive neighborhood. The District’s vision, values, goals, and investment priorities were informed by extensive community engagement as well as analysis of existing conditions.

Strategic focus areas within the Plan include but are not limited to large scale development sites such as the Lloyd Center Mall, Regal Cinema site, and the Portland Bottling properties; the small business corridor along the NE Broadway/NE Weidler couplet; and enhancing the public realm and connectivity throughout the District including Holladay Park and connectivity along NE 12th Avenue across Interstate 84.

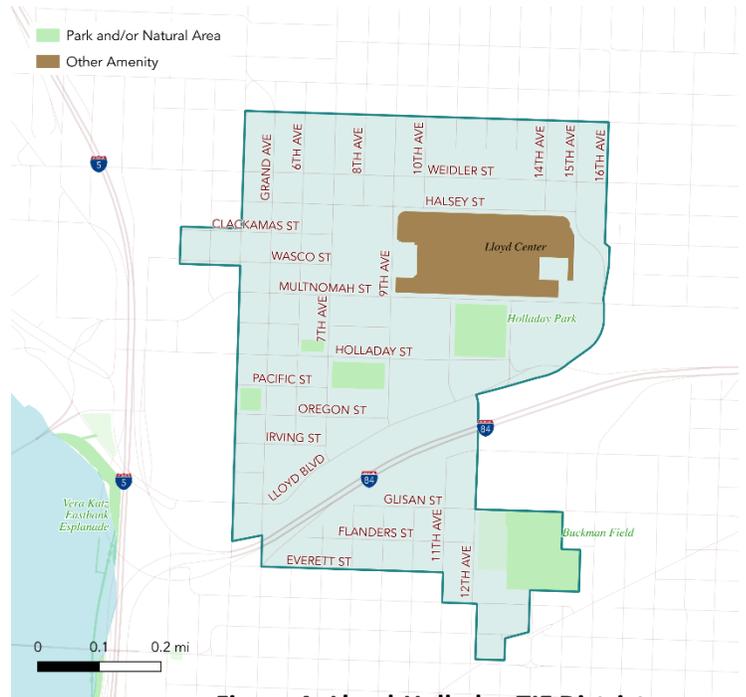


Figure A. Lloyd-Holladay TIF District

To this end, the Plan outlines investment priorities in response to existing conditions within the District, including:

- **Urban Growth Potential:** The Lloyd-Holladay TIF District is characterized by an underutilization of development parcels and the presence of buildings built before 1960. More than 100 parcels in the TIF District are vacant or underutilized, of which approximately 5 percent are larger opportunity sites over 100,000 square feet, many of which require additional infrastructure to unlock their development potential. These large sites present potential for more catalytic opportunities, while small parcels have more limited potential as infill development. Key areas for development include the Lloyd Center, Portland Bottling properties, and the Regal Cinema site. The District also contains many older buildings, with 25 percent built before 1960, which may be obsolete or in need of deferred maintenance, seismic upgrades, and climate resilience improvements.
- **Employment & Small Business Support:** The District saw a 10 percent decrease in businesses between 2019 and 2022, resulting in the loss of 1,047 jobs. The unemployment rate in the TIF District is higher than the city average at 8.7 percent compared to 5.6 percent. Retail jobs in the District offer lower wages compared to the city average, highlighting the need for targeted support to stabilize and grow small businesses. The retail market struggles with high vacancies, and in Q1 2024, retail in the Lloyd-Holladay TIF District had a vacancy rate of 30 percent compared to only 5 percent citywide.
- **Housing Production:** The District faces a significant need and opportunity for affordable and middle-income housing. Over half of the households in the District are cost-burdened, spending more than 30 percent of their income on housing. The District has a lower share of naturally occurring affordable housing and higher rents, which may cause displacement pressures.

Proposed efforts focus on developing a continuum of housing opportunities and increasing resident diversity.

- **Public Realm & Infrastructure:** There is a need for new streets, bike lanes, and utilities to support development. Projects aim to enhance sustainability and climate resilience, with a focus on the Lloyd Center; as well as public space enhancements including the Green Loop and Holladay Park.

Implementation of this plan will be undertaken with community leadership, input, and involvement. Five-Year Action Plans will be developed to establish near-term investment priorities and associated budgets in accordance with this Plan. The Five-Year Action Plans will additionally establish mechanisms for ongoing reporting and implementation oversight.

SECTION 2 – VALUES, VISION, AND GOALS

Section 2.1 – Values

These shared values provide direction for the process of planning, implementing, and overseeing TIF investment within the District:

- Equity, Inclusivity, and Accessibility
- Complete, Livable, and Connected Neighborhoods
- Innovation
- Preserve and Promote Diversity
- Community Stabilization and Prosperity
- Resiliency and Sustainability
- Business Growth and Vitality
- Central City as a Destination
- Clean, Safe, Vibrant and Engaging Public Realm with Distinct Sense of Place
- Quality Housing for Full Range of Incomes Throughout Central City

Section 2.2 – Vision

The long-term vision for the Lloyd-Holladay District is to facilitate a well-connected, balanced, and complete neighborhood with a focus on stitching together a cohesive community fabric anchored around the Lloyd Center Master Plan site. Listed below are the guiding principles for the TIF District investment:

- The Central City is a successful dense mixed-use center composed of unique, livable neighborhoods with housing, services, and amenities that support the needs of people of all ages, incomes, and abilities.
- Affordable housing supply maintains and supports the area’s growing racial, cultural, and economic diversity.
- Vulnerable populations concentrated within the Central City are supported with access to needed human and health services.
- A well-connected, efficient, and safe transportation network is well used, emphasizing walking, bicycling, and transit use. Efficient transportation of freight supports local and regional business growth. Parking is managed to optimize use of the limited supply and balance the need with other uses of rights of way.

- Public realm is characterized by human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of inviting experiences for public interaction.
- Central City is a national leader for innovation in business, higher education, and urban development with physical and social qualities that foster and attract diverse creativity, innovation, entrepreneurship, and civic engagement.
- Central City is economically competitive with robust and expanding business and development activity in line with region’s long term growth plans and the Central City 2035 employment and inclusive growth management goals. Urban character and livability make it the leading location in the region for business and commercial activity and an attractive location for new development.

Section 2.3 – Goals

The goals represent the intent of the Plan and were derived from the Central City 2035 plan and vetted with the Steering Committee. Each of the goals connects to a set of projects, identified in Section 3 of the Plan. The goals and objectives will be pursued as economically as possible and at the discretion of the City.

The goals of this plan are to use Tax Increment Finance resources to advance the following priorities through projects and investments that:

1. Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and by supporting economic development strategies and programs that facilitate economic growth.
2. Support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity.
3. Expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation.
4. Encourage the production of housing to take advantage of the Central City’s unique concentration of active transportation access, jobs, open spaces, supportive services, and amenities.
5. Create attractive, dense, high-quality affordable housing that accommodates a broad range of needs, preferences, abilities, and financial capabilities in terms of different types, tenures, sizes, costs, and locations. Support new housing opportunities for students, families, older adults and the unmet needs of extremely low and very low-income households.¹
6. Encourage redevelopment of large sites that includes new compatible uses, green buildings and infrastructure, equity considerations, scenic resource preservation, new pedestrian connections, strong street presence, and new open space amenities.
7. Enhance the existing character and diversity of the Central City districts, strengthening existing places and fostering the creation of new urban places and experiences.
8. Maintain the economic and cultural diversity of the District and minimize or mitigate involuntary displacement resulting from new development.

¹ In accordance with 2015 Affordable Housing Set Aside policy, rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership housing with focus on households earning 80 percent to 100 percent or less of area median income depending on home size.

9. Design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities; a safe and inviting public realm; access to healthy food and active transportation; and the density of development needed to support these economically.
10. Improve street design and function to increase efficiency and safety for all transportation modes and to meet the needs of businesses, shoppers, residents, and visitors. Establish a system and standards that emphasize walking, bicycling, transit use, and freight access while continuing to provide automobile access.

SECTION 3 – PLAN IMPLEMENTATION

Section 3.1 – Proposed Projects and Major Activities

The Plan identifies three project categories, organized within two work portfolios:

- A. Inclusive Growth (to be implemented by Prosper Portland)
 1. Economic & Urban Development: Predevelopment, storefront improvements, and public-private partnerships.
 2. Infrastructure: Road extensions, parking infrastructure, utility upgrades, demolition and grading, parks and open spaces, streetscape improvements, and signage.
- B. Affordable Housing (to be implemented by Portland Housing Bureau)
 1. Affordable Housing²: Preservation of existing and production of new affordable housing.

This section provides a description of the proposed projects to be undertaken under the Plan as well as the connection between the project categories, the Plan’s goals, and the estimated tax increment financing contribution (Table A). None of the anticipated projects is a “Public Building Project,” as that term is defined in ORS 457.010.

The total amount of TIF used for all projects, excluding administration and finance fees, is approximately \$268,651,023 in nominal year-of-expenditure (“YOE”) dollars. The cost of administration and finance fees over the life of the Area increase this total to \$290,000,000.

Table A – Project Alignment with Plan Goals

Project Short Name	Description	Relation to Urban Renewal Goals
Economic & Urban Development: up to \$94,027,858 (35%)		
Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries	Offer tenant funding and incentives to attract and retain anchor employers, and support entrepreneurship, lean manufacturing, efficiency improvements, lean manufacturing, efficiency improvements, and innovation. Target	Goal 1: Maintain the economic and cultural diversity of established communities and minimize or mitigate involuntary displacement resulting from new development.

² In accordance with 2015 Affordable Housing Set Aside policy, rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership housing with focus on households earning 80 percent to 100 percent or less of area median income depending on home size.)

	<p>and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center. Priority project areas include:</p> <ul style="list-style-type: none"> • Redevelopment of Lloyd Center • Redevelopment of Portland Bottling and associated properties • Regal Cinema/parking lot 	<p>Goal 2: Encourage the production of housing to take advantage of the Central City’s unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.</p>
Small Business Support	<p>Invest through grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, and incentives for affordable commercial tenancing and related leasing to a) support small business stabilization and growth with a focus on ground floor tenancing and key cultural and retail districts; b) support inclusive wealth creation; and c) create a vibrant retail environment that attracts diverse visitors from the region and beyond. Priority project areas include:</p> <ul style="list-style-type: none"> • Commercial / retail corridors along NE Broadway and NE Weidler • Redevelopment of Lloyd Center 	<p>Goal 4: Design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation, and the density of development needed to support these economically.</p> <p>Goal 7: Enhance the existing character and diversity of the Central City districts, strengthening existing places and fostering the creation of new urban places and experiences.</p>
Rehabilitation of Existing Buildings and Development of New Commercial Space	<p>Renovation of commercial buildings, including unreinforced masonry buildings, seismic upgrades, and other climate resilience related improvements. Investments in both large and small construction of new commercial spaces and related parking needs, including conversion of office space to research and development space, light manufacturing, maker spaces, and residential, as well as through lease and loan guaranties. Priority project areas include:</p> <ul style="list-style-type: none"> • Redevelopment of Lloyd Center • Redevelopment of Portland Bottling and associated properties • Regal Cinema/parking lot 	<p>Goal 8: Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and by supporting economic development strategies and programs that facilitate economic growth.</p> <p>Goal 9: Support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity.</p>
Inclusive Neighborhoods	<p>Support development of services and amenities that complement new and renovated housing (e.g., open space; community centers; recreational, arts,</p>	

	<p>and cultural centers etc.) and are reflective of and attractive to a diverse demographic. Priority project areas include:</p> <ul style="list-style-type: none"> • Redevelopment of Lloyd Center • Regal Cinema/parking lot • Holladay Park 	<p>Goal 10: Expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation.</p>
<p>Middle-Income Housing (60-120 percent AMI)</p>	<p>Increase housing production via gap financing for new multi-dwelling middle-income residential development via conversion or new development. Create housing opportunities, including for BIPOC individuals and families, to support increased demographic diversity. Priority project areas include:</p> <ul style="list-style-type: none"> • Redevelopment of Lloyd Center • Redevelopment of Portland Bottling and associated properties • Regal Cinema/parking lot 	
<p>Infrastructure: up to \$53,730,205 (20%)</p>		
<p>Connectivity & Accessibility Improvements</p>	<p>Create connectivity within and to the District. Make improvements to support activations within the District and implement signage solutions usable for all age groups. Enhance accessibility for individuals with mobility challenges. Priority project areas:</p> <ul style="list-style-type: none"> • Connectivity and activation along NE 12th Avenue, including across I-84 • Blumenauer Bridge • Holladay Park 	<p>Goal 4: Design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation, and the density of development needed to support these economically.</p>
<p>Public Realm Enhancements</p>	<p>Implement placemaking strategies that are reflective of and attractive to a diverse demographic to support activations (new and existing), including via car-free zones and implementing public art initiatives to support art walks and events.</p>	<p>Goal 5: Improve street design and function to increase efficiency and safety for all transportation modes and the ability to meet the needs of businesses, shoppers, residents, and visitors. Establish a system and standards that emphasize walking, bicycling, transit use, and freight access while continuing to provide automobile access.</p>
<p>Street and Utilities Improvements to</p>	<p>New streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve</p>	<p>Goal 6: Encourage redevelopment of large sites that includes new compatible uses, green buildings</p>

Support Vertical Development	new District development at Lloyd Center and other large westside sites. Pursue infrastructure to meet sustainability and climate goals through innovation. Improve seismic resilience and system capacity upgrades. Project priority areas: <ul style="list-style-type: none"> • Lloyd Center 	and infrastructure, equity considerations, scenic resource preservation, new pedestrian connections, strong street presence, and new open space amenities.
Affordable Housing: up to \$120,892,960 (45%)		
Affordable Housing³	Support development of new affordable multi-dwelling residential uses, including family size units and accessible units, including via site acquisition and direct investment. Priority project areas: <ul style="list-style-type: none"> • Redevelopment of Lloyd Center • Redevelopment of Portland Bottling and associated properties • Regal Cinema/parking lot 	Goal 3: Create attractive, dense, high-quality affordable housing that accommodates a broad range of needs, preferences, abilities, and financial capability in terms of different types, tenures, sizes, costs, and locations. Support new housing opportunities for students, families, older adults and the unmet needs of extremely low and very low-income households.

Section 3.2 – Plan Finances

The Plan will be financed by tax increment revenues (TIF) allocated to the District, as provided in ORS Chapter 457. The ad valorem taxes levied by a taxing district in which all or a portion of the District is located, will be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.420 to ORS 457.470. Amounts collected pursuant to ORS 457.420 to 457.470 will be deposited into the special fund and used to finance indebtedness for projects as described in this Plan, or as otherwise permitted or required by applicable law.

The maximum amount of the principal of indebtedness that may be issued or incurred under this Plan (the “**Maximum Indebtedness**”) is \$290,000,000. The Maximum Indebtedness does not include the costs of financing the indebtedness or any amount of indebtedness that may be incurred to refund or refinance existing indebtedness.

Section 3.3 – Plan Relationship to Local Objectives

The area within the TIF District will be subject to local objectives contained in other City and regional plans regarding appropriate land uses and improved traffic, public transportation, public utilities, telecommunications utilities, recreational and community facilities, and other public improvements, including such other plans that exist at the time of this Plan’s adoption and that may be amended or adopted during the implementation period of this Plan. This TIF Plan will be administered in a manner that any project undertaken under this Plan will complement and support the objectives described

³ In accordance with 2015 Affordable Housing Set Aside policy, rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership housing with focus on households earning 80 percent to 100 percent or less of area median income depending on home size.)

within those other plans. The Five-Year Action plans adopted as amendments to this Plan should further explain how any projects to be performed under the Action Plan will complement and support such other City and regional plans, as appropriate.

Section 3.4 – Proposed Land Uses, Maximum Densities and Building Requirements

This Plan does not propose or authorize any revisions to land uses, maximum densities, or building requirements set forth in the City’s Comprehensive Plan, Zoning Ordinance, Building Codes, or related regulations. All projects will be expected comply with the requirements of all such plans and regulations at the time of project implementation.

Section 3.5 – Real Property Acquisition and Disposal

This Plan authorizes the acquisition of real property by purchase or dedication from willing sellers, as needed to carry out any project identified in this Plan. The use of Eminent Domain is not authorized as a means for acquiring real property under this Plan. The Plan further authorizes the disposition of real property, including by sale or lease, as needed to carry out any project identified in this Plan.

A proposed list of real properties to be considered for acquisition and/or disposition may be identified in Five-Year Action Plans adopted as amendments to this Plan.

Section 3.6 – Relocation Plan

It is not anticipated that any of the proposed projects identified in the Plan will require or result in the temporary or permanent relocation of any residents or businesses. To the extent that temporary or permanent relocation is necessary, Prosper Portland and Portland Housing Bureau will comply with the requirements set forth in ORS 35.500 to 35.530 to protect the rights of any person or business impacted by such relocation.

SECTION 4 – GOVERNANCE OF TIF DISTRICT

Section 4.1 – Ongoing Community Engagement

Implementation of this plan will be undertaken with community leadership, input and involvement. Prosper Portland and the Portland Housing Bureau shall convene an ad hoc advisory committee advising Prosper Portland’s Executive Director and PHB’s Director, in order to inform development of Five-Year Action Plans on a reoccurring basis. The ad hoc advisory committee shall represent a broad diversity of voices, including private sector leadership, business organizations, small business owners, culturally specific organizations, and affordable housing developers in the crafting of the Five-Year Action Plan.

The intent of the Five-Year Action Plan is to establish near-term investment priorities and associated budgets in accordance with this Plan. The Five-Year Action Plans will additionally establish mechanisms for ongoing reporting and implementation oversight. Prosper Portland and Portland Housing Bureau’s annual budgets shall reflect the priorities and investments outlined in the Five-Year Action Plan. In the event of a conflict between the Five-Year Action Plan and draft budget, the Five-Year Action Plan or proposed budget should be amended prior to adoption of the final budget.

Section 4.2 – Future Plan Amendments

The process for amending this Plan is described in this Section, which defines amendments as either “Substantial Amendments” or “Minor Amendments.”

A Substantial Amendment is defined as an amendment to the Plan that either:

- Adds land to the TIF District, if the addition results in a cumulative addition of more than one percent of the TIF District area; or,
- Increases the maximum amount of indebtedness that can be issued or incurred under the plan.

Substantial Amendments to the Plan may only be approved by a nonemergency Ordinance of the City Council, upon a recommendation by the Prosper Portland Board of Commissioners, and after following the same notice, hearing, and approval procedure required of the original plan under ORS 457.095 as provided in ORS 457.220.

A Minor Amendment is defined as an amendment to the Plan that is not a Substantial Amendment. Minor Amendments to the Plan may be approved by a Resolution of the Prosper Portland Board of Commissioners.

EXHIBITS TO PLAN

- Exhibit A – Legal Description
- Exhibit B – Engagement Summary

Exhibit A: Legal Description

EXHIBIT 'A'

OCTOBER 1, 2024

LLOYD-HOLLADAY TIF DISTRICT LEGAL DESCRIPTION

TRACT OF LAND AND ROAD RIGHT-OF-WAYS LOCATED IN THE SOUTHWEST AND SOUTHEAST ONE-QUARTERS OF SECTION 26, IN THE NORTHEAST AND SOUTHEAST ONE-QUARTERS OF SECTION 34, AND IN THE NORTHWEST, NORTHEAST, SOUTHEAST, AND SOUTHWEST ONE-QUARTERS OF SECTION 35, TOWNSHIP 1 NORTH, RANGE 1 EAST, WILLAMETTE MERIDIAN, CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

BEGINNING AT THE INTERSECTION OF THE CENTERLINE OF NE SCHUYLER STREET AND THE CENTERLINE OF NE MARTIN LUTHER KING JR. BOULEVARD, SAID POINT BEARS NORTH 30 FEET (MORE OR LESS) AND WEST 30 FEET (MORE OR LESS) FROM THE NORTHWEST CORNER OF BLOCK 242, PLAT OF HOLLADAY'S ADDITION TO EAST PORTLAND, MULTNOMAH COUNTY PLAT RECORDS;

THENCE EASTERLY 3,120 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE SCHUYLER STREET TO THE CENTERLINE OF NE 16TH AVENUE;

THENCE SOUTHERLY 1,062 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE 16TH AVENUE TO THE SOUTHERLY RIGHT-OF-WAY LINE OF NE CLACKAMAS STREET;

THENCE EASTERLY 40 FEET (MORE OR LESS) ALONG SAID SOUTHERLY RIGHT-OF-WAY LINE OF NE CLACKAMAS STREET TO THE WESTERLY LINE OF BLOCK 178, SAID PLAT OF HOLLADAY'S ADDITION TO EAST PORTLAND;

THENCE SOUTHERLY 161 FEET (MORE OR LESS) ALONG SAID WESTERLY LINE OF BLOCK 178 TO THE EASTERLY RIGHT-OF-WAY LINE OF SAID NE 16TH AVENUE;

THENCE WESTERLY 25 FEET (MORE OR LESS) LEAVING SAID EASTERLY RIGHT-OF-WAY LINE OF SAID NE 16TH AVENUE TO A POINT 25 FEET WESTERLY OF SAID EASTERLY RIGHT-OF-WAY LINE WHEN MEASURED PERPENDICULAR THERETO;

THENCE SOUTHERLY 615 FEET (MORE OR LESS) PARALLEL WITH SAID EASTERLY RIGHT-OF-WAY LINE OF SAID NE 16TH AVENUE TO THE WESTERLY EXTENSION OF THE SOUTHERLY RIGHT-OF-WAY LINE OF VACATED NE HASSALO STREET;

THENCE SOUTHWESTERLY 611 FEET (MORE OR LESS) LEAVING SAID PARALLEL LINE TO A POINT 15 FEET SOUTHERLY OF THE SOUTHEAST CORNER OF THAT PARCEL OF LAND DESCRIBED IN BOOK 1714, PAGE 1870, RECORDED 12/22/83, MULTNOMAH COUNTY DEED RECORDS, SAID 15 FEET MEASURED SOUTHERLY AND PERPENDICULAR TO THE SOUTHERLY LINE OF SAID PARCEL DESCRIBED IN BOOK 1714, PAGE 1870;

THENCE SOUTHWESTERLY 576 FEET (MORE OR LESS) PARALLEL WITH SAID SOUTHERLY LINE AND ITS WESTERLY EXTENSION TO THE NORTHERLY EXTENSION OF THE CENTERLINE OF NE 12TH AVENUE;

THENCE SOUTHERLY 991 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE 12TH AVENUE AND ITS NORTHERLY EXTENSION TO THE WESTERLY EXTENSION OF THE CENTERLINE OF VACATED NE GLISAN STREET;

THENCE EASTERLY 750 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF VACATED NE GLISAN STREET TO THE NORTHERLY EXTENSION OF THE EASTERLY LINE OF BLOCK 7, PLAT OF LYDIA BUCKMAN'S ADDITION, MULTNOMAH COUNTY PLAT RECORDS;

THENCE SOUTHERLY 319 FEET (MORE OR LESS) ALONG THE WESTERLY LINE OF VACATED NE 15TH AVENUE TO THE NORTHEAST CORNER OF BLOCK 8, SAID PLAT OF LYDIA BUCKMAN'S ADDITION;

THENCE EASTERLY 160 FEET (MORE OR LESS) ALONG THE SOUTHERLY LINE OF VACATED NE FLANDERS STREET TO THE NORTHEAST CORNER OF LOT 1, BLOCK 11, SAID PLAT OF LYDIA BUCKMAN'S ADDITION;

THENCE SOUTHERLY 360 FEET (MORE OR LESS) ALONG THE EASTERLY LINES OF LOTS 1-4, BLOCK 11, AND LOTS 1 AND 2, BLOCK 10, SAID PLAT OF LYDIA BUCKMAN'S ADDITION TO THE SOUTHEAST CORNER OF SAID LOT 2, BLOCK 10;

THENCE WESTERLY 390 FEET (MORE OR LESS) ALONG THE SOUTHERLY LINE OF SAID LOT 2, BLOCK 10 AND LOTS 2 AND 7, BLOCK 9, SAID PLAT OF LYDIA BUCKMAN'S ADDITION TO THE CENTERLINE OF NE 14TH AVENUE;

THENCE SOUTHERLY 390 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE 14TH AVENUE TO THE CENTERLINE OF NE COUCH STREET;

THENCE WESTERLY 260 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE COUCH STREET TO THE CENTERLINE OF NE 13TH AVENUE;

THENCE SOUTHERLY 261 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE 13TH AVENUE TO THE CENTERLINE OF E BURNSIDE STREET;

THENCE WESTERLY 220 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF E BURNSIDE STREET TO THE SOUTHERLY EXTENSION OF THE EASTERLY RIGHT-OF-WAY LINE OF SAID NE 12TH AVENUE;

THENCE NORTHERLY 522 FEET (MORE OR LESS) ALONG SAID EASTERLY RIGHT-OF-WAY LINE OF NE 12TH AVENUE TO THE CENTERLINE OF NE DAVIS STREET;

THENCE WESTERLY 300 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE DAVIS STREET TO THE SOUTHERLY EXTENSION OF THE CENTERLINE OF VACATED NE 11TH AVENUE;

THENCE NORTHERLY 260 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF VACATED NE 11TH AVENUE TO THE CENTERLINE OF VACATED NE EVERETT STREET;

THENCE WESTERLY 1,560 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF VACATED NE EVERETT STREET AND THE CENTERLINE OF NE EVERETT STREET TO THE CENTERLINE OF NE GRAND AVENUE;

THENCE NORTHERLY 318 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE GRAND AVENUE TO THE EASTERLY EXTENSION OF A LINE 30 FEET SOUTHERLY OF THE SOUTHERLY LINE OF THAT PARCEL OF

LAND DESCRIBED IN DOCUMENT NO. 96-16566, MULTNOMAH COUNTY DEED RECORDS, WHEN MEASURED PERPENDICULAR THERETO;

THENCE WESTERLY 272 FEET (MORE OR LESS) ALONG SAID EASTERLY EXTENSION LINE AND PARALLEL AND CONCENTRIC WITH SAID SOUTHERLY LINE TO THE CENTERLINE OF SAID NE MARTIN LUTHER KING JR BOULEVARD;

THENCE NORTHERLY 2,316 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE MARTIN LUTHER KING JR BOULEVARD TO THE EASTERLY EXTENSION OF THE NORTHERLY LINE OF BLOCK 66, SAID PLAT OF HOLLADAY'S ADDITION TO EAST PORTLAND;

THENCE WESTERLY 520 FEET (MORE OR LESS) ALONG THE SOUTHERLY RIGHT-OF-WAY LINE OF NE WASCO STREET TO THE CENTERLINE OF NE SECOND AVENUE;

THENCE NORTHERLY 320 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE SECOND AVENUE TO THE WESTERLY EXTENSION OF THE SOUTHERLY LINE OF BLOCK 61, SAID PLAT OF HOLLADAY'S ADDITION TO EAST PORTLAND;

THENCE EASTERLY 520 FEET (MORE OR LESS) ALONG THE NORTHERLY RIGHT-OF-WAY LINE OF NE CLACKAMAS STREET TO SAID CENTERLINE OF NE MARTIN LUTHER KING JR BOULEVARD;

THENCE NORTHERLY 1,010 FEET (MORE OR LESS) ALONG SAID CENTERLINE OF NE MARTIN LUTHER KING JR BOULEVARD TO THE **POINT OF BEGINNING**.

THE TRACT OF LAND DESCRIBED ABOVE CONTAINS 261 ACRES, MORE OR LESS.

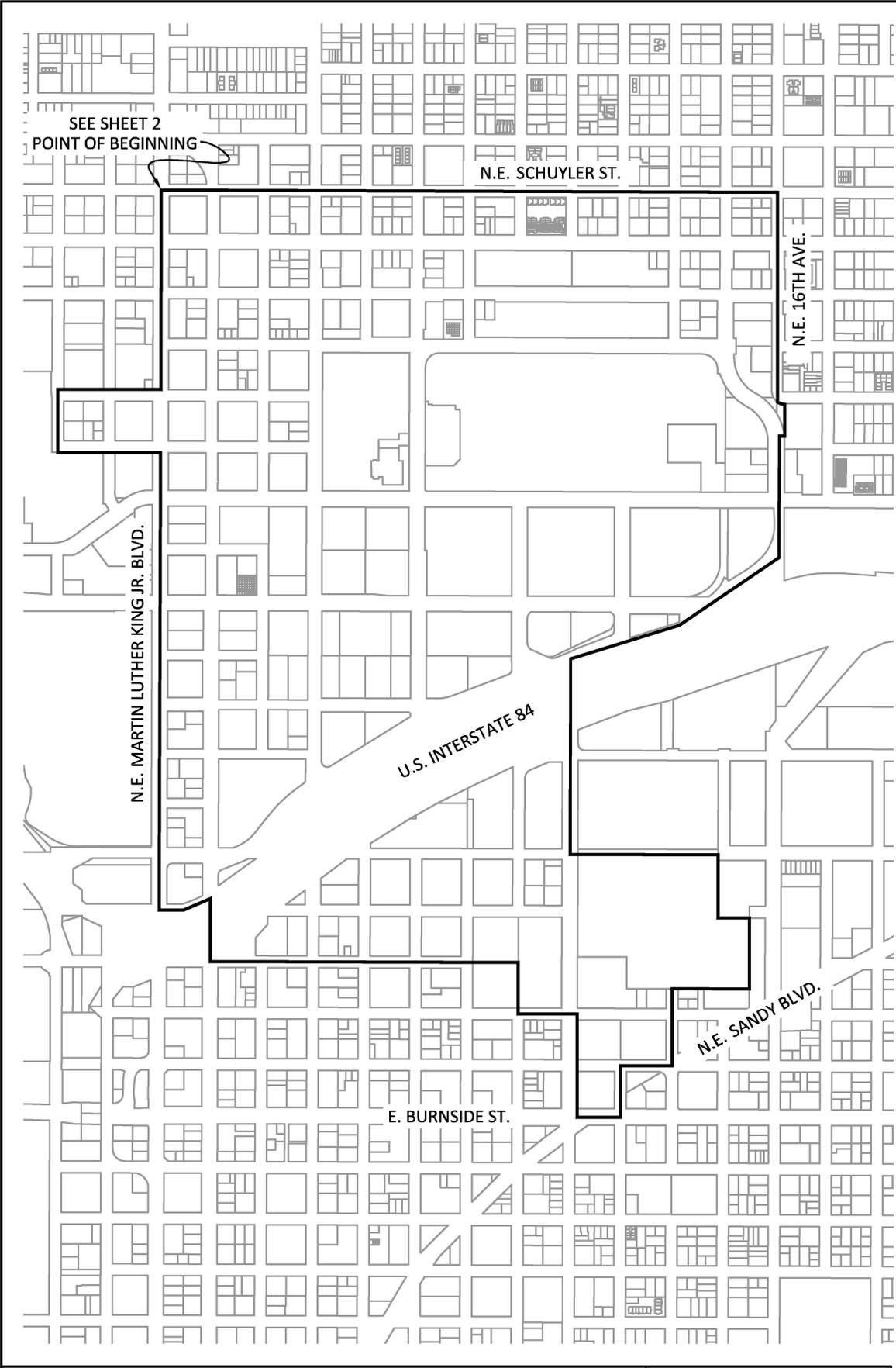
THE TRACT OF LAND DESCRIBED ABOVE IS SHOWN ON THE ATTACHED EXHIBIT 'B' MAP AND BY THIS REFERENCE MADE A PART THEREOF.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

DIGITALLY SIGNED 2024.09.30
15:09:35-07'00'

OREGON
JUNE 30, 1997
TROY T. TETSUKA
2841

RENEWS: 6/30/2026



SCALE: 1" = 750'

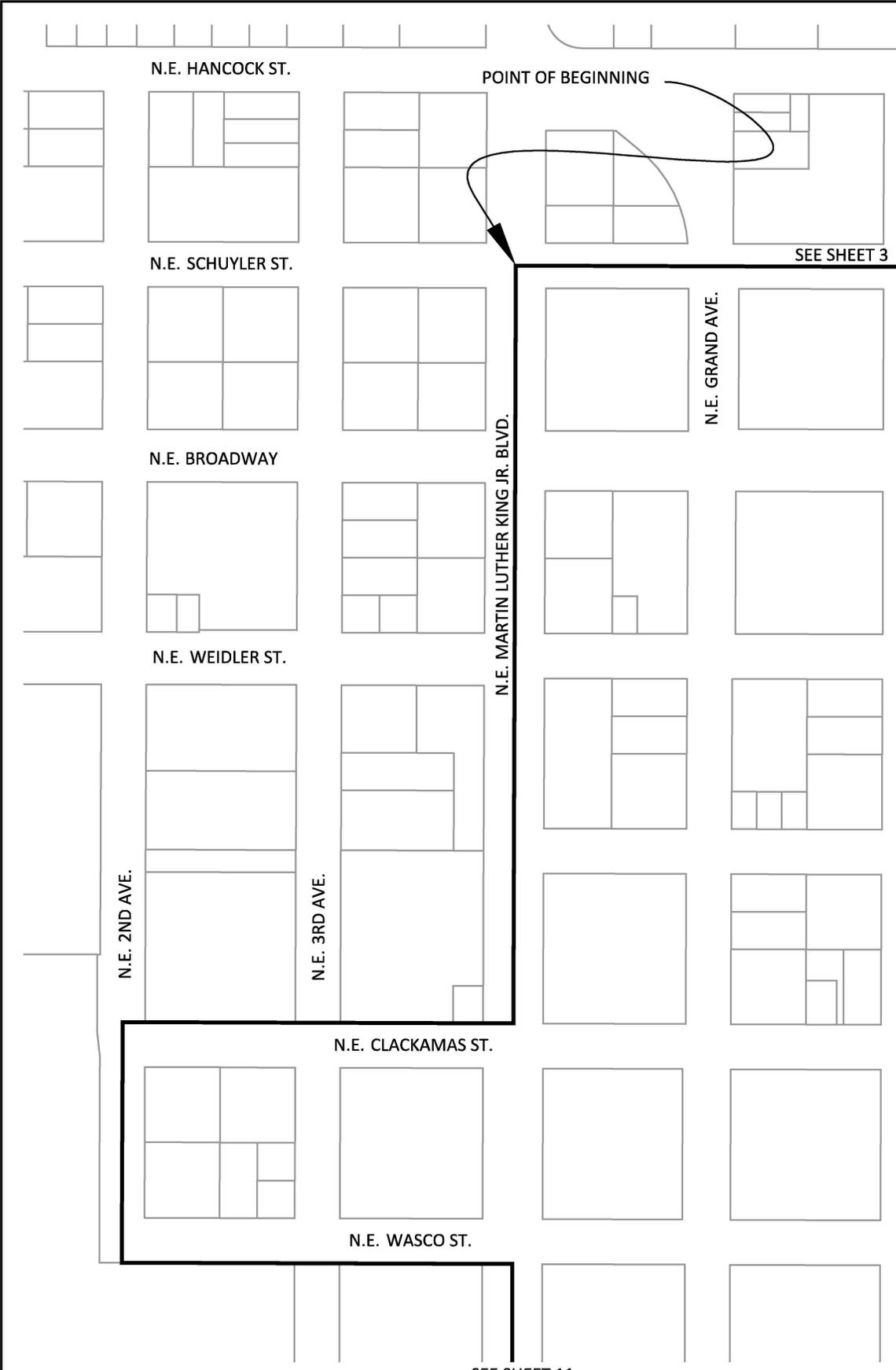


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 O: 503.227.3251
 F: 503.274.4681
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EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	1/11



SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	2/11



SEE SHEET 2

SEE SHEET 4

N.E. GRAND AVE.

N.E. 6TH AVE.

N.E. 7TH AVE.

N.E. 8TH AVE.

N.E. 9TH AVE.

N.E. BROADWAY

N.E. WEIDLER ST.



SCALE: 1" = 200'

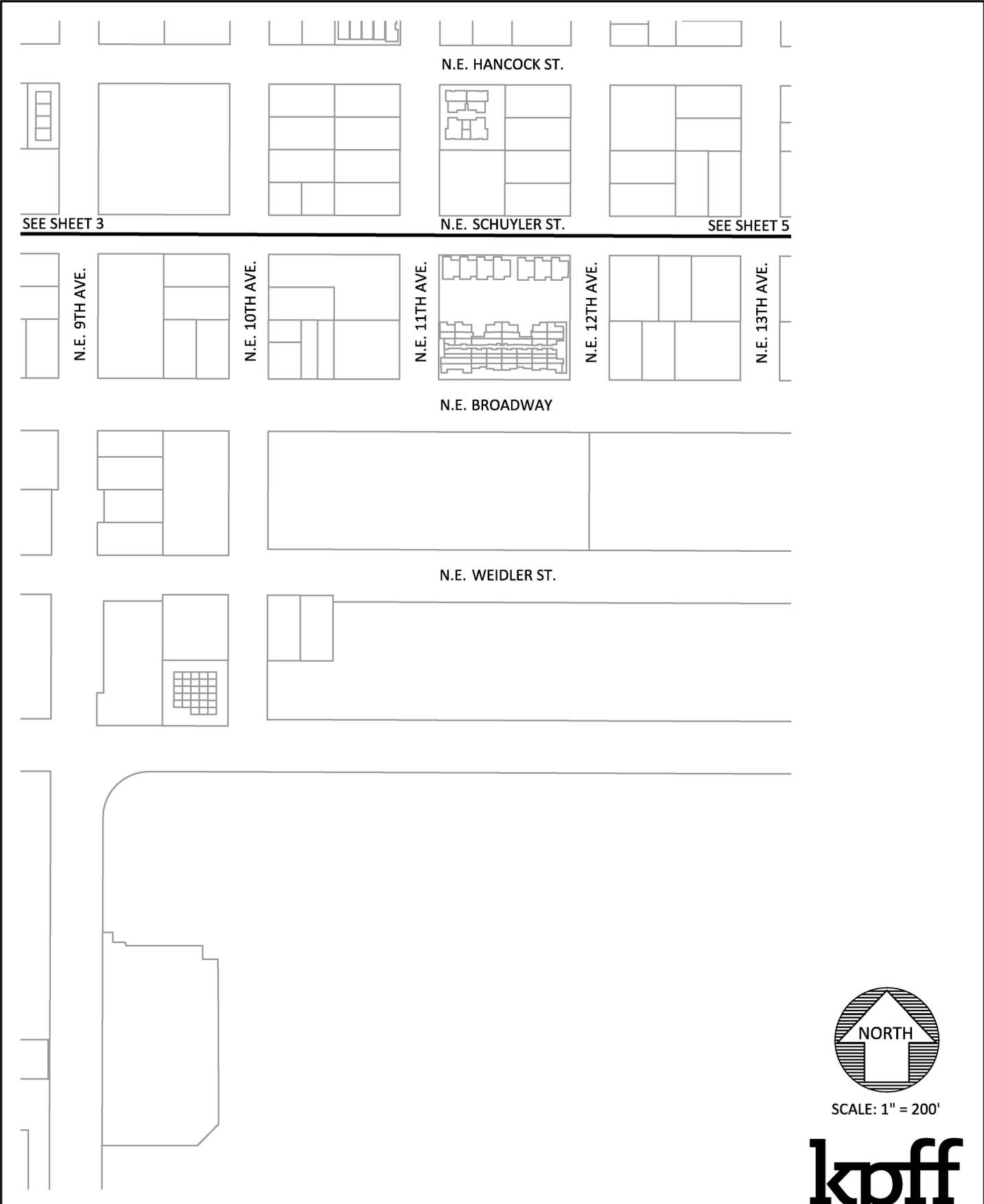


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EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	3/11

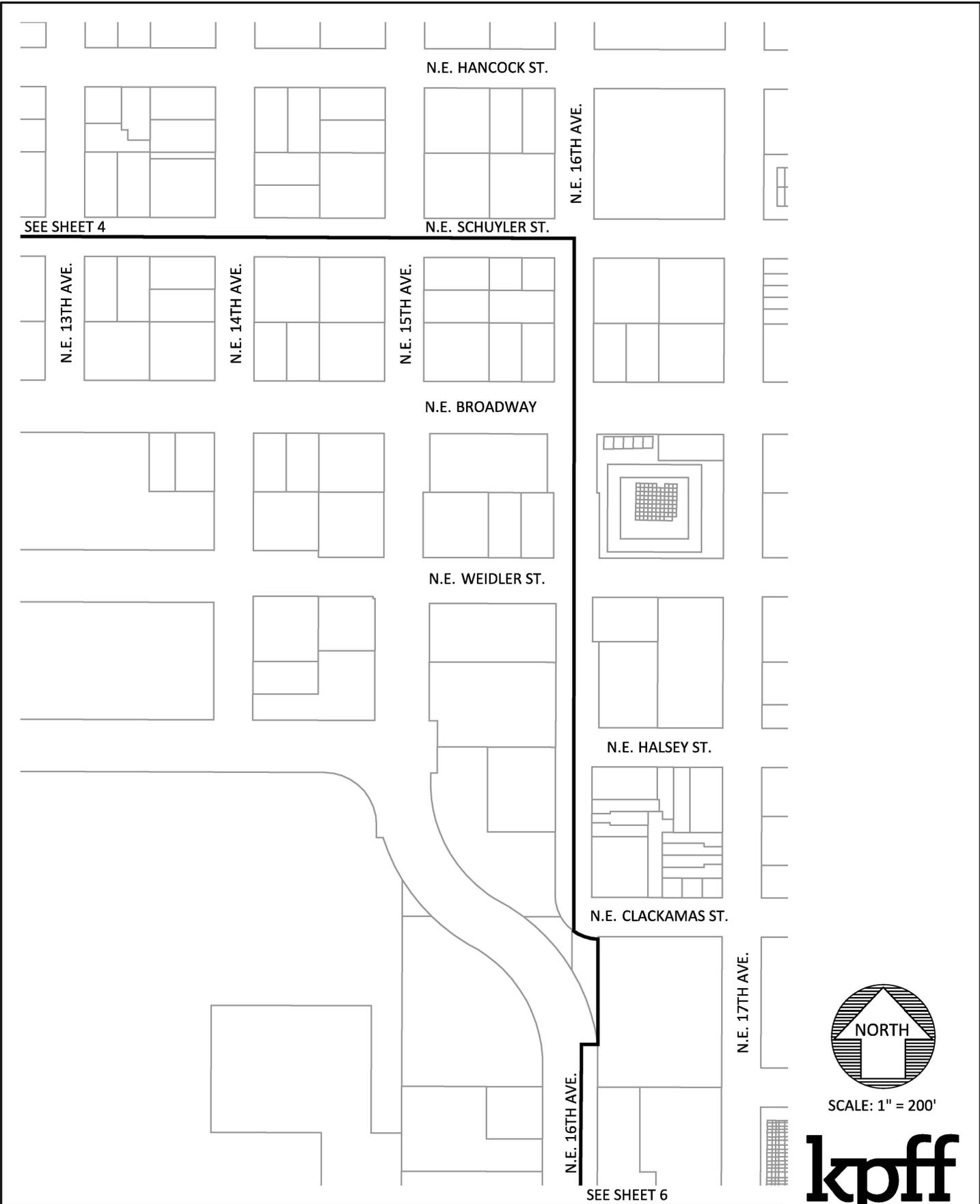


SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY	DATE:	10/1/24
	DRAWN BY:	BDM
CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON	CHECKED BY:	TTT
	PROJECT NO.	2400244
	SHEET:	4/11



SEE SHEET 4

N.E. 16TH AVE.

N.E. 13TH AVE.

N.E. 14TH AVE.

N.E. 15TH AVE.

N.E. HANCOCK ST.

N.E. SCHUYLER ST.

N.E. BROADWAY

N.E. WEIDLER ST.

N.E. HALSEY ST.

N.E. CLACKAMAS ST.

N.E. 17TH AVE.

N.E. 16TH AVE.

SEE SHEET 6



SCALE: 1" = 200'

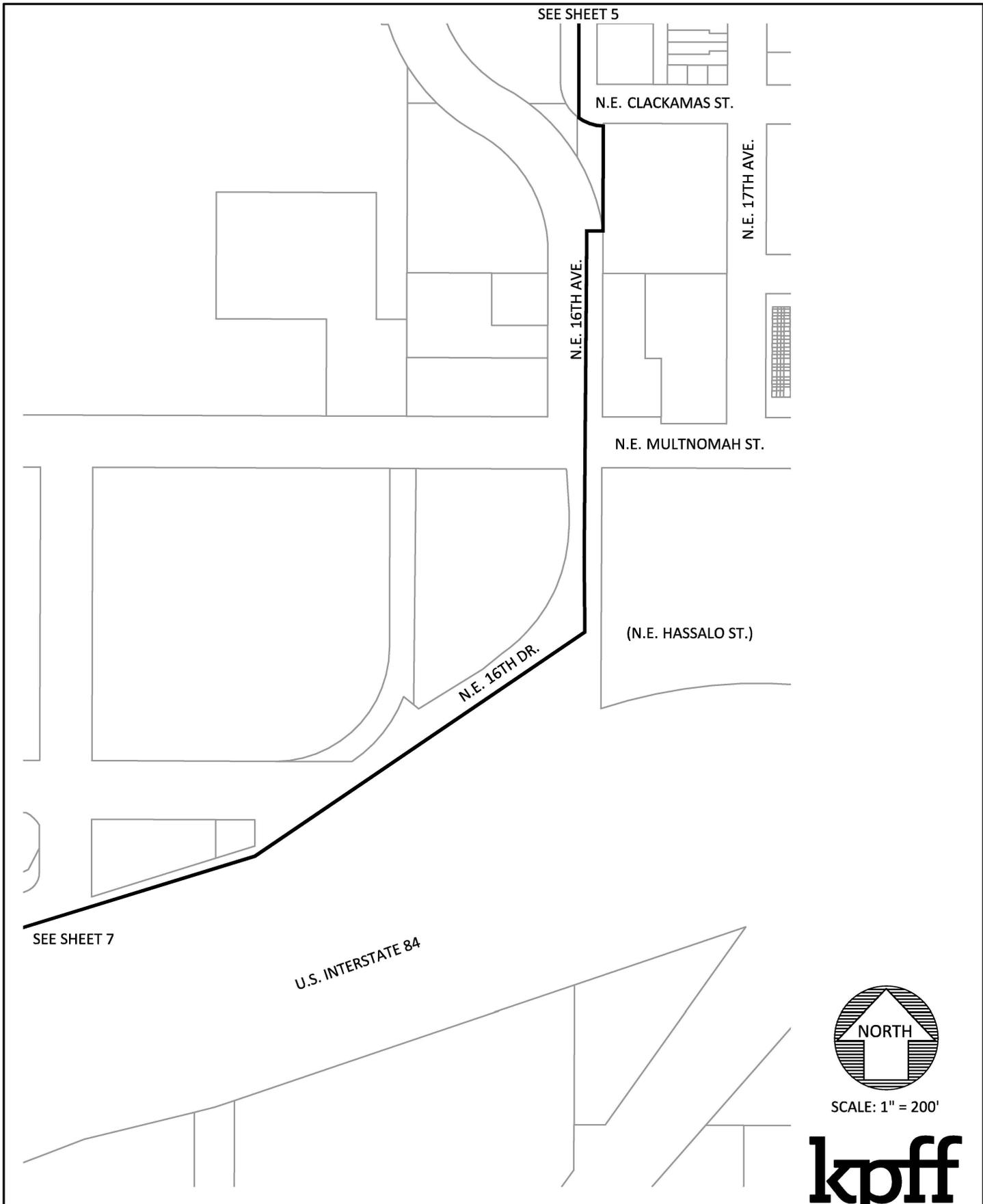


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EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	5/11



SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY

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PROJECT NO.	2400244
SHEET:	6/11

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

SEE SHEET 6

N.E. 16TH DR.

N.E. LLOYD BLVD.

U.S. INTERSTATE 84

N.E. IRVING ST.

N.E. 12TH AVE.

(N.E. GLISAN ST.)

N.E. 15TH AVE.

N.E. 16TH AVE.

N.E. GLISAN ST.



SCALE: 1" = 200'



SEE SHEET 8

EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	7/11

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SEE SHEET 7

N.E. 15TH AVE.

N.E. 16TH AVE.

(N.E. GLISAN ST.)

N.E. GLISAN ST.

(N.E. FLANDERS ST.)

SEE SHEET 9

N.E. 12TH AVE.

N.E. DAVIS ST.

N.E. COUCH ST.

N.E. 13TH AVE.

N.E. 14TH AVE.

E. BURNSIDE ST.



SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	8/11

SEE SHEET 7

U.S. INTERSTATE 84

N.E. 12TH AVE.

N.E. 11TH AVE.

SEE SHEET 8

SEE SHEET 10

N.E. EVERETT ST.

N.E. 8TH AVE.

N.E. 9TH AVE.

N.E. 10TH AVE.

N.E. DAVIS ST.

N.E. 11TH AVE.

N.E. 12TH AVE.

N.E. COUCH ST.

SEE SHEET 8



SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY

CITY OF PORTLAND, MULTNOMAH COUNTY, OREGON

DATE:	10/1/24
DRAWN BY:	BDM
CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	9/11

SEE SHEET 11

N.E. IRVING ST.

U.S. INTERSTATE 84

N.E. EVERETT ST.

SEE SHEET 9

N.E. MARTIN LUTHER KING JR. BLVD.

N.E. GRAND AVE.

N.E. 6TH AVE.

N.E. 7TH AVE.

N.E. 8TH AVE.



SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY

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DATE:	10/1/24
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CHECKED BY:	TTT
PROJECT NO.	2400244
SHEET:	10/11

SEE SHEET 2

N.E. WASCO ST.

N.E. MULTNOMAH ST.

N.E. MARTIN LUTHER KING JR. BLVD.

N.E. 7TH AVE.

N.E. IRVING ST.

SEE SHEET 10



SCALE: 1" = 200'



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EXHIBIT B MAP - LLOYD-HOLLADAY

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PROJECT NO.	2400244
SHEET:	11/11

Exhibit B: Engagement Summary

The community engagement process sought to gather feedback and insight from a robust range of Central City stakeholders to inform the TIF district boundaries, visions, values, goals, project list, investment priorities, and governance considerations; and ensure that the TIF districts, plans, and reports adequately addressed and prioritized community needs, challenges, and opportunities.

Phase 1: Steering Committee Convening (October – November 2023):

The engagement process was initiated through a Central City TIF Exploration Steering Committee with a combination of Steering Committee meetings and work within interest-specific subcommittee meetings. The Steering Committee was comprised of 40 individuals with representation ranging from affordable housing development, market rate housing development, design, architecture, engineering, property management, property development, business district/associations, neighborhood organizations, large scale employers, key opportunity sites, nonprofit, advocacy, and municipal taxing jurisdictions. Representatives from various City Bureaus including Portland Housing Bureau, Bureau of Planning and Sustainability, Portland Bureau of Transportation, Bureau of Environmental Services, Portland Public Schools, and Portland Parks and Recreation also participated in this process.

Steering Committee members were tasked with providing high level input and feedback related to the vision, values, and goals as guiding principles for investment of TIF resources in the Central City before breaking out into subcommittee conversations. This phase of engagement included two Steering Committee meetings. The topics for each Steering Committee meetings included:

- *Steering Committee Meeting #1:* Background for TIF exploration, Steering Committee roles and responsibilities, TIF overview, and exploration study areas
- *Steering Committee Meeting #2:* TIF revenue modeling, required elements of TIF plans, overview of proposed plan development process, and Vision/Values/Goals breakout discussions

Phase 2: Subcommittee Priorities (December 2023 – February 2024)

At the subcommittee level, Steering Committee members were divided into three groups based on their areas of expertise including:

- Housing Production
- Business Recruitment and Retention
- Large-Scale Development Opportunities

Subcommittee conversations took a deep dive into specific geographic opportunities/challenges and project priorities within their respective topics. Information gathered from subcommittee conversations was utilized to develop draft district boundaries, project lists, and investment phasing principles. This phase of engagement included three meetings of each subcommittee. The topics for the subcommittee meetings included:

- *Subcommittee Meeting #1:* Overview of Working Tool for Plan Development, TIF Investment Case Study, Existing Conditions, TIF Investment Opportunities, Identify Information Gaps to be Addressed to Inform Geographic Priorities
- *Subcommittee Meeting #2:* Identification of Geographic Opportunities and Priorities, Review and Revision of Preliminary Project List Based on Mapping Exercise
- *Subcommittee Meeting #3:* Confirm Project List and Map, Discuss Project Prioritization and Phasing, Discuss Implementation and Oversight

- *Subcommittee Feedback:*
 - Need for transportation and utility infrastructure with Lloyd Center Master Plan site
 - Opportunities for affordable housing and mixed use residential for initial investments
 - Need for street trees throughout district
 - Invest in catalytic projects to facilitate a complete neighborhood
 - Utilize existing organizations with established engagement – Go Lloyd, Lloyd Eco District, Lloyd Community Association
 - Opportunity to lean into eco-district identity

Phase 3: Draft Recommendations & Revisions (March – July 2024)

Once subcommittee conversations were concluded, the Steering Committee reconvened to review draft district geographies and project lists based on synthesized information from subcommittee conversations.

- *Steering Committee Meeting #3:* Review and provide feedback on draft district boundaries and cash flow models, and discuss governance models
 - *Steering Committee Feedback:*
 - Opportunities for affordable and middle-income housing
 - Opportunity to stitch neighborhood together with Lloyd Center Master Plan site
 - Utilize existing organizations – Go Lloyd, Lloyd Eco District, Lloyd Community Association

This phase of engagement additionally extended to the broader community including holding an in-person open house, conducting an online survey, and providing briefings with key community stakeholders/organizations to gather feedback that would help inform revisions and a final set of recommendations.

The in-person open house was held at the Pacific Northwest College of Arts on Tuesday, April 30, 2024 from 5 – 7 pm and featured a 30-minute presentation of the TIF exploration progress with 15 minutes for Q&A and several activity stations to facilitate conversation and feedback with participants. The open house was promoted via social media, newsletters, the Central City TIF webpage, emails to the interested parties list (individuals who signed up for Central City TIF Exploration updates), and direct communications to various community stakeholders. Activity stations included opportunities to provide feedback on district scenarios, areas to be included or excluded for investment, ranking investment priorities by district, and open-ended comments and input. Approximately 30-35 individuals attended the open house.

The online survey was developed to reflect the questions/feedback opportunities from the open house and was available to submit responses between April 24 – May 9, 2024. The survey was distributed via social media, newsletters, the Central City TIF webpage, emails to the interested parties list, and direct communications to various community stakeholders. The survey received 44 submissions. Between the open house and the survey, 335 points of feedback were collected.

Several neighborhood associations, business districts, and relevant organizations/coalitions were outreached with an offer to provide a 30-45 minute briefing and Q&A. The Portland Downtown Neighborhood Association was outreached several times with various points of contact but did not

respond. Briefings were conducted with the following organizations, in addition to four briefings with other interested parties/stakeholders: Briefings and presentations were conducted from April – May 2024.

- Go Lloyd
- Central Eastside Industrial Council
- Pearl District Neighborhood Association
- Old Town Community Association
- Venture Portland
- Central City Coalition

- *Community Engagement Feedback:*
 - Support for investment in opportunity sites – Lloyd Center
 - Housing is a priority with balance of affordable and middle-income housing investment based existing mix and opportunity
 - Desire for street trees
 - Desire for a range of safe and effective transportation infrastructure (transit, multimodal options for pedestrians/bicyclists/mobility users)

Information gathered from the Steering Committee, open house, online survey, and community briefings were utilized to develop revised district boundaries, project lists, and priorities which went back to the Steering Committee for review in May 2024.

- *Steering Committee Meeting #4:* Review draft recommendations for district geographies, TIF investment priorities, and district community engagement

- *Steering Committee Feedback:*
 - First five-year priorities: infrastructure and placemaking, mixed income housing/any housing opportunities, economic development with an opportunity for small businesses along Broadway
 - Later in the life of the district: economic development becomes priority followed by housing and infrastructure.

Community briefings continued on an ongoing basis through July 2024 including presentations to Urban Land Institute Northwest, SE Uplift, NAIOP, Smart Growth, Lloyd EcoDistrict, and BOMA Oregon.

Phase 4: Finalize Recommendations (August 2024)

Feedback from the May 9, 2024 Steering Committee meeting and community engagement was utilized to finalize the district geographies and draft each district’s TIF plan and report for final review by the Steering Committee in August. The Steering Committee reconvened for a final time on August 1, 2024 to review and finalize the recommendation for TIF district plans and reports to move forward with the legislative process.

- *Steering Committee Meeting #5:* Finalize recommended TIF reports and plans

Lloyd-Holladay
Tax Increment Finance District Report

October 1, 2024

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INTRODUCTION

Oregon Revised Statutes (ORS) 457.087 requires the development of a Tax Increment Financing (TIF) District Report to accompany a proposed TIF Plan.¹ This report satisfies that requirement, providing technical information on existing conditions, proposed projects, and financial analyses in support of the Lloyd-Holladay TIF District (District) Plan.

Section 1 addresses how and why the District area was selected for inclusion in the Plan boundary and Section 2 provides additional detail on Proposed Projects and Financial Impacts over the life of the District. Section 3 provides a detailed Financial Analysis of the Plan and Section 4 addresses requirements around a Relocation Report. Select existing condition data points are referenced and relied upon in the body of this Report, and Attachment A provides a detailed breakdown of existing conditions for future reference and transparency.

SECTION 1 – PROPOSED TIF DISTRICT AREA REPORT

Section 1.1 – Area Selected for the TIF District

This section identifies the reasons specific areas within the Lloyd District were included in the TIF District boundary. These areas were selected due to physical, social, and economic conditions as described in Section 1.3 and Attachment A² and their direct relationship to the investment needs detailed in Section 1.2. Aligning the Lloyd-Holladay TIF District boundary with areas of investment need allows for funding for projects necessary to improve existing conditions for the community.

The establishment of a TIF District in the Lloyd District, a subdistrict of Portland's Central City, will enable the area to realize the vision outlined in Central City 2035 for a more complete neighborhood with new housing units and open spaces that complement the regional facilities, including major office and retail centers in the Lloyd District connecting to major event facilities such as the Oregon Convention Center and sports facilities to the west, employment concentrations in the Central Eastside Industrial District to the south, and neighborhood business districts along Northeast Broadway and Northwest Martin Luther King Jr. Boulevard. Priority areas in the TIF District include the redevelopment of the 1.4 million square foot Lloyd Center as part of a more walkable Broadway/Weidler corridor with increased density. This redevelopment will help catalyze the neighborhood's transition from a primarily office-focused area to a more dynamic neighborhood where people can live, work, and play. This revitalization is crucial for the economic health and recovery of the Lloyd District. Without the necessary support for this transformation, the stability and growth of this vital part of Portland could face substantial decline.

The 2023 Economic and Market Conditions Analysis³ of Portland's Central City subdistricts included a compilation of data on demographics, employment, industry trends, housing, and commercial real

¹ As used in this Report and the accompanying Plan, the term “TIF plan” has the same meaning as the term “urban renewal plan” as defined in ORS 457.010, and the term “TIF district” means the “urban renewal area(s)” (as defined in ORS 457.010) included within the TIF plan.

² Many of the geographies cited for social and economic conditions data in Section 2.1 overlap but extend outside of the TIF District boundary.

³ Prosper Portland, ‘Central City Subdistricts Economic & Market Conditions,’ November 2022.

estate before and after the COVID-19 pandemic. That report included an assessment of the unique conditions and recovery prospects of each subdistrict, placed each district into one of three typologies (Reimagine, Reinvigorate, Retain), and formulated targeted policy recommendations to address the specific needs and challenges of each area. Portland Housing Bureau’s State of Housing Report⁴ also identifies trends and specific policies that are relevant for the Central City. In the most recent publication (2023), the report specifically notes the potential for TIF Districts as a tool for inclusive growth and stabilization which can support the overarching No Net Loss Policy for the Central City.

Figure A shows the Central City subdistricts examined. Figure B compares the Lloyd-Holladay TIF Boundary with the Lloyd subdistrict.

Figure A. Central City Subdistricts

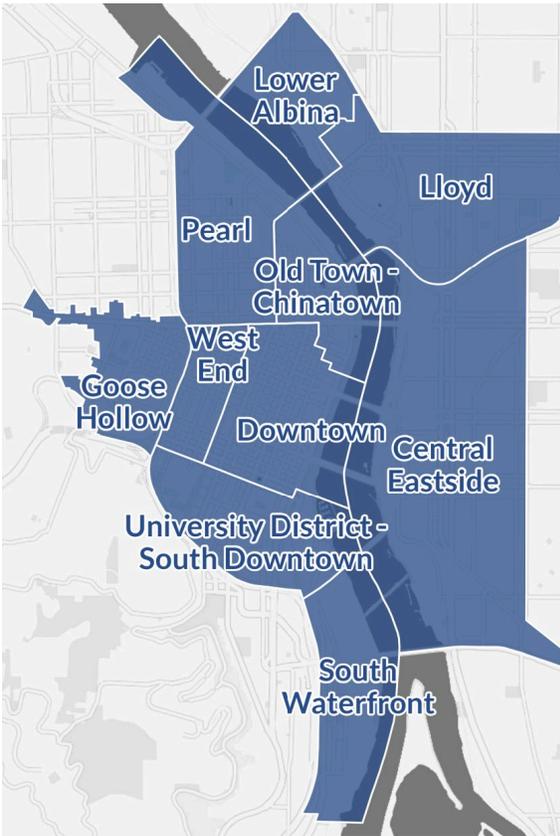
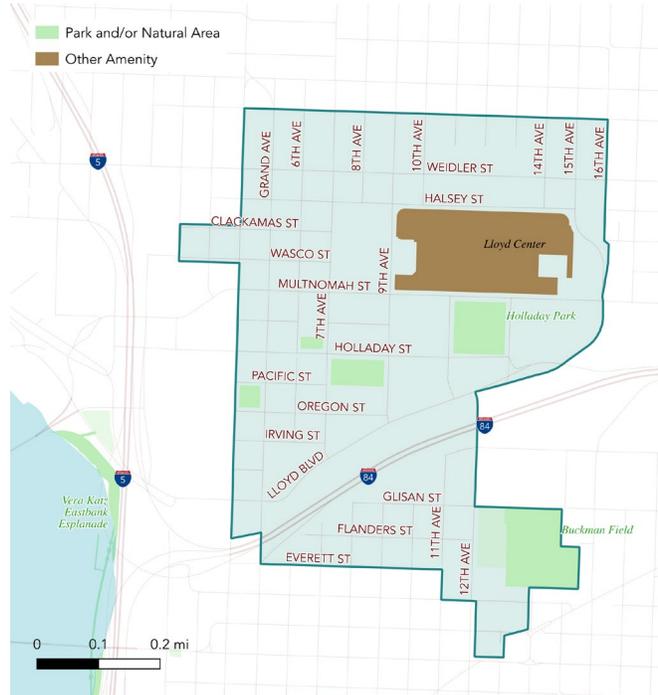


Figure B. Lloyd-Holladay TIF District



The COVID-19 pandemic and associated economic downturn, along with the worsening housing crisis on the West Coast, created an uneven recovery in Portland’s Central City. The Lloyd-Holladay TIF District, on the east side of the Willamette River is primarily an office-focused area that has been hit particularly hard, experiencing significant declines in businesses, employment, and foot traffic. In contrast, subdistricts with stronger markets prior to the pandemic are rebounding more quickly and outperforming those with weaker pre-pandemic markets.

⁴ Portland Housing Bureau, ‘State of Housing in Portland,’ 2023, <https://www.portland.gov/phb/state-of-housing-report>.

The following areas were selected for the TIF District:

- **Employment-focused blocks.** The area south of Halsey Street, east of Martin Luther King Jr. Boulevard, and north of NE Lloyd Boulevard is densely packed with office buildings, with few residential developments except Hassalo on 8th. This imbalance between housing and jobs has hindered economic recovery in the Lloyd-Holladay TIF District. Reduced foot traffic and high office vacancy rates have made recovery more difficult compared to areas with a more balanced mix of residential and commercial uses. Across the nation, office badge swipe data is down 60 percent since pre-pandemic indicating decreased usage by workers.⁵ However, in the Lloyd-Holladay TIF District, office vacancies have remained lower than citywide, with about 9 percent of the area’s supply vacant as of Q1 2024 compared to the city’s overall rate of 18 percent. However, retail vacancies have risen sharply, standing at 30 percent in the Lloyd-Holladay TIF District compared to only 5 percent in Portland. Factors like public safety, cleanliness, and regional tax differences have further driven businesses to relocate. As a result, these high vacancy rates lead to empty buildings, which can become obsolete without repurposing or reinvestment, further exacerbating economic challenges and deterring new businesses and developments. [ORS 457.010 (a)(b)] [ORS 457.010 (h)]
- **The Lloyd Center and parking lots, including the Regal Cinemas.** The Lloyd Center, developed in the 1960s, suffered during the pandemic with a sharp decline in foot traffic and sales as lockdowns and health concerns kept shoppers away and online retail grew quickly, leading to the closure of several stores. However, it has begun to recover by attracting new local tenants and enhancing its offerings to become a more vibrant and diverse destination. At the same time, the mall building has become functionally obsolete due to the broader retail industry shift away from enclosed malls, which no longer meet modern consumer preferences for open-air shopping experiences and mixed-use spaces. As of 2024, the current owners have proposed the complete redevelopment of the 29.3-acre site into a mixed-use neighborhood via submittal of a Central City Master Plan. This plan includes building thousands of housing units, new shopping areas, and entertainment venues. The redevelopment will integrate new roadways to connect with Portland’s street grid and add outdoor spaces reminiscent of the mall’s original open-air design. The Regal Cinemas site and parking lot is another large-scale development opportunity in the area that could bring new housing and jobs to the TIF District as well as improving connections with public properties like Holladay Park. These projects could help to complete the Lloyd District neighborhood, where “the existing zoned capacity on redevelopable sites here is sufficient to more than double the current amount of development in the district.”⁶ [ORS 457.010 (a)(b)(h)]
- **NE MLK near the Convention Center and Lloyd District hotels.** The TIF District has a high concentration of hotels, including the Doubletree, Quality Inn, Courtyard by Marriott, and Hotel Eastlund, making it a key area for visitor accommodations. However, hotel occupancy has plummeted by 30 percentage points, significantly impacting the local economy. The Hyatt Regency Convention Center Hotel, which opened in 2020, is just outside the TIF District. Public safety and cleanliness have become pressing issues in the Central City, along with high retail vacancies that reduce the area’s ability to attract workers, visitors, and tourism. Stakeholder

⁵ Kastle Systems, ‘Getting America Back to Work,’ June 24, 2024, <https://www.kastle.com/safety-wellness/getting-america-back-to-work/>

⁶ City of Portland, ‘Central City 2035 Subdistrict Profiles,’ May 2010, <https://www.portland.gov/sites/default/files/2020-01/central-city-2035-subdistrict-profiles-2010.pdf>. s

feedback as part of every planning effort post-COVID consistently highlights concerns about safety and cleanliness as barriers to economic recovery. The perception of decreased public safety has deterred businesses from maintaining or establishing their presence in the Lloyd District and attracting investment capital. [ORS 457.010 (h)]

- **The Broadway-Weidler Corridor from NE MLK to NE 16th Avenue.** Spanning from NE MLK to NE 16th Avenue, the Broadway-Weidler Corridor in the Lloyd District features a diverse mix of businesses along Broadway and Weidler streets. Historically bustling, this area has undergone significant demographic and economic changes over the years. The corridor hosts various businesses, including restaurants, retail shops, and essential service providers crucial to the neighborhood's character. However, rising property values and gentrification have displaced many long-time residents and businesses. Additionally, the shift to remote work during the COVID-19 pandemic has led to a notable decrease in foot traffic. [ORS 457.010 (e)(g)]
- **Affordable housing opportunities.** The Lloyd-Holladay TIF District has potential for new affordable multi-dwelling housing construction. Sites that could be suitable along corridors with a mix of employment and services or near transit lines like the Broadway-Weidler corridor and NE Grand/NE MLK Avenue corridor present opportunities for creating more housing options in line with citywide objectives.
- **Industrial area south of Interstate 84.** The area south of Interstate 84, particularly west of NE 12th Avenue and north of NE Everett Street, is characterized by a concentration of employment uses, including manufacturing, distribution, and service businesses. Some of the industrial properties in this area need repair and reinvestment, which could bring the buildings into more productive use, such as the Portland Bottling Company property.

Section 1.2 – Investment Need

This section presents the required findings to legally support the designation of the TIF District. The findings address the factors specified in the definition of “blighted areas” under ORS 457.010(1), which describes a blighted area as any region “detrimental to the safety, health, or welfare of the community” due to conditions such as “deterioration, faulty planning, inadequate or improper facilities, deleterious land use, or the existence of unsafe structures, or any combination of these factors.”

This section links the investment needs findings to the existing conditions detailed in Attachment A and identifies one or more of the conditions listed in ORS 457.010(1)(a) through (i). The Lloyd-Holladay TIF District qualifies as an urban renewal area. It is within the assessed value and size limitations imposed by ORS 457.420. Further, the recommended area qualifies as a blighted area as defined by ORS 457.010 in that:

Table A. Conditions Summary

ORS 457.010 CONDITIONS	HOW THE LLOYD-HOLLADAY TIF DISTRICT MEETS THESE CONDITIONS
<p>(a) The existence of buildings and structures, used or intended to be used for living, commercial, industrial or other purposes, or any combination of those uses, that are unfit or unsafe to occupy for those purposes because of any one or a combination of the following conditions:</p> <p>A. Defective design and quality of physical construction</p> <p>B. Faulty interior arrangement and exterior spacing;</p> <p>C. Overcrowding and a high density of population;</p> <p>D. Inadequate provision for ventilation, light, sanitation, open spaces and recreation facilities; or</p> <p>E. Obsolescence, deterioration, dilapidation, mixed character or shifting of uses;</p>	<ul style="list-style-type: none"> • Inadequate recreation facilities within housing units (D). Older housing developments in the TIF District lack the amenities that would be attractive to families and older adults in a post-COVID environment. Many housing units currently lack spaces for physical activity and social interaction including safe play areas and exercise areas. The Central City 2035 Plan highlights the need for open space and recreation connections and the opportunity to improve and add programming to existing parks space located in the Lloyd-Holladay District with amenities that better serve current and future needs. • Concentration of Class B office buildings, which have seen sharp rise in vacancy (E). Class A buildings, which offer superior amenities, maintain lower vacancy rates as they attract tenants seeking better quality environments. Many Class B and C buildings, which often suffer from outdated facilities and less desirable locations, struggle with higher vacancy rates. Class B office spaces could be converted to housing, but the spaces would need extensive tenant improvements. The area needs improvements in the street grid to enhance connectivity, reflecting issues with the existing lot layout. The deep floor plates of office buildings make conversion to residential units challenging due to inadequate natural light and ventilation. The plumbing and electrical systems in office buildings are not designed to support the living facilities required for housing. • Concentration of Older Buildings with Antiquated Systems and Deferred Maintenance (A). Many of the buildings in the area are older than 50 years. A quarter of buildings were constructed before 1960, which means they have exceeded their lifespan without adequate renovation and their internal systems may not have been updated to address increased risks from climate change.

ORS 457.010 CONDITIONS	HOW THE LLOYD-HOLLADAY TIF DISTRICT MEETS THESE CONDITIONS
<p>(b) An economic dislocation, deterioration or disuse of property resulting from faulty planning;</p>	<ul style="list-style-type: none"> ● Declining retail market. The TIF District faces sizable challenges as changing preferences for work-from-home and hybrid schedules, decreased foot traffic, and shifting patterns of consumer demand increase retail vacancies. Consumer behaviors and retail industry trends have contributed to high retail vacancy rates as the area has seen a reduction in national credit retail tenants who have historically been attracted to the area. ● Lack of investments in storefront improvements. Small businesses struggle with outdated facilities, leading to declining customer appeal. Business relocations from the area have resulted in increased vacancies and urban blight. ● Incohesive District branding. The absence of District branding in certain areas of the TIF District. Despite its proximity to the Convention Center and Moda Center, the area does not draw many visitors.
<p>(c) The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development;</p>	<ul style="list-style-type: none"> ● Large lots without street connections. There is a need to reintroduce parts of the street grid and improve overall connectivity. This indicates issues with the existing lot layout impacting accessibility and usefulness for desired land uses and development types.
<p>(e) The existence of inadequate streets and other rights of way, open spaces and utilities;</p>	<ul style="list-style-type: none"> ● Critical need for street improvements and connectivity. The TIF District’s large blocks hinder connectivity through the area. ● Inadequate park facilities. The parks within the Lloyd-Holladay District, including Holladay Park and Portland Parks and Recreation properties south of Interstate 84, lack the necessary amenities to meet the needs of the growing residential population and support the area as a regional destination. As more residents and visitors are drawn to the Lloyd-Holladay District and neighborhoods throughout the inner northeast and southeast regions, the demand for green spaces and recreational facilities will rise. The new open space proposed in the Lloyd Center redevelopment aims to address this by creating vibrant areas that encourage pedestrian activity

ORS 457.010 CONDITIONS	HOW THE LLOYD-HOLLADAY TIF DISTRICT MEETS THESE CONDITIONS
	<p>through activations and events, promoting a lively and engaged community.</p> <ul style="list-style-type: none"> • Needed Lloyd Center redevelopment street infrastructure. The Lloyd Center site lacks adequate streets to complete the street grid. • Safety concerns for multimodal transportation infrastructure. Navigating through the area without a car can present safety challenges, with 33 serious injury crashes and three fatal crashes within the TIF District between 2017 and 2021. The Green Loop, a proposed six-mile linear park and active transportation corridor, passes through the Lloyd-Holladay District along the NE 7th Avenue corridor. This route connects the District to other key areas of Portland, including the Pearl District, the Central Eastside, and the South Waterfront, providing a continuous and accessible path for pedestrians and cyclists. • Water infrastructure. Portland Water Bureau (PWB) lacks funding for new connections, reflecting physical deterioration and inadequate infrastructure support.
(f) The existence of property or lots or other areas that are subject to inundation by water;	Not applicable
(g) A prevalence of depreciated values, impaired investments, and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered;	<ul style="list-style-type: none"> • Retail vacancy. The area has significant commercial vacancies and struggles to attract and retain businesses, directly related to economic disuse and stifling of commercial growth and economic activity. • Pedestrian activity. Street environment is vital as it stimulates local economies, enhances public safety, and fosters a sense of community. Active pedestrian areas attract businesses, reduce crime through increased foot traffic, and create vibrant, engaging public spaces where people can interact and connect. Without pedestrian activity, areas can become desolate and uninviting, leading to economic stagnation and social isolation.
(h) A growing or total lack of proper utilization of areas, resulting in a stagnant	<ul style="list-style-type: none"> • Underutilized properties. The area has numerous vacant and underutilized properties with deferred

ORS 457.010 CONDITIONS	HOW THE LLOYD-HOLLADAY TIF DISTRICT MEETS THESE CONDITIONS
<p>and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare; or</p>	<p>maintenance. About 72 percent of the acreage in the TIF District has an Improvement to Land ratio of less than 1, indicating a high potential for redevelopment. The depreciated values and impaired investments reduce the capacity to pay taxes and results in inadequate funding for public services. This is inconsistent with the City’s policies for the area and local stakeholder priorities.</p> <ul style="list-style-type: none"> • An imbalance of housing and jobs. Significant deterioration in building conditions, especially in Class B and C office buildings, leading to high vacancy rates and economic challenges. The shift from enclosed malls to open-air shopping has left the Lloyd Center functionally obsolete. • High levels of housing cost burden for renters. Over half (52 percent) of the TIF District's households who rent experience housing cost burden, meaning they spend over 30 percent of their income on housing. Housing cost burden puts residents at risk of displacement and suggests a need to stabilize the TIF District’s households. Cost-burdened renters are typically more vulnerable to displacement risks with rising market pressures than homeowners because they may face changes to their housing costs due to property owner decisions. • Heat islands. Some areas of the TIF District covered by asphalt roads or parking lots and with areas of low tree canopy. In the Lloyd-Holladay TIF District, 40.6 percent of housing units are in the 75th percentile or higher group and 5.6 percent are in the 90th percentile. Higher urban temperatures can lead to poor health outcomes, especially for vulnerable populations. • Homeownership need. Only 18 percent of residents in the area are homeowners compared to 53 percent citywide. Creating opportunities for homeownership can help to stabilize households that currently rent. • Stabilization of businesses. There is a significant need for affordable commercial space to support

ORS 457.010 CONDITIONS	HOW THE LLOYD-HOLLADAY TIF DISTRICT MEETS THESE CONDITIONS
	local businesses. Many businesses are vulnerable to displacement as the area grows, creating a need for commercial community ownership opportunities and affordable commercial rental spaces.
(i) A loss of population and reduction of proper utilization of the area, resulting in its further deterioration and added costs to the taxpayer for the creation of new public facilities and services elsewhere	<ul style="list-style-type: none"> • Loss of employment. The Lloyd District has experienced a significant decrease in employment and population, leading to further deterioration of properties and increased costs for public services. The area experienced a significant decrease in total employment, dropping by 1,047 jobs from 2019 to 2022 (or about 7 percent of employment pre-pandemic).

Section 1.3 – Existing Conditions

Attachment A summarizes existing conditions in the Lloyd-Holladay TIF District to inform investments and strategies. It draws on data collected from sources like the American Community Survey (ACS), market platforms, federal bureaus, and local data sources. This analysis is also informed by the Central City Subdistricts Economic and Market Conditions report published by Prosper Portland in 2022 which provides more detailed information about existing conditions within the boundaries of the Lloyd-Holladay TIF District.

SECTION 2 – PROPOSED PROJECTS REPORT

Section 2.1 – Proposed Projects and Impacts

This section provides an overview of the proposed projects under the Plan and their connection to the current conditions within the TIF District (See Plan Section 3). It details how each project addresses the specific issues and investment needs identified in the area, demonstrating how these projects will improve conditions for the community (Table B).

The Plan identifies three project categories, organized within two work portfolios:

- A. Inclusive Growth (to be implemented by Prosper Portland)
 - 1. Economic & Urban Development
 - 2. Infrastructure

- B. Affordable Housing (to be implemented by Portland Housing Bureau)
 - 1. Affordable Housing Preservation and Production⁷

⁷ In accordance with 2015 Affordable Housing Set Aside policy, rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership housing with focus on households earning 80 percent to 100 percent or less of area median income depending on home size.

Tax Increment Finance plans and districts enable public investments in public/private/community partnerships that would not otherwise be financially feasible, and for related planning that is not tethered to annual appropriations. Tax increment funds (TIF) generated by the creation of a TIF District provide a dedicated stream of tax revenue to accomplish those plans and policies, while leveraging outside funding sources to complement the TIF resources. The plan anticipates that the projects described in the Lloyd-Holladay TIF District Plan will catalyze the development of vacant and underdeveloped parcels as well as the redevelopment and re-tenanting of underutilized properties with businesses and residents that will require access to City services.

Implementation of this plan will be undertaken with community leadership, input and involvement. Prosper Portland and the Portland Housing Bureau shall solicit community guidance to create re-occurring Five-Year Action Plans. The intent of the Five-Year Action Plan is to establish near-term investment priorities and associated budgets in accordance with the TIF Plan. The Five-Year Action Plans will additionally establish mechanisms for ongoing reporting and implementation oversight.

Table B – Plan Response to Existing Conditions

PROJECT	DESCRIPTION	EXISTING CONDITIONS
Economic & Urban Development		
Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries	Offer tenant funding and incentives to attract and retain anchor employers and support entrepreneurship, lean manufacturing, efficiency improvements, and innovation. Target and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center. Priority project areas include: <ul style="list-style-type: none"> - Redevelopment of Lloyd Center - Redevelopment of Portland Bottling and associated properties - Regal Cinema/parking lot 	Development Conditions <ul style="list-style-type: none"> • Over 100 parcels in the TIF District are vacant or underutilized. Most of these lots are under 20,000 square feet, but about 9 percent are larger opportunity sites over 100,000 square feet. Nearly two thirds (64 percent) of parcels in the TIF District have an Improvement to Land Value ratio of less than 1.0, indicating a lack of development on these properties. The TIF District has 44 vacant parcels and 59 underutilized parcels.
Small Business Support	Invest through grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, and incentives for affordable commercial tenancing and related leasing to a) support small business stabilization and growth with a focus on ground floor tenancing; b) support inclusive wealth creation; and c) create a vibrant retail environment that attracts diverse	<ul style="list-style-type: none"> • The retail market in the TIF District is struggling with high vacancies. In Q1 2024, retail in the Lloyd-Holladay TIF District had a vacancy rate of 30 percent compared to only 5 percent citywide. As traditional brick and mortar retail like the Lloyd Center suffers from changing consumer trends and post-pandemic shifts, these

	<p>visitors from the region and beyond. Priority project areas include:</p> <ul style="list-style-type: none"> - Commercial / retail corridors along NE Broadway and NE Weidler and NE MLK and NE Grand Avenues - Redevelopment of Lloyd Center 	<p>properties could be repositioned to accommodate different types of demand.</p> <ul style="list-style-type: none"> • The presence of older buildings built before 1960, that may be obsolete or in need of deferred maintenance, with 25 percent of buildings built before 1960. Although this share is lower than Portland overall (58 percent), outdated buildings or those with potential contamination issues could be an impediment to new development or redevelopment in the TIF District and success of retail establishments.
<p>Rehabilitation of Existing Buildings and Development of New Commercial Space</p>	<p>Renovation of commercial buildings, including unreinforced masonry buildings, seismic upgrades, and other climate resilience related improvements. Investments in both large and small construction of new commercial spaces and related parking needs, including conversion of office space to research and development space, light manufacturing, maker spaces, and residential, as well as through lease and loan guaranties. Priority project areas include:</p> <ul style="list-style-type: none"> - Redevelopment of Lloyd Center - Redevelopment of Portland Bottling and associated properties - Regal Cinema/parking lot 	<p><u>Economic and Social Conditions</u></p> <ul style="list-style-type: none"> • Total employment and businesses in the TIF District have fallen post-pandemic with 56 establishments leaving the Lloyd-Holladay TIF District between 2019 and 2022 (equaling approximately 10 percent of all businesses that were located in the TIF District in 2019) and 1,047 employees (7 percent of pre-pandemic jobs).
<p>Inclusive Neighborhoods</p>	<p>Support development of services and amenities that complement new and renovated housing (e.g. open space; community centers; recreational, arts & cultural centers, music and sporting venues, etc.) and are reflective of and attractive to a diverse demographic. Priority project areas include:</p> <ul style="list-style-type: none"> - Redevelopment of Lloyd Center - Regal Cinema/parking lot - Holladay Park 	<ul style="list-style-type: none"> • The TIF District has a higher unemployment rate than Portland at 8.7 percent compared to 5.6 percent in the city overall. • Retail jobs in the TIF District have lower average wages than Portland overall. While average wages across all industries are higher than citywide, workers in the Lloyd District-Holladay TIF District’s shopping destinations tend to make less on average.
<p>Middle-Income Housing (60-120 percent AMI)</p>	<p>Increase housing production via gap financing for new multi-dwelling middle-income residential development via conversion or new development. Create middle income housing opportunities, including for BIPOC individuals and</p>	<ul style="list-style-type: none"> • The population is less racially and ethnically diverse than

	<p>families, to support increased demographic diversity. Priority project areas include:</p> <ul style="list-style-type: none"> - Redevelopment of Lloyd Center - Redevelopment of Portland Bottling and associated properties - Regal Cinema/parking lot 	<p>Portland, The TIF District has a lower share (34 percent) of residents who identify as people of color (POC) compared to Portland as a whole (32 percent). Given that this is an area with good transit access to jobs within Portland’s central city, investments in housing could serve a broader audience and provide increased opportunities.</p> <ul style="list-style-type: none"> • The Lloyd-Holladay TIF District has a higher share of adults with a bachelor’s degree or higher and more working age residents. This existing workforce offers a strong potential market for commercial spaces and employers who might locate in the Lloyd area.
Infrastructure		
<p>Connectivity & Accessibility Improvements</p>	<p>Create connectivity within and to the District. Make improvements to support activations within the District and implement signage solutions usable for all age groups. Enhance accessibility for individuals with mobility challenges. Priority project areas:</p> <ul style="list-style-type: none"> - Connectivity and activation along NE 12th Avenue, including across I-84 - Blumenauer Bridge - Holladay Park 	<ul style="list-style-type: none"> • The TIF District is well connected to transit with more residents commuting to work by bike or public transit than Portland overall. New investments can enhance the existing network and increase connectivity throughout the Central City. • About 6 percent of land in the TIF District is designated as Open Space and 38 percent is in the Right of Way. Making improvements in public open spaces can expand currently inadequate park facilities like Holladay Park which lack the necessary amenities to meet the needs of the growing residential
<p>Public Realm Enhancements</p>	<p>Implement placemaking strategies that are reflective of and attractive to a diverse demographic to support activation (new and existing), including via car-free zones and implementing public art initiatives to support art walks and events.</p>	

<p>Street and Utilities to Support Development</p>	<p>New streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve new District development at Lloyd Center and other large development sites. Pursue infrastructure to meet sustainability and climate goals through innovation. Improve seismic resilience and system capacity upgrades. Project priority areas:</p> <ul style="list-style-type: none"> - Lloyd Center 	<p>population and support the area as a regional destination.</p> <ul style="list-style-type: none"> • The Green Loop is a concept to connect areas of Portland’s Central City including the Lloyd-Holladay TIF District, with recently completed Earl Blumenauer Bridge as a key link to the eastside and future improvements along 15th and 16th Avenues to expand bike lanes and calm traffic. The Green Loop vision passes through the Lloyd-Holladay TIF District along the NE 7th Avenue corridor. • The Lloyd-Holladay TIF District has experienced a high number of serious injury crashes in recent years. From 2017 to 2021, there were 33 serious injury crashes and three fatal crashes within the TIF District. In the same time period, 28 pedestrians and 28 bicyclists were hit by motor vehicles.
<p>Affordable Housing</p>		
<p>Affordable Housing⁸</p>	<p>Support development of new affordable multi-dwelling residential uses; including family size units and accessible units, including via site acquisition and direct investment. Priority project areas:</p> <ul style="list-style-type: none"> - Redevelopment of Lloyd Center - Redevelopment of Portland Bottling and associated properties - Regal Cinema/parking lot 	<ul style="list-style-type: none"> • Over half of households who rent their units in the Lloyd-Holladay TIF District experience housing cost burden. About 52 percent of the TIF District’s renter households experience cost burden, meaning they spend over 30 percent of their income on housing. Given the number of renter households experiencing cost burden in the

⁸ In accordance with 2015 Affordable Housing Set Aside policy, rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership housing with focus on households earning 80 percent to 100 percent or less of area median income depending on home size.

		<p>area, the TIF District demonstrates a lack of adequate affordable housing supply.</p> <ul style="list-style-type: none"> • Residents that are more vulnerable to changing economic conditions, making displacement more difficult to prevent. The BPS Economic Vulnerability Assessment determined a score of 60 for the District’s census tracts, which is at the threshold to be considered a tract vulnerable to displacement. This is higher than the city’s overall score of 53. • Households in the TIF District have lower incomes. More households in the TIF District households earn less than \$50,000 (38 percent), compared to Portland at 30 percent. • The Lloyd-Holladay TIF District has seen faster growth in housing supply than Portland. The TIF District has expanded its multi-dwelling housing stock by 324 percent since 2000 whereas Portland’s multi-dwelling stock grew by 170 percent. This increase in units provides more housing stock, but higher rents (\$2.17 per square foot compared to \$2.04 in the city overall) may also cause displacement pressures for current residents. • There is a smaller share of Naturally Occurring Affordable Housing in the TIF District compared to Portland, which offers more attainable options often in older buildings that is affordable at 60 percent of AMI or lower. This type of housing can be subject to displacement
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		pressures as development occurs in an area and properties turn over. In the Lloyd-Holladay TIF District, these units account for only 10 percent of the multi-dwelling stock compared to 36 percent of units in Portland.
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Section 2.2 – Cost and Completion Dates

Some projects will require funding from multiple sources, and TIF will often be used to provide matching funds or gap funds to facilitate the implementation of a project. Although this section provides estimated completion dates for all projects, many projects will be funded in phases over a longer period, which means that expenditures for some projects could begin much earlier than the estimated completion dates listed below. Adopted Five-Year Action Plans will further refine and describe the funding priorities, estimated costs, and completion dates for these projects. Prosper Portland’s annual budget shall reflect the priorities and investments outlined in the Five-Year Action Plan and in conformance with the TIF Plan.

Table C – Project Cost and Completion Dates

PROJECT NAME	PROJECT COST <small>(Nominal dollars; % net plan Admin & Fees)</small>	ANTICIPATED COMPLETION DATE
Economic & Urban Development <ul style="list-style-type: none"> - Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries - Small Business Support - Rehabilitation of Existing Buildings and Development of New Commercial Space - Inclusive Neighborhoods - Middle Income Housing (60-120 percent AMI) 	\$94,027,858 (35%)	2060
Infrastructure & Utilities <ul style="list-style-type: none"> - Connectivity & Accessibility Improvements - Public Realm Enhancements - Street and Utilities to Support Development 	\$53,730,205 (20%)	2045
Affordable Housing <ul style="list-style-type: none"> - Preservation of Existing and Development of New Housing⁹ 	\$120,892,960 (45%)	2060

⁹In accordance with 2015 Affordable Housing Set Aside policy, rental housing is created and preserved with a focus on families earning less than 60 percent of area median income, and homeownership housing with focus on families earning 80 percent to 100 percent or less of area median income depending on home size.)

SECTION 3 – FINANCIAL REPORT

Section 3.1 - Maximum Indebtedness and Debt Retirement

The maximum amount of the principal of indebtedness that may be issued or incurred under the Plan (the “**Maximum Indebtedness**”) is \$290,000,000 as shown in Table D. The estimated amount of TIF moneys required for the District to service this Maximum Indebtedness is \$348,996,731, which reflects the additional projected costs of the interest on borrowings (loans) which is not a part of the maximum indebtedness. It is anticipated that the indebtedness will be retired or otherwise provided for by FY 2060. Table E shows a summary of the financial capacity of the Area, including how total TIF revenue translates to the ability to fund tax increment projects in constant 2024 dollars in five-year increments.

Table D. Total Uses

Uses Summary	First 5 Years	First 10 Years	30 Year Total
Bond Issuance Costs and Reserves	6,842	26,614	10,155,185
District-Wide Admin/Predev	273,412	1,063,480	11,193,793
Affordable Housing (PHB)	2,952,852	11,485,589	120,892,960
Inclusive Growth (Prosper Portland)	3,609,042	14,037,942	147,758,063
Total	6,842,148	26,613,626	290,000,000

Table E. Total Capacity Through Final Bond Payoff

	Actual Dollars	Rounded Dollars
Total Net TIF	348,996,731	349,000,000
Maximum Indebtedness	290,000,000	290,000,000
Capacity (2024-25 \$)	176,144,204	176,100,000
Years 1-5	6,828,491	6,800,000
Years 6-10	19,732,013	19,700,000
Years 11-15	34,404,803	34,400,000
Years 16-20	47,853,145	47,900,000
Years 21-25	62,273,828	62,300,000
Years 26-30	79,162,769	79,200,000
Years 31-35	98,741,681	98,700,000

Section 3.2 – Financial Analysis

The total amount of TIF projected to be used for all projects, excluding administration and finance fees, is \$147,661,978 in 2024-25 dollars. The cost of administration and finance fees over the life of the Area increase this total to \$158,845,912. The Plan assumes an annual inflation rate of 3 percent per year. When accounting for inflation and based on the assumed timing of projects, the total project costs in nominal year-of-expenditure (“YOE”) dollars is \$268,651,023, which is within the \$290,000,000 maximum indebtedness established by the Plan. It is estimated that the frozen base assessed value of the Area is \$842,896,040, 3 percent of the City’s assessed value of \$80,988,896,967.

The estimated Lloyd-Holladay Tax Increment Finance Plan revenues through Fiscal Year End (FYE) 2060 are calculated based on projections of the assessed value within the Area and the consolidated tax rate that will apply in the Area adjusted for discounts, and delinquencies. The long-term projections for FYE

2026 and beyond assume an annual growth rate of 1 percent for assessed value in the Area. These projections of growth are the basis for the projections in Table F, which shows the incremental assessed value, tax rates, and Lloyd-Holladay Tax Increment Finance Plan revenues each year.

The first year of Lloyd-Holladay Tax Increment Finance Plan collections is anticipated to be the fiscal year ending in 2026. Gross Lloyd-Holladay Tax Increment Finance Plan financing (TIF) is calculated by multiplying the tax rate times the assessed value used. The tax rate is per thousand dollars of assessed value, so the calculation is “tax rate times assessed value used divided by one thousand.” The consolidated tax rate includes permanent tax rates only, except for \$0.5038/\$1,000 of the Portland Public Schools permanent rate levy (the “Gap Tax”). The consolidated rate also excludes levies for general obligation bonds and local option levies. The adjustments are for compression losses estimated at 5 percent and underpayments and delinquencies assumed at 4 percent.

The Area is anticipated to complete all projects and have sufficient Lloyd-Holladay Tax Increment Finance Plan finance revenue to terminate the tax increment area in FYE 2060, a 35-year tax increment plan. Table G shows more detailed tables on the allocation of tax revenues to debt service. These assumptions show one scenario for financing and that this scenario is financially feasible.

Table F. Projected Incremental Assessed Value, Tax Rates, and Lloyd-Holladay Tax Increment Finance Plan Revenues

Yr No.	FYE	Total Assessed Value	Frozen Base Assessed Value	Increment URA	Increment Shared	Tax Rate	Gross TIF URA	Gross TIF Shared	Adjustments (to URA)	Net TIF (URA)	PV of Net TIF (URA)
1	2026	868,182,921	842,896,040	25,286,881	0	18.72	473,416	0	(103,124)	431,755	419,180
2	2027	894,228,409	842,896,040	51,332,369	0	18.82	966,168	0	(210,462)	881,145	830,564
3	2028	921,055,261	842,896,040	78,159,221	0	18.92	1,478,913	0	(322,157)	1,348,769	1,234,315
4	2029	948,686,919	842,896,040	105,790,879	0	18.92	2,001,754	0	(436,049)	1,825,600	1,622,022
5	2030	977,147,527	842,896,040	134,251,487	0	19.12	2,567,130	0	(559,215)	2,341,223	2,019,559
6	2031	1,006,461,952	842,896,040	163,565,912	0	19.12	3,127,675	0	(681,322)	2,852,439	2,388,873
7	2032	1,036,655,811	842,896,040	193,759,771	0	19.12	3,705,036	0	(807,092)	3,378,992	2,747,430
8	2033	1,067,755,485	842,896,040	224,859,445	0	19.22	4,322,203	0	(941,540)	3,941,849	3,111,732
9	2034	1,099,788,150	842,896,040	256,892,110	0	19.22	4,937,929	0	(1,075,669)	4,503,391	3,451,474
10	2035	1,132,781,794	842,896,040	289,885,754	0	19.12	5,543,137	0	(1,207,498)	5,055,341	3,761,649
11	2036	1,166,765,248	842,896,040	323,869,208	0	19.12	6,192,962	0	(1,349,054)	5,647,982	4,080,222
12	2037	1,201,768,206	842,896,040	358,872,166	0	19.12	6,862,282	0	(1,494,856)	6,258,401	4,389,517
13	2038	1,237,821,252	842,896,040	394,925,212	0	19.12	7,551,681	0	(1,645,032)	6,887,133	4,689,802
14	2039	1,274,955,889	842,896,040	432,059,849	0	19.02	8,218,556	0	(1,719,517)	7,495,323	4,955,292
15	2040	1,313,204,566	842,896,040	470,308,526	0	18.92	8,899,084	0	(1,830,689)	8,115,964	5,209,329
16	2041	1,352,600,703	842,896,040	497,835,989	11,868,674	18.82	9,370,169	223,390	(1,944,138)	8,545,595	5,325,332
17	2042	1,393,178,724	842,896,040	528,886,740	21,395,944	18.72	9,901,712	400,571	(2,059,913)	9,030,361	5,463,517
18	2043	1,434,974,086	842,896,040	560,233,261	31,844,785	18.72	10,488,575	596,192	(2,187,750)	9,565,580	5,618,770
19	2044	1,478,023,308	842,896,040	593,144,042	41,983,226	18.62	11,045,410	781,803	(2,309,032)	10,073,414	5,744,727
20	2045	1,522,364,008	842,896,040	626,399,567	53,068,401	18.62	11,664,687	988,229	(2,443,928)	10,638,195	5,890,111
21	2046	1,568,034,928	842,896,040	660,652,757	64,486,131	18.62	12,302,544	1,200,848	(2,582,872)	11,219,920	6,031,260
22	2047	1,615,075,976	842,896,040	695,933,543	76,246,393	18.62	12,959,535	1,419,845	(2,725,984)	11,819,096	6,168,298
23	2048	1,663,528,255	842,896,040	732,272,752	88,359,463	18.62	13,636,237	1,645,412	(2,873,389)	12,436,248	6,301,344
24	2049	1,713,434,102	842,896,040	769,702,138	100,835,925	18.62	14,333,239	1,877,746	(3,025,216)	13,071,914	6,430,516

25	2050	1,764,837,126	842,896,040	808,254,405	113,686,680	18.62	15,051,152	2,117,051	(3,181,598)	13,726,651	6,555,925
26	2051	1,817,782,239	842,896,040	847,963,240	126,922,959	18.62	15,790,602	2,363,534	(3,342,672)	14,401,029	6,677,681
27	2052	1,872,315,706	842,896,040	888,863,341	140,556,326	18.62	16,552,235	2,617,412	(3,508,578)	15,095,639	6,795,891
28	2053	1,928,485,178	842,896,040	930,990,444	154,598,694	18.62	17,336,718	2,878,906	(3,679,461)	15,811,087	6,910,658
29	2054	1,986,339,733	842,896,040	974,381,361	169,062,332	18.62	18,144,735	3,148,245	(3,855,470)	16,547,998	7,022,083
30	2055	2,045,929,925	842,896,040	1,019,074,005	183,959,880	18.62	18,976,992	3,425,664	(4,036,760)	17,307,017	7,130,262
31	2056	2,107,307,823	842,896,040	1,065,107,428	199,304,355	18.62	19,834,218	3,711,406	(4,223,488)	18,088,806	7,235,290
32	2057	2,170,527,057	842,896,040	1,112,521,854	215,109,163	18.62	20,717,159	4,005,720	(4,415,819)	18,894,049	7,337,259
33	2058	2,235,642,869	842,896,040	1,161,358,713	231,388,116	18.62	21,626,590	4,308,863	(4,613,919)	19,723,450	7,436,258
34	2059	2,302,712,155	842,896,040	1,211,660,677	248,155,438	18.62	22,563,303	4,621,101	(4,613,918)	20,577,732	7,532,374
35	2060	2,371,793,520	842,896,040	1,263,471,701	265,425,779	18.62	23,528,117	4,942,706	(4,613,917)	21,457,643	7,625,690

Table G. Lloyd-Holladay Tax Increment Finance Plan Revenues and Allocations to Debt Service

	24-25	25-26	26-27	27-28	28-29	29-30	30-31
	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast
Prior Year Assessed Value	-	842,896,040	868,182,921	894,228,409	921,055,261	948,686,919	977,147,527
Frozen Base	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040
Increment	-	25,286,881	51,332,369	78,159,221	105,790,879	134,251,487	163,565,912
AV (Baseline)	-	868,182,921	894,228,409	921,055,261	948,686,919	977,147,527	1,006,461,952
Taxes							
Consolidated Tax Rate for Du Jour	18.5604	18.7218	18.8218	18.9218	18.9218	19.1218	19.1218
Divide the Taxes (to Raise) Sal 4c	-	473,416	966,168	1,478,913	2,001,754	2,567,130	3,127,675
Net Tax Increment Revenues	-	431,755	881,145	1,348,769	1,825,600	2,341,223	2,852,439
Used for Du Jour	-	432,619	882,907	1,351,466	1,829,251	2,345,905	2,858,144
Debt Service							
Total Debt Service	-	-	-	-	-	-	-

	31-32	32-33	33-34	34-35	35-36	36-37	37-38
	Forecast						
Prior Year Assessed Value	1,006,461,952	1,036,655,811	1,067,755,485	1,099,788,150	1,132,781,794	1,166,765,248	1,201,768,206
Frozen Base	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040
Increment	193,759,771	224,859,445	256,892,110	289,885,754	323,869,208	358,872,166	394,925,212
AV (Baseline)	1,036,655,811	1,067,755,485	1,099,788,150	1,132,781,794	1,166,765,248	1,201,768,206	1,237,821,252
Taxes							
Consolidated Tax Rate for Du Jour	19.1218	19.2218	19.2218	19.1218	19.1218	19.1218	19.1218
Divide the Taxes (to Raise) Sal 4c	3,705,036	4,322,203	4,937,929	5,543,137	6,192,962	6,862,282	7,551,681
Net Tax Increment Revenues	3,378,992	3,941,849	4,503,391	5,055,341	5,647,982	6,258,401	6,887,133
Used for Du Jour	3,385,750	3,949,733	4,512,398	5,065,452	5,659,278	6,270,918	5,296,228
Debt Service							
Total Debt Service	-	-	-	-	-	-	-

	38-39	39-40	40-41	41-42	42-43	43-44	44-45
	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast
Prior Year Assessed Value	1,237,821,252	1,274,955,889	1,313,204,566	1,352,600,703	1,393,178,724	1,434,974,086	1,478,023,308
Frozen Base	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040
Increment	432,059,849	470,308,526	509,704,663	550,282,684	592,078,046	635,127,268	679,467,968
AV (Baseline)	1,274,955,889	1,313,204,566	1,352,600,703	1,393,178,724	1,434,974,086	1,478,023,308	1,522,364,008
<i>Taxes</i>							
Consolidated Tax Rate for Du Jour	19.0218	18.9218	18.8218	18.7218	18.7218	18.6218	18.6218
Divide the Taxes (to Raise) Sal 4c	8,218,556	8,899,084	9,370,169	9,901,712	10,488,575	11,045,410	11,664,687
Net Tax Increment Revenues	7,495,323	8,115,964	8,545,595	9,030,361	9,565,580	10,073,414	10,638,195
Used for Du Jour	7,523,151	6,533,935	6,964,425	7,450,161	7,986,451	8,495,299	9,061,210
<i>Debt Service</i>							
BOND 1	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680
BOND 2							
BOND 3							
Total Debt Service	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680

	45-46	46-47	47-48	48-49	49-50	50-51	51-52
	Forecast						
Prior Year Assessed Value	1,522,364,008	1,568,034,928	1,615,075,976	1,663,528,255	1,713,434,102	1,764,837,126	1,817,782,239
Frozen Base	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040
Increment	725,138,888	772,179,936	820,632,215	870,538,062	921,941,086	974,886,199	1,029,419,666
AV (Baseline)	1,568,034,928	1,615,075,976	1,663,528,255	1,713,434,102	1,764,837,126	1,817,782,239	1,872,315,706
<i>Taxes</i>							
Consolidated Tax Rate for Du Jour	18.6218	18.6218	18.6218	18.6218	18.6218	18.6218	18.6218
Divide the Taxes (to Raise) Sal 4c	12,302,544	12,959,535	13,636,237	14,333,239	15,051,152	15,790,602	16,552,235
Net Tax Increment Revenues	11,219,920	11,819,096	12,436,248	13,071,914	13,726,651	14,401,029	15,095,639
Used for Du Jour	9,644,098	10,244,473	10,862,859	9,139,974	12,174,721	10,481,186	11,177,185
<i>Debt Service</i>							
BOND 1	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680
BOND 2					2,359,823	2,359,823	2,359,823
BOND 3							
Total Debt Service	1,604,680	1,604,680	1,604,680	1,604,680	3,964,503	3,964,503	3,964,503

	52-53	53-54	54-55	55-56	56-57	57-58	58-59	59-60
	Forecast							
Prior Year Assessed Value	1,872,315,706	1,928,485,178	1,986,339,733	2,045,929,925	2,107,307,823	2,170,527,057	2,235,642,869	2,302,712,155
Frozen Base	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040	842,896,040
Increment	1,085,589,138	1,143,443,693	1,203,033,885	1,264,411,783	1,327,631,017	1,392,746,829	1,459,816,115	1,528,897,480
AV (Baseline)	1,928,485,178	1,986,339,733	2,045,929,925	2,107,307,823	2,170,527,057	2,235,642,869	2,302,712,155	2,371,793,520
Taxes								
Consolidated Tax Rate for Du Jour	18.6218	18.6218	18.6218	18.6218	18.6218	18.6218	18.6218	18.6218
Divide the Taxes (to Raise) Sal 4c	17,336,718	18,144,735	18,976,992	19,834,218	20,717,159	21,626,590	22,563,303	23,528,117
Net Tax Increment Revenues	15,811,087	16,547,998	17,307,017	18,088,806	18,894,049	19,723,450	20,577,732	21,457,643
Used for Du Jour	11,894,064	8,384,768	11,141,990					
Debt Service								
BOND 1	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680	1,604,680		
BOND 2	2,359,823	2,359,823	2,359,823	2,359,823	2,359,823	2,359,823	2,359,823	2,359,823
BOND 3			4,247,682	4,247,682	4,247,682	4,247,682	4,247,682	4,247,682
Bond Payoff								72,210,588
Total Debt Service	3,964,503	3,964,503	8,212,185	8,212,185	8,212,185	8,212,185	6,607,505	78,818,093

The District is anticipated to complete all projects and have sufficient revenue to terminate the District in FYE 2060, a 35-year program. The projects will be ongoing and the schedule for construction of projects will be based on the availability of funding and will be completed as directed by the Agency in accordance with the Five-Year Action Plans.

The amount of money available for projects in 2024 constant dollars for the District is approximately \$147,661,978. This is calculated by taking the maximum indebtedness (MI) and bringing it back to constant 2024 dollars. This is done as the MI is referenced in constant dollars, so understanding how the MI relates to the inflation factor over 30 years is important to be able to make projections on the allocation of funds throughout the life of the District.

Table H shows the approximate \$158,845,912 of 2024 constant dollars for projects inflated over the life of the District including administrative expenses and bond issuance costs and reserves, reaching the total maximum indebtedness of \$290,000,000. The 3 percent inflation rate is the rate to use in the future if any amendment to increase maximum indebtedness is pursued in accordance with ORS 457.470.

The following tables are prepared to show that the District is financially feasible as required by ORS 457. It assumes completion of projects as funding becomes available and in accordance with the Five-Year Action Plans. Annual expenditures for program administration are also shown.

Table H. Financial Feasibility

	Bond Issuance Costs and Reserves	District-Wide Admin/Predev	Affordable Housing (PHB)	Inclusive Growth (Prosper Portland)	Total
Years 1-5	6,842	273,412	2,952,852	3,609,042	6,842,148
Years 6-10	19,771	790,068	8,532,737	10,428,901	19,771,478
Years 11-15	1,975,963	1,852,302	20,004,860	24,450,384	48,283,509
Years 16-20	39,958	1,596,704	17,244,398	21,076,487	39,957,546
Years 21-25	2,911,889	2,966,169	32,034,630	39,153,437	77,066,126
Years 26-30	5,200,761	3,715,137	40,123,483	49,039,812	98,079,193
Total	10,155,185	11,193,793	120,892,960	147,758,063	290,000,000

Section 3.3 – Fiscal Impact Statement

The impact of Lloyd-Holladay Tax Increment Finance Plan financing of the maximum indebtedness, both until and after the indebtedness is repaid is on all entities levying permanent rate property in the District.

The impact of Lloyd-Holladay Tax Increment Finance Plan financing on overlapping taxing districts consists primarily of the property tax revenues foregone on permanent rate levies as applied to the growth in assessed value in the District. These projections are for impacts estimated through FYE 2060 and are shown in Table I.

Other than the Portland Public Schools Gap Tax, the Portland School District and the Multnomah County ESD are not *directly* affected by the tax increment financing, but the amounts of their taxes divided for

the Plan are shown in the following tables. Under current school funding law, property tax revenues are combined with State School Fund revenues to achieve per-student funding targets. Under this system, property taxes foregone, due to the use of tax increment financing, are substantially replaced with State School Fund revenues, as determined by a funding formula at the state level. The Gap Tax is not anticipated to be calculated in the division of tax revenues to be allocated to Prosper Portland, so the impact on the Portland Public Schools of the Gap Tax is a positive impact. The School District will need to complete appropriate paperwork with the Multnomah County assessor to ensure the Gap tax is not included in the division of taxes.

The City of Portland levies a tax to pay costs of its Fire and Police Disability and Retirement Fund (FPD&R) Plan. The rate for this levy is included in the consolidated tax rate for the District. The levy is imposed such that, when the tax rate is divided for tax increment areas, tax collections are sufficient to provide both the amount requested by the City for the FPD&R Plan and amounts for tax increment plans. Taxpayers pay a higher amount of taxes as a result of the division of taxes. Tax collections for the District attributable to the FPD&R levy are shown in Table J.

Since the properties within the TIF District are also already within the City's urban growth boundary, the City has planned for the need to provide infrastructure to these parcels through its existing plans and policies. In addition, since any new development will be new construction or redevelopment of existing buildings, the current building code requirements will address fire protection needs. Any potential impacts to the City will be countered by the increased revenue resulting from new jobs, stabilized housing, increased property tax revenues from development and redevelopment, and future increased tax base for all overlapping taxing jurisdictions.

Table I. Projected Impact on Taxing District Permanent Rate Levies

Foregone Revenue to Taxing Jurisdictions	25-26	26-27	27-28	28-29	29-30	30-31	31-32	32-33	33-34	34-35
City	105,553	214,273	326,254	441,595	560,396	682,761	808,797	938,614	1,072,325	1,210,048
County	100,166	203,337	309,603	419,057	531,794	647,914	767,517	890,709	1,017,596	1,148,290
Library	28,135	57,114	86,963	117,707	149,374	181,990	215,585	250,188	285,828	322,538
Metro	2,228	4,522	6,886	9,320	11,827	14,410	17,070	19,810	22,632	25,539
Port	1,617	3,282	4,997	6,763	8,583	10,457	12,387	14,376	16,423	18,533
E Mult Soil/Cons	2,306	4,682	7,128	9,648	12,244	14,917	17,671	20,507	23,429	26,438
FPDR	64,573	135,764	213,844	289,444	391,800	477,351	565,469	676,737	773,142	846,003
Total Gov't	304,577	622,973	955,674	1,293,534	1,666,017	2,029,800	2,404,496	2,810,940	3,211,376	3,597,388
Portland	110,103	223,509	340,318	460,631	584,553	712,192	843,661	979,074	1,118,550	1,262,209
Portland CC	6,522	13,239	20,158	27,285	34,625	42,186	49,973	57,994	66,256	74,765
Multnomah County ESD	10,553	21,423	32,618	44,150	56,027	68,261	80,862	93,841	107,209	120,978
Total Education	127,178	258,171	393,094	532,065	675,205	822,639	974,497	1,130,910	1,292,015	1,457,953

Foregone Revenue to Taxing Jurisdictions	35-36	36-37	37-38	38-39	39-40	40-41	41-42	42-43	43-44	44-45	45-46
City	1,351,903	1,498,013	1,648,506	1,803,515	1,963,173	2,078,079	2,207,692	2,338,539	2,475,916	2,614,732	2,757,713
County	1,282,904	1,421,558	1,564,370	1,711,467	1,862,977	1,972,018	2,095,016	2,219,185	2,349,551	2,481,282	2,616,965
Library	360,350	399,296	439,410	480,727	523,284	553,912	588,461	623,338	659,956	696,957	735,069
Metro	28,533	31,616	34,793	38,064	41,434	43,859	46,594	49,356	52,256	55,185	58,203
Port	20,705	22,943	25,248	27,622	30,067	31,827	33,812	35,816	37,920	40,046	42,236
E Mult Soil/Cons	29,537	32,729	36,017	39,404	42,892	45,403	48,234	51,093	54,095	57,128	60,252
FPDR	945,180	1,047,333	1,152,550	1,221,520	1,286,764	1,316,677	1,350,565	1,430,612	1,460,558	1,542,446	1,626,791
Total Gov't	4,019,112	4,453,487	4,900,894	5,322,319	5,750,592	6,041,775	6,370,375	6,747,940	7,090,251	7,487,777	7,897,228
Portland	1,410,179	1,562,587	1,719,568	1,881,258	2,047,799	2,167,658	2,302,858	2,439,346	2,582,645	2,727,445	2,876,589

Portland CC	83,530	92,558	101,857	111,434	121,299	128,399	136,407	144,492	152,980	161,557	170,391
Multnomah County ESD	135,161	149,769	164,815	180,312	196,274	207,762	220,721	233,803	247,538	261,416	275,711
Total Education	1,628,870	1,804,914	1,986,239	2,173,005	2,365,373	2,503,820	2,659,986	2,817,641	2,983,162	3,150,418	3,322,691

Foregone Revenue to Taxing Jurisdictions	46-47	47-48	48-49	49-50	50-51	51-52	52-53	53-54	54-55	55-56
City	2,904,982	3,056,670	3,212,909	3,373,835	3,539,589	3,710,315	3,886,163	4,067,286	4,253,843	4,445,997
County	2,756,719	2,900,665	3,048,929	3,201,642	3,358,936	3,520,948	3,687,821	3,859,701	4,036,736	4,219,083
Library	774,323	814,756	856,401	899,296	943,478	988,985	1,035,857	1,084,136	1,133,863	1,185,081
Metro	61,311	64,513	67,810	71,207	74,705	78,308	82,020	85,842	89,780	93,835
Port	44,492	46,815	49,208	51,673	54,211	56,826	59,519	62,293	65,151	68,094
W Mult Soil/Cons	63,469	66,783	70,197	73,713	77,334	81,064	84,906	88,864	92,940	97,138
FPDR	1,713,667	1,803,148	1,895,315	1,990,246	2,088,025	2,188,737	2,292,471	2,399,317	2,509,368	2,622,721
Total Gov't	8,318,964	8,753,351	9,200,769	9,661,611	10,136,277	10,625,184	11,128,757	11,647,438	12,181,680	12,731,948
Portland	3,030,207	3,188,434	3,351,407	3,519,270	3,692,169	3,870,255	4,053,683	4,242,614	4,437,213	4,637,650
Portland CC	179,491	188,863	198,517	208,460	218,701	229,250	240,115	251,306	262,833	274,706
Multnomah County ESD	290,435	305,600	321,221	337,310	353,882	370,950	388,531	406,640	425,291	444,503
Total Education	3,500,133	3,682,897	3,871,145	4,065,040	4,264,752	4,470,455	4,682,329	4,900,560	5,125,337	5,356,858

Foregone Revenue to Taxing Jurisdictions	56-57	57-58	58-59	59-60
City	4,643,915	4,847,771	5,057,743	5,274,014
County	4,406,900	4,600,352	4,799,607	5,004,840
Library	1,237,836	1,292,174	1,348,142	1,405,789
Metro	98,012	102,315	106,746	111,311
Port	71,125	74,247	77,463	80,775
E Mult Soil/Cons	101,462	105,916	110,503	115,229
FPDR	2,739,474	2,859,730	2,983,593	3,111,173
Total Gov't	13,298,725	13,882,505	14,483,798	15,103,130
Portland	4,844,100	5,056,744	5,275,766	5,501,360
Portland CC	286,935	299,530	312,504	325,867
Multnomah County ESD	464,290	484,671	505,664	527,286
Total Education	5,595,325	5,840,945	6,093,934	6,354,513

Revenue sharing means that, at thresholds defined in ORS 457.470, the impacted taxing jurisdictions will receive a share of the incremental growth in the District. The first threshold is when annual Lloyd-Holladay Tax Increment Finance Plan finance revenues exceed three percent of the original maximum indebtedness of the Plan in 2041. At the three percent threshold, the Agency will receive tax increment revenue as stated in ORS 457.470(4)(a-e). The overlapping taxing districts would receive the remainder of the TIF revenues. Revenue sharing projections are shown in Table J in the column labelled “Revenue Sharing”.

If assessed value in the District grows more quickly than projected, the revenue sharing triggers would be reached earlier.

Table J. Tax Increment Revenue Sharing

FYE	Total Assessed Value	Frozen Base Assessed Value	Increment URA	Increment Shared
2026	868,182,921	842,896,040	25,286,881	0
2027	894,228,409	842,896,040	51,332,369	0
2028	921,055,261	842,896,040	78,159,221	0
2029	948,686,919	842,896,040	105,790,879	0
2030	977,147,527	842,896,040	134,251,487	0
2031	1,006,461,952	842,896,040	163,565,912	0
2032	1,036,655,811	842,896,040	193,759,771	0
2033	1,067,755,485	842,896,040	224,859,445	0
2034	1,099,788,150	842,896,040	256,892,110	0
2035	1,132,781,794	842,896,040	289,885,754	0
2036	1,166,765,248	842,896,040	323,869,208	0
2037	1,201,768,206	842,896,040	358,872,166	0
2038	1,237,821,252	842,896,040	394,925,212	0
2039	1,274,955,889	842,896,040	432,059,849	0
2040	1,313,204,566	842,896,040	470,308,526	0
2041	1,352,600,703	842,896,040	497,835,989	11,868,674
2042	1,393,178,724	842,896,040	528,886,740	21,395,944
2043	1,434,974,086	842,896,040	560,233,261	31,844,785
2044	1,478,023,308	842,896,040	593,144,042	41,983,226
2045	1,522,364,008	842,896,040	626,399,567	53,068,401
2046	1,568,034,928	842,896,040	660,652,757	64,486,131
2047	1,615,075,976	842,896,040	695,933,543	76,246,393
2048	1,663,528,255	842,896,040	732,272,752	88,359,463
2049	1,713,434,102	842,896,040	769,702,138	100,835,925
2050	1,764,837,126	842,896,040	808,254,405	113,686,680
2051	1,817,782,239	842,896,040	847,963,240	126,922,959
2052	1,872,315,706	842,896,040	888,863,341	140,556,326

2053	1,928,485,178	842,896,040	930,990,444	154,598,694
2054	1,986,339,733	842,896,040	974,381,361	169,062,332
2055	2,045,929,925	842,896,040	1,019,074,005	183,959,880
2056	2,107,307,823	842,896,040	1,065,107,428	199,304,355
2057	2,170,527,057	842,896,040	1,112,521,854	215,109,163
2058	2,235,642,869	842,896,040	1,161,358,713	231,388,116
2059	2,302,712,155	842,896,040	1,211,660,677	248,155,438
2060	2,371,793,520	842,896,040	1,263,471,701	265,425,779

Table K shows the projected increased revenue to the taxing jurisdictions after the Central City – East Tax Increment Finance Plan proceeds are projected to be terminated. These projections are for FYE 2061. The table also shows the estimated impact of returned incremental assessed value on the FPD&R tax levy rate, which could be reduced by approximately 3 percent.

The Frozen Base is the assessed value of the District established by the County Assessor at the time the District is established. Excess Value is the increased assessed value in the District above the Frozen Base.

Table K. Additional Revenues Obtained after Termination of TIF – FYE 2061

Taxing District	Type	Tax Rate	From Frozen Base	From Excess Value	Total
General Government					
City	Permanent	4.58	3,857,935	7,323,435	11,181,370
County	Permanent	4.34	3,661,035	6,949,663	10,610,697
Library	Permanent	1.22	1,028,333	1,952,063	2,980,396
Metro	Permanent	0.10	81,424	154,565	235,989
Port	Permanent	0.07	59,087	112,164	171,251
E Mult Soil/Cons	Permanent	0.10	84,290	160,005	244,295
FPDR		2.70	2,275,819	4,320,138	6,595,958
Subtotal General Government		13.11	11,047,923	20,972,032	32,019,955
Education					
Portland	Permanent	4.77	4,024,239	7,639,125	11,663,363
Portland CC	Permanent	0.28	238,371	452,495	690,866
Multnomah County ESD	Permanent	0.46	385,709	732,183	1,117,893
Subtotal Education		5.51	4,648,319	8,823,803	13,472,122
Total		18.62	15,696,241	29,795,835	45,492,077

Section 3.4 – Assessed Value and Acreage Analysis

The Plan includes a provision indicating that it will be financed by tax increment revenues (TIF) allocated to the District, as provided in ORS Chapter 457, and that the ad valorem taxes levied by a taxing district in which all or a portion of the District is located, will be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Pursuant to ORS 457.420(2), the Plan may only include such a provision if:

- The assessed value for the TIF District, when added to the total assessed value for other TIF Districts of the City, does not exceed a figure equal to 15 percent of the total assessed value of the City (exclusive of any increased assessed value for other TIF Districts and without regard to adjustments made pursuant to ORS 457.435 (2)(c), 457.455 or 457.470 (2) to (5)), and
- The acreage of the TIF District, when added to the acreage of other TIF Districts of the City, does not exceed 15 percent of the total acreage of the City.

As explained in this Section, the proposed TIF District complies with both the assessed value and acreage limits set forth in ORS 457.420.

As of the date that the TIF Plan is expected to be approved by the City, it is projected that the total Assessed Value for all real property in the City of Portland will be just over \$80.98 billion and the total acreage of the City will be 92,768 acres, as shown in Table L, below. In addition, as of the approval date, the total assessed value for the real property contained within all pre-existing TIF Districts will be approximately \$2 billion (2.5% of total City AV) and the acreage of such districts will be 2,729 acres (2.9% of total City acreage).¹⁰ Finally, the TIF District is being proposed for creation along with several other TIF Districts that, when combined, will account for up to \$9.49 billion in assessed value and 8,415 acres.¹¹ If all six proposed TIF Districts are approved, the resulting total areas included in all TIF Districts within the City will contain \$11.49 billion in assessed value (14.2% of total City AV) and 11,144 acres (12% of total City acreage). These limits will fall within the threshold for assessed value and acreage established by ORS 457.420, which allows for the TIF Plan to include a provision for the division of ad valorem property taxes to finance the TIF District's activities under the Plan.

¹⁰ Prior to adoption of the proposed TIF District, Prosper Portland and/or the City are expected to either take action to amend the size of certain TIF Districts, allow some TIF Districts to expire, and/or otherwise amend the plans to release some or all of the assessed value and acreage associated with the following pre-existing TIF Districts: Central Eastside, Downtown Waterfront, Interstate Corridor, Lents Town Center, Oregon Convention Center, River District, South Park Blocks, and the Neighborhood Prosperity Initiative districts.

¹¹ The proposed new TIF Districts include: Westside, Lloyd-Holladay, Central Eastside Corridor, Sumner-Parkrose-Argay-Columbia Corridor, 82nd Avenue Area, and East 205.

Table L. Assessed Value and Acreage

TIF District	Frozen Base (as of FY 21-22 values)	Proposed Adjustments	Proposed values (as of FY 23-24 values)
	Frozen Base Assessed Value		
Central Eastside	\$230,541,190	(\$230,541,190)	\$0
Downtown Waterfront	\$55,674,313	(\$55,674,313)	\$0
Gateway Regional Center	\$307,174,681	-	\$307,174,681
Interstate Corridor	\$1,293,460,097	(\$1,293,460,097)	\$0
Lents Town Center	\$736,224,033	(\$736,224,033)	\$0
North Macadam	\$628,094,444	-	\$628,094,444
Oregon Convention Center	\$214,100,689	(\$214,100,689)	\$0
River District	\$432,292,135	(\$432,292,135)	\$0
South Park Blocks	\$305,692,884	(\$305,692,884)	\$0
Cully	\$1,071,144,885	-	\$1,071,144,885
Neighborhood Prosperity Initiatives (combined)	\$164,919,235	(\$164,919,235)	\$0
Westside (NEW)	\$0	\$2,401,540,540	\$2,401,540,540
Lloyd-Holladay (NEW)	\$0	\$842,896,040	\$842,896,040
Central Eastside Corridor (NEW)	\$0	\$551,392,310	\$551,392,310
Sumner-Parkrose-Argay- Columbia Corridor (NEW)	\$0	\$1,123,860,390	\$1,123,860,390
82nd Ave (NEW)	\$0	\$1,721,086,470	\$1,721,086,470
East 205 (NEW)	\$0	\$2,849,078,510	\$2,849,078,510
Total: TIF Districts	\$5,439,318,586	\$6,056,949,684	\$11,496,268,270
Total: City of Portland	\$76,142,269,310		\$80,988,896,967
Percent in TIF District	7.14%		14.19%

TIF District	Frozen Base (as of FY 21-22 values)	Proposed Adjustments	Proposed values (as of FY 23-24 values)
	Acreage		
Central Eastside	708	(708)	-
Downtown Waterfront	233	(233)	-
Gateway Regional Center	659	-	659
Interstate Corridor	3,995	(3,995)	-
Lents Town Center	2,846	(2,846)	-
North Macadam	447	-	447
Oregon Convention Center	410	(410)	-
River District	315	(315)	-
South Park Blocks	98	(98)	-
Cully	1,623	-	1,623
Neighborhood Prosperity Initiatives (combined)	245	(245)	-
Westside (NEW)	-	492	492
Lloyd-Holladay (NEW)	-	261	261
Central Eastside Corridor (NEW)	-	486	486
Sumner-Parkrose-Argay- Columbia Corridor (NEW)	-	1,578	1,578
82nd Ave (NEW)	-	1,868	1,868
East 205 (NEW)	-	3,730	3,730
Total: TIF Districts	11,579	(435)	11,144
Total: City of Portland	92,768		92,768
Percent in TIF District	12.48%		12.01%

SECTION 4 – RELOCATION REPORT

Pursuant to ORS 457.087(9), this report must include: (a) an analysis of existing residents or businesses that may be required to relocate temporarily or permanently as a result of any of the proposed projects identified in Section 2.1, above; (b) a description of the methods to be used for the temporary or permanent relocation of such residents or businesses; and, (c) an enumeration, by cost range, of the existing housing units in the urban renewal areas of the plan to be destroyed or altered and the new units to be added.

It is not anticipated that any of the proposed projects identified in Section 2 will require or result in the temporary or permanent relocation of any residents or businesses. In addition, it is not anticipated that any of the proposed projects identified in Section 2 will require or result in the alteration or destruction of any existing housing units. To the extent that temporary or permanent relocation is necessary, Prosper Portland will comply with the requirements set forth in ORS 35.500 to 35.530 to protect the rights of any person or business impacted by such relocation. New housing units anticipated to be added within the TIF District are enumerated in Section 2.

Attachments to Report

A. Existing Conditions Report

Attachment A: Existing Conditions Report

This report summarizes existing conditions in the Lloyd-Holladay TIF District to inform investments and strategies. It draws on data collected from sources like the American Community Survey (ACS), market platforms, federal bureaus, and local data sources. This analysis is also informed by the Central City Subdistricts Economic and Market Conditions report published by Prosper Portland in 2022 which provides more detailed information about the Lloyd-Holladay TIF District areas that fall within the boundaries of this work.

Physical Conditions

Land Use

Figure A outlines the current land uses within the Lloyd-Holladay TIF District which comprises 261 acres, with 162.7 acres consisting of land within tax lots and the remaining 98.3 acres in the right-of-way, which makes up nearly half of the TIF District. Commercial uses make up 46 percent of the area. There are very few single-dwelling residential uses in the Lloyd-Holladay TIF District making up 1 percent of the TIF District’s acreage and 21 parcels. The multi-dwelling residential land use designation comprises four percent of the area’s total acreage and eight percent of all parcels (22). Six percent of parcels (12.4 acres) of the District are vacant. Detailed numbers are listed in Table A.

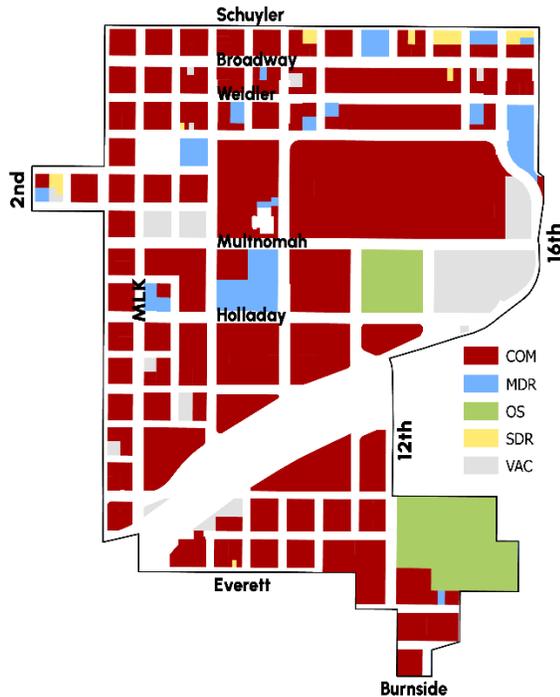
Table A. Parcel Acres by Land Use, Lloyd-Holladay TIF District, 2024

	PARCELS		ACRES	
	Number	Percent	Number	Percent
Single-dwelling	16	6%	1.6	1%
Multi-dwelling	22	8%	10.2	4%
Commercial	199	70%	121.1	46%
Vacant	20	7%	12.3	5%
Rural (Open Space)	3	1%	16.0	6%
Right of Way	15	5%	98.3	38%
Other	8	3%	1.5	1%
Total	283	100%	261.0	100%

Source: Metro Regional Land Information System (RLIS), 2024

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Figure A. Land Use, Lloyd-Holladay TIF District, 2024



Zoning

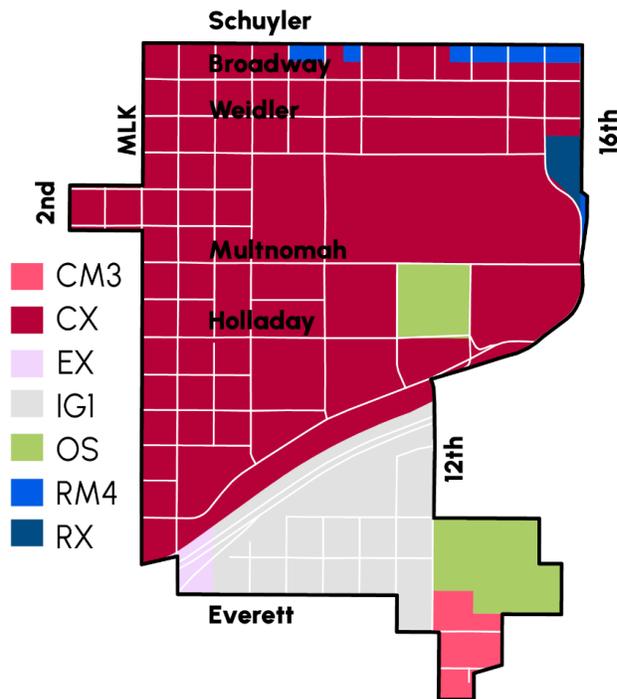
The Lloyd-Holladay TIF District’s zoning includes a combination of residential, commercial, and employment zones. Figure B and Table B show zoning designations of land within the TIF District’s boundary. Almost three quarters of the TIF District (73 percent) is zoned as Central Commercial (CX). An additional 14 percent of acres in the TIF District are zoned General Industrial 1 (IG1), primarily south of Interstate 84. Residential zoning only covers three percent of the TIF District’s acreage.

Table B. Parcel Acres by Zoning, Lloyd-Holladay TIF District, 2024

	ACRES	PERCENT
Central Commercial (CX)	190.3	73%
Commercial/Mixed Use 2 (CM2)	0.1	0%
Commercial/Mixed Use 3 (CM3)	6.7	3%
General Industrial 1 (IG1)	36.7	14%
Central Employment (EX)	2.5	1%
Residential Multi-Dwelling 2 (RM2)	0.0	0%
Residential Multi-Dwelling 4 (RM4)	4.3	2%
Central Residential (RX)	2.2	1%
Open Space (OS)	18.2	7%

Source: Bureau of Planning & Sustainability, 2024

Figure B. Zoning, Lloyd-Holladay TIF District



Comprehensive Plan

The Lloyd-Holladay TIF District is subarea of the Central City area designated as a Center in the Portland 2035 Comprehensive Plan, which aims to be “a living laboratory for how the design and function of a dense urban center can concurrently provide benefits to human health, the natural environment, and the local economy.”¹² The Central City’s role is part of a broader vision to encourage growth and investment in Portland as a key center for jobs, transit, services, and institutions in the region.

Figure C shows the Comprehensive Plan Designations within the Lloyd-Holladay TIF District. The designations prescribe the intended future development types and scales. Overall, the Comprehensive Plan designations closely align with current zoning in the TIF District shown in Figure B.

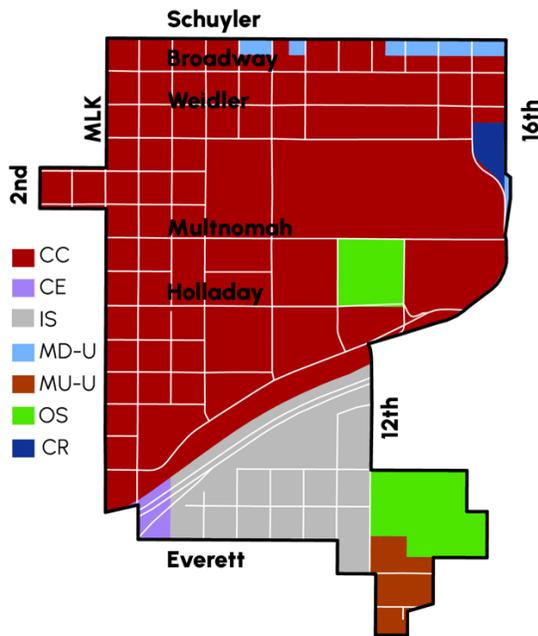
Table C. Parcel Acres by Comprehensive Plan Designation, Lloyd-Holladay TIF District

	ACRES	PERCENT
Central Commercial	190.3	73%
Central Employment	2.3	1%
Central Residential	2.2	1%
Industrial Sanctuary	36.7	14%
Mixed Use - Urban Center	6.8	3%
Multi-Dwelling - Corridor	0.0	0%
Multi-Dwelling - Urban Center	4.3	2%
Institutional Campus	0.2	0%
Open Space	18.2	7%
Total	261.0	100%

Source: Bureau of Planning and Sustainability

¹² City of Portland, ‘2035 Comprehensive Plan,’ May 2023, GP3-12.

Figure C. Comprehensive Plan Designations, Lloyd-Holladay TIF District



Infrastructure

This section outlines the existing condition of the area’s infrastructure and explains the need for future investment. The Plan does not attempt to fund every infrastructure project that the City has planned or considered in the TIF District boundary.

Transportation

The Lloyd-Holladay District generally has a connected active transportation network, with short blocks, wide sidewalks, and few sidewalk gaps. A dense network of existing and funded bicycle facilities provides a low-stress bicycling experience. However, the TIF District still experiences some challenges for pedestrian and cyclist road safety. From a growth perspective, the transportation focus for this area is on supporting more multimodal travel through the TIF District.

Street Network

The Lloyd-Holladay District includes several Major City Traffic Streets that are central to vehicular, bicycle, transit, and pedestrian transportation through inner NE Portland including:

- **NE Grand Avenue** is a one-way street with three lanes heading northbound.
- **NE Martin Luther King Jr. Boulevard** is a one-way street with three lanes heading southbound, featuring raised medians.
- **NE Broadway** is a one-way street with three lanes heading westbound, featuring center turn lanes, on-street parking, and broad sidewalks.
- **NE Weidler Street** is a one-way street with three lanes heading eastbound, including, center turn lanes, on-street parking, and wide sidewalks.

The redevelopment of the Lloyd Center over the next decade will replace the mall with a mixed-use neighborhood. Reconnection of the streets through the Lloyd Center is not yet in any of the City's adopted plans.

Road Safety

For its relatively small geographical area, the TIF District has experienced a high number of serious injury crashes, including fatalities, highlighting safety issues that need to be addressed. From 2017 to 2021, there were 33 serious injury crashes and three fatal crashes within the TIF District. During this period, 28 pedestrians and 28 bicyclists were hit by motor vehicles.¹³

Public Transit

The Lloyd-Holladay District is one of the best-served areas in Portland for MAX, streetcar, and bus service. Services include:

- **Red, Blue, and Green MAX lines:** Run along NE Holladay Street through the TIF District, with three stops within or immediately adjacent to the TIF District.
- **The Portland Streetcar-A Loop:** Runs through The TIF District on NE Grand Avenue and NE Martin Luther King Jr. Boulevard.
- **Line 6:** Runs along NE Martin Luther King Jr. Boulevard, offering frequent service and connecting the area to the Jantzen Beach Transit Center to the north and Portland City Center to the south. The Rose Land Project added Bus and Turn (BAT) lanes to NE MLK Boulevard and NE Grand Avenue from SE Mill to NE Broadway, relieving a major pinch point in the transit system.
- **Line 17:** Operates along NE Broadway, providing direct service to downtown Portland and connecting the TIF District with NE and SE Portland.
- **Line 77:** Travels along NE Broadway and NE Weidler Street, connecting the Lloyd-Holladay District to the Downtown and Troutdale.

The Lloyd District has a Transportation Management Association that has supported the transition of the Lloyd District's employees to alternative modes of transportation. Since 2012, almost \$2 million in parking meter revenue in the area has gone toward multimodal transportation projects in the area.¹⁴

Pedestrian and Bicycle Facilities

Within the Lloyd-Holladay District, 93 percent of streets have sidewalk coverage. The Green Loop project, part of the Central City Plan 2035 to increase multimodal connectivity and support business throughout the Central City, will pass through the District. The recently completed Earl Blumenauer Bicycle and Pedestrian Bridge is a key link in the Green Loop on the eastside that connects the Lloyd-Holladay District to the Central Eastside and other Southeast Portland neighborhoods.

The Lloyd District Improvements on NE 15th/16th Avenues include adding a new marked crosswalk and median near the Holladay Park Plaza Retirement Community, creating expanded, buffered bike lanes along the entire corridor, and reducing two lanes to one lane in each direction, with no traffic impact.

¹³ Oregon Department of Transportation, 'Crash Data System,' <https://www.oregon.gov/odot/data/pages/crash.aspx>.

¹⁴ Go Lloyd, 'Annual Report 2022,' 2022, <https://static1.squarespace.com/static/54652e5ee4b07f2a5a1a5725/t/6568ff68d1ca4c12e2549a46/1701379955820/Go+Lloyd+Annual+Report+2022+FINAL.pdf>

Although outside the boundary of the TIF District, the Interstate 5 Rose Quarter Expansion project will include a pedestrian and bicycle-only bridge over Interstate 5 near the Moda Center.¹⁵ This adjacent large-scale project creates opportunities to leverage larger scale investments to make improvements in nearby public right-of-way will help to reduce conflicts between cars and trucks and people walking, biking, or rolling.

Sanitary Sewer and Stormwater Systems

This summary is not a comprehensive summary of the BES’s risk or assets, nor does it include a full list of the BES’s Capital Improvement Projects or priority work as of 2024.

The TIF District is served by combined sewers in the Holladay and Sullivan sewer basins. The Sullivan pump station serves the area. The pump station is not predicted to have capacity constraints. This assessment is based on existing and future development predictions made by the Bureau of Planning and Sustainability as of 2023. However, capacity improvements may be required if significant zoning changes increase inflow.

Most stormwater in separated areas is conveyed by storm pipes discharging to the Willamette River. There is not sufficient data on about 40 percent of sewer and storm pipes in the TIF District, but 11.2 percent of sewer pipes and 3.3 percent of storm pipes are in poor or very poor condition throughout the Lloyd-Holladay District.

Table D. Sewer and Storm Pipe Condition Summary for the Lloyd-Holladay TIF District

TIF District	Condition	Structural Grades	Sewer Pipe Length (FT)	Sewer Percent by Length	Storm Pipe Length (FT)	Storm Pipe Percentage
Lloyd-Holladay	Unknown	Unknown	753	1.9%	1,457	38.0%
Lloyd-Holladay	Excellent	1	23,585	58.9%	2,151	56.0%
Lloyd-Holladay	Good	2	6,586	16.4%	104	2.7%
Lloyd-Holladay	Fair	3	4,657	11.6%	NA	NA
Lloyd-Holladay	Poor	4	4,320	10.8%	127	3.3%
Lloyd-Holladay	Very Poor/Need Attention	5	163	0.4%	NA	NA
Lloyd-Holladay	Total			40,065	100.0%	3,839

Source: Portland Bureau of Environmental Services, 2024

Potential Issues and Concerns

The Sullivan Pump Station is located under the overpasses that link Interstate 5 and Interstate 84, which may collapse in a seismic event. The pump station was constructed on pilings that are not sufficient to

¹⁵ ODOT, ‘I-5 Rose Quarter Improvement Project,’ 2023, <https://www.i5rosequarter.org/about/?accordion=section4#section4>

stabilize the ground and foundation during a significant seismic event. A planning study is underway to identify an alternate location for the pump station, which might impact development in the nearby TIF area. The Sullivan pump station is a high-priority project for the Bureau of Environmental Services, requiring rehabilitation and seismic improvements. The Sullivan overflow trunk line has elevated mortality and capacity risk. The Sullivan underflow trunk line has major maintenance issues and mortality risk concerns.

Planning Priorities

The Lloyd-Holladay TIF District intercepts with large diameter rehabilitation work zone SUL01 in Sullivan basins. As of 2024, work zones SUL01 and SUL07 are in early phases of a planning effort that will refine capacity and mortality risks and develop, evaluate, and recommend solutions to mitigate the risks associated with Sullivan overflow and underflow trunks.

Water

This District has water mains with appropriate capacity. The redevelopment of the Lloyd Center may require relocating water pipes. If redevelopment increases density in the area, water pipelines may need to be upsized.

Park Conditions

Existing Parks

The District includes the 4.5-acre Holladay Park, which will need upgrades and new facilities after the planned redevelopment of the Lloyd Center. As is the case with parks across the city, funding streams for repair, replacement, and ADA compliance updates for park facilities in this TIF District are deficient. The District also includes the 0.75-acre Oregon Convention Center Plaza, owned by Prosper Portland.

Level of Service

The City of Portland's Parks 2020 Vision includes the goal of providing a developed park or natural area within a ½-mile (10- to 15-minute walk) of every resident and a full-service community center within three miles of every resident. Portland Parks and Recreation (PP&R) has assessed levels of service throughout the city. According to their data, all of the housing units in the Lloyd-Holladay TIF District are within a half mile of a park. Note that while the level of service provides a quantitative measure of park provision it does not assess park quality, conditions, amenities, or accessibility.

Planned Parks and Trails

PP&R has stated the need for a new park on the west end of the Lloyd-Holladay TIF District, but there is not yet funding or available property for a new park in this area. This project could be developed in conjunction with the redevelopment of Lloyd Center to provide community gathering spaces alongside active and passive recreation opportunities in the neighborhood.

Environmental Challenges

Brownfields

Brownfields are sites that present potential environmental challenges and physical hazards like underground tanks or unsafe chemicals. Past uses like heavy industry typically cause the contamination found in brownfield sites.¹⁶

In 2013, the City conducted an inventory¹⁷ of potential brownfields by identifying vacant or underutilized properties from the City's Buildable Lands Inventory and cross-referencing them with the Oregon State Department of Environmental Quality (DEQ) inventory of environmental cleanup sites and leaking underground storage tanks. That analysis found that there were 94 acres of brownfields in the "Downtown High Density" typology in the entire Central City. About 43 acres were impacted by contamination only and the remainder had multiple constraints, including infrastructure, access, and environmentally sensitive areas.¹⁸ Overall, as a share of development cost, remediation is relatively insignificant for the downtown prototypes considered, while much more substantial for other typologies, especially industrial. Although these sites have been flagged by the DEQ, contamination has not been confirmed for many of them. Detailed Phase 1 and Phase 2 environmental site assessments would provide greater detail about the development status of these sites.

The Lloyd-Holladay TIF District contains several potential brownfield sites that can add to the cost of redevelopment. **Overall, the Lloyd-Holladay TIF District has a higher density of leaking underground storage tanks and clean-up sites than Portland,** and lower density of leaking heating oil tanks.

Heat Islands

Urban heat islands, caused by limited greenery and high-density urban materials like concrete and asphalt, create significantly warmer conditions in urbanized areas than surrounding areas. These urban heat islands can have daytime temperatures that are 1-7°F hotter and nighttime temperatures that are 2-5°F hotter than other surrounding areas. Climate change also exacerbates this phenomenon, with regions like the Pacific Northwest experiencing temperature increases of nearly 2°F since 1900 and more frequent heat waves.¹⁹

The intensity of urban heat islands disproportionately affects low-income and communities of color, often in formerly redlined areas where industrial development compromised environmental and public health. These communities continue to suffer from fewer natural amenities and heightened heat island effects. Groups affected include males, older adults, non-Hispanic white people, people living alone, people living outside or in unstable housing, people living in multi-dwelling housing, and people living in warmer parts of the County.²⁰

The Lloyd-Holladay TIF District has a lower percentage of housing units experiencing heat island effects than the city. Geographically, these areas are concentrated on the southeastern end and

¹⁶ City of Portland, 'What is a brownfield?,' <https://www.portland.gov/bes/learn-about-brownfields>.

¹⁷ City of Portland, 'Brownfields and Contaminated Sites,' <https://www.portlandmaps.com/bps/brownfields/>.

¹⁸ City of Portland, 'Portland Brownfield Assessment,' <https://www.portland.gov/sites/default/files/2020-02/portland-brownfield-assessment-final-report-with-appendices.pdf>, 14.

¹⁹ Multnomah County, 'Health Impacts from Excessive Heat Events in Multnomah County, Oregon, 2021,' 2022. https://www.opb.org/pdf/multco-heat-report-final-06262022_1656296951051.pdf

²⁰ Ibid.

northeastern end of the TIF District. Within the Lloyd-Holladay TIF District overall, 40.6 percent of housing units are in the 75th percentile or higher group (compared to 43.6 percent of Portland), and 5.6 percent are in the 90th percentile (compared to 13.4 percent across the city).

Air Quality

The TIF District has a lower population-weighted average respiratory health risk percentile (27.3) compared to Portland (39.3) based on respiratory health risks determined through the EPA.²¹ Poor air quality links to a variety of respiratory health effects, especially for vulnerable population including those with heart or lung disease, older adults, children, people with diabetes, and people of lower socioeconomic status.²² Urban air pollution typically caused by transportation (use of private vehicles), domestic use of fossil fuels, industrialization, power generation, combustion and agriculture, producing air pollutants like Ozone (O₃), Particulate matter (PM₁₀, PM_{2.5}), Sulfur oxides (SO_x), Nitrogen oxides (NO_x), Carbon monoxide (CO), and Volatile Organic Compounds (VOCs).²³

Social Conditions

This section provides an overview of demographic conditions within the TIF District. All data within this section were compiled from the United States Census Bureau's 2018-2022 American Community Survey (ACS). The project team assembled data from five United States Census Bureau block groups that provide the best representation of demographic and social characteristics of the area. These block groups encompass an area that is larger than the boundary of the Area.

Population and Population Growth

The Lloyd-Holladay TIF District is growing quickly. An estimated 7,063 people live in the Lloyd-Holladay TIF District area. The population in this area has grown at a faster rate than the city as a whole but has not seen residential growth at the same rate as other areas of the Central City. Between 1990 and 2020, the District's population increased by 220 percent while the City of Portland grew 134 percent.²⁴ The 2023 Central City Corridors report found that of the nine subdistricts in Portland's Central City, the Lloyd-Holladay District had the smallest cumulative growth in multi-dwelling units permitted between 2014 and 2021.²⁵

Age

The Lloyd-Holladay TIF District's population has more working age residents (aged 18-64) and seniors (aged 65 and over) compared to the rest of Portland. Table E shows the age distribution of the TIF District's residents compared to Portland overall. People who are at working age make up 74 percent of the total population while the percent is 69 percent for the city. Seniors make up 19 percent of the District's population compared to 14 percent of Portland's population.

²¹ US Environmental Protection Agency, 'EJScreen: Environmental Justice Screening and Mapping Tool,'

<https://www.epa.gov/ejscreen>.

²² US Environmental Protection Agency, 'Particle Pollution and Respiratory Effects,'

<https://www.epa.gov/pmcourse/particle-pollution-and-respiratory-effects>.

²³ Airqoon, 'Urban Air Pollution: Sources and Pollutants,' <https://airqoon.com/resources/urban-air-pollution-sources-and-pollutants/>.

²⁴ NHGIS. Note: Demographic estimates are derived from block groups with at least 10% overlap with proposed boundaries.

²⁵ Prosper Portland, 'Central City Subdistricts Economic & Market Conditions,' November 2022.

Table E. Age of Residents, Lloyd-Holladay TIF District and Portland, 2022

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Youth (0-17)	7%	17%
Working Age (18-64)	74%	69%
Seniors (65+)	19%	14%

Source: Table B01001, 2018-2022 ACS 5-Year

Race and Ethnicity

The Lloyd-Holladay TIF District has a lower share of residents who identify as people of color compared to the city. Residents who identify as people of color (POC) make up 34 percent of the District’s population, which is two percentage points higher than Portland’s population. The predominant racial groups of color are Hispanic, any race (12.2 percent), followed by, Black, non-Hispanic (7.9 percent).²⁶

Educational Attainment

Lloyd-Holladay TIF District has a higher percentage of adults aged 25 years and over with a four-year degree or graduate degree compared to Portland. While 52 percent of Portland residents aged 25 or over have a four-year degree or higher, 62 percent of those residing in the TIF District have achieved this level of education. In addition, three percent of residents in the Lloyd-Holladay TIF District received below a high school diploma, compared to seven percent in Portland.²⁷

Commute Time and Transportation Mode

District residents are less likely to drive and carpool, while more likely to take public transit and bike than Portland residents. More than half of Portland residents (52 percent) drive alone as a means of commuting to work, compared to only 41 percent of TIF District residents. Residents in the Lloyd-Holladay TIF District are also more likely to commute on public transportation, with 15 percent of the population using this mode (seven percentage points higher than Portland overall). Average travel time for TIF District residents is also lower; 76 percent of residents in the area have a commute time of less than 30 minutes, compared to 65 percent of residents in Portland as a whole.

Economic Conditions

The following are economic trends identified in ACS data and other sources like the Quarterly Census of Employment and Wages (QCEW) that have implications for new development in the Lloyd-Holladay TIF District:

The TIF District’s population has grown faster than Portland’s. Population in the TIF District has increased by over 220 percent since 1990 while Portland only grew by 135 percent over same period.

Residents are vulnerable to changing economic conditions, making displacement more difficult to prevent. The BPS Economic Vulnerability Assessment determined a score of 60 for the TIF District’s census tracts, which is at the threshold for a vulnerable tract. The TIF District’s score is higher than

²⁶ US Census, Table B03002, 2018-2022 ACS 5-Year

²⁷ US Census, Table B15003, 2018-2022 ACS 5-Year

Portland’s vulnerability score of 53. Economic vulnerability means that residents are more likely to be cost burdened, belong to communities of color, lack college degrees and have a low income.²⁸

Housing cost burden affects more than half of renter households. In the Lloyd-Holladay TIF District, more than half of households who rent experience cost burden, meaning they pay over 30 percent of their income for housing costs. TIF District has a slightly higher rate of cost burden for renters compared to the city, with 28 percent of households spending between 30-50 percent of their income toward housing costs (four percentage points higher than Portland). 24 percent of the renter households are also severely cost burdened (spending 50 percent of income or more spent on housing).

Table F. Cost Burden for Renter Households, Lloyd-Holladay TIF District and Portland, 2022

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Cost Burdened	28%	24%
Severely Cost Burdened	24%	24%
Total Cost Burdened	52%	48%

Source: Table B25070, 2022 ACS 5-Year

Household income is lower in the TIF District. Median Household Income (MHI) is \$75,066 in the Lloyd-Holladay TIF District, which is lower than the city’s overall median of \$85,876. Compared to Portland, a greater share of households earns less than \$50,000 (38 versus 30 percent) and a smaller share of households earn over \$150,000 (15 versus 25 percent).

Business and Employment Conditions

Businesses in the Lloyd-Holladay TIF District face unique conditions due to a combination of safety, changing demand patterns, infrastructure, and economic factors. The area is a has over 500 establishments including retail, services, national chains, and small locally owned storefronts. The Lloyd-Holladay TIF District is home to 3.1 percent of all jobs in Portland and 1.5 percent of all businesses in the city are located within the boundary. The Lloyd Mall is a well-known retail destination in the Central City but has suffered from shifting patterns in recent years.

The Lloyd-Holladay TIF District is home to 518 businesses, with more than half of these establishments in the service industry. The TIF District is in close proximity to the regional anchor of the Oregon Convention Center (OCC), which drives adjacent retail and services to serve visitors to this major regional venue. Businesses in the TIF District make up about 3 percent of establishments in Portland. In comparison to the city, the Lloyd-Holladay TIF District has a higher share of businesses in the retail industry and finance, insurance and real estate (by 7 percentage points each); and public administration (by 3 percentage points), retail (by 7 percentage points). Other industries have a lower share of establishments located in the TIF District, including construction and resources, manufacturing, and wholesale trade, transportation, and utilities.

²⁸ U.S. Census Bureau, 2016-2020 ACS 5-year estimates, Tables B25106, B25010, B03002, B19013, B15002. Prepared June 19, 2022, by the Portland Bureau of Planning and Sustainability.

Table G. Share of Establishments by Industry, Lloyd-Holladay TIF District and Portland, 2022

	LLOYD-HOLLADAY TIF DISTRICT		PORTLAND		LLOYD-HOLLADAY DISTRICT EMPLOYMENT AS % OF CITY TOTAL
	ESTABLISHMENTS	SHARE	ESTABLISHMENTS	SHARE	
Construction and Resources	11	2%	1,897	5%	1%
Finance, Insurance and Real Estate	76	15%	2,910	8%	7%
Manufacturing	4	1%	1,286	4%	2%
Public Administration	15	3%	173	0%	16%
Retail	71	14%	2,615	7%	3%
Services	323	62%	23,810	67%	3%
Wholesale Trade, Transportation, and Utilities	18	3%	2,730	8%	2%
Total	518	100%	35,421	100%	3%

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2022

Note: Some district-level data not shown due to QCEW confidentiality requirements

Between 2019 and 2022, the Lloyd-Holladay TIF District lost 56 businesses and 1,047 workers accounting for 10 percent of establishments and 7 percent of employees that existed in the area in 2019. In comparison, Portland overall saw a positive 4 percent growth in new businesses citywide indicating a sharp loss in particular for the Central City (although the city also experienced a loss of nearly 6 percent of its employees in the same timeframe). Pandemic trends beginning in 2020 like changes to commuting patterns, safety, and perception of crime are likely contributors to these losses.

Table H. Total Establishments and Employees, Lloyd-Holladay TIF District and Portland, 2019-2022

	LLOYD-HOLLADAY TIF DISTRICT		PORTLAND	
	ESTABLISHMENTS	EMPLOYEES	ESTABLISHMENTS	EMPLOYEES
2019	574	14,745	34,127	463,298
2022	518	13,698	35,421	435,238
Change 2019-2022	-56 (10%)	-1,047 (7%)	+1,294 (4%)	-28,060 (6%)

Source: OED QCEW

Similar to the concentration of service industry and finance, insurance, and real estate establishments as well as public administration, the Lloyd-Holladay TIF District has a higher share of employees working in these industries. Jobs in the Lloyd-Holladay District make up about 3 percent of all employment in Portland. However, despite a higher share of retail establishments, the concentration of employment in retail is relatively low in the Lloyd-Holladay TIF District. The TIF District also has a much higher share of workers in public administration compared to Portland

overall (by 13 percent), and lower share of workers in construction and resources; services; manufacturing; and wholesale trade, transportation, and utilities.

Table I. Share of Employment by Industry, Lloyd-Holladay TIF District and Portland, 2022

	LLOYD-HOLLADAY TIF DISTRICT		PORTLAND		LLOYD-HOLLADAY DISTRICT EMPLOYMENT AS % OF CITY TOTAL
	EMPLOYEES	SHARE	EMPLOYEES	SHARE	
Construction and Resources	166	1%	23,254	5%	1%
Finance, Insurance and Real Estate	1,720	13%	24,781	6%	7%
Manufacturing	509	4%	23,728	5%	2%
Public Administration	2,171	16%	13,994	3%	16%
Retail	827	6%	32,856	8%	3%
Services	7,109	52%	264,670	61%	3%
Wholesale Trade, Transportation, and Utilities	1,196	9%	51,955	12%	2%
Total	13,698	100%	435,238	100%	3%

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2022

Note: Some district-level data not shown due to QCEW confidentiality requirements

Average wages in the Lloyd-Holladay TIF District are significantly higher than the citywide average for all sectors combined but vary between industries. The service industry accounts for the largest share of employment in the TIF District and has higher average wages than workers in this industry across Portland. Annual wages are highest for workers in the wholesale trade, transportation, and utilities industry (\$109,918 per year), followed by public administration (\$79,660), although Portland has a higher wage in the same industry (\$85,721). There are disparities in wages for workers within other industries, especially in retail where the average wage is \$24,692, significantly lower than that of Portland (\$31,603).

Table J. Average Wages by Industry, Lloyd-Holladay TIF District and Portland, 2022

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Construction and Resources	\$55,780	\$39,285
Finance, Insurance and Real Estate	\$67,363	\$55,321
Manufacturing	\$48,811	\$42,135
Public Administration	\$79,660	\$85,721
Retail	\$24,692	\$31,603
Services	\$53,912	\$39,478
Wholesale Trade, Transportation, and Utilities	\$109,918	\$61,898
Total (All Industries)	\$89,284	\$39,285

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2022

Unemployment is higher in the Lloyd-Holladay TIF District than in Portland. In 2022, the TIF District’s unemployment rate was 8.7 percent compared to 5.6 percent for Portland overall.²⁹

Development Conditions

This section describes relevant trends for development considerations, including the current condition of buildable lands within the Lloyd-Holladay TIF District and real estate market trends for residential and commercial properties. These data provide important context for how Prosper Portland might support or leverage development in the District.

Buildable Lands

According to the Bureau of Planning and Sustainability Buildable Lands Inventory, **the Lloyd-Holladay TIF District has 44 vacant parcels and 59 underutilized parcels for a total of 103 parcels that could be available for development or redevelopment.** Vacant parcels have either no structure, or a structure that covers less than 5 percent of the site area. Underutilized sites are non-vacant sites where the real market value of site improvements is less than the value of the land.

Most of the TIF District’s vacant and underutilized parcels are under 20,000 square feet – approximately 80 percent of vacant taxlots and 69 percent of underutilized taxlots are under 20,000 square feet are under this threshold, respectively. Larger available sites over 100,000 square feet make up about 5 percent of this inventory total (2 percent of vacant lots and 7 percent of underutilized lots respectively). These large sites present potential for more catalytic opportunities, while small parcels have more limited potential as infill development.

Table K. Vacant and Underutilized Parcels by Parcel Size, Lloyd-Holladay TIF District, 2024

PARCEL SIZE (SQ.FT.)	VACANT PARCELS (% OF TAXLOTS)	UNDERUTILIZED PARCELS (% OF TAXLOTS)
>100,000	2%	7%
50,000-99,999	5%	8%
20,000-49,999	14%	15%
10,000-19,999	5%	25%
5,000-9,999	20%	25%
<5,000	55%	19%

Source: Portland Bureau of Planning and Sustainability, 2024

The largest share of the total inventory of vacant and underutilized parcels in the Lloyd-Holladay TIF District are located within the CX zone (about 89 percent). A smaller share of parcels this overall inventory of parcels that are positioned for development are redevelopment is located in RM4 zone but make up a proportionately lower share of overall vacant or underutilized square footage due to smaller parcel sizes. Parcels the in the EX and CM3 zones make up a nominal share (about 3 percent each) of all vacant and underutilized parcels.

²⁹ U.S. Census Bureau, 2018-2022 ACS 5-Year estimates, Table B23025.

Table L. Vacant and Underutilized Parcels by Zoning, Lloyd-Holladay TIF District, 2024

PARCEL SIZE (SQ.FT.)	VACANT PARCELS		UNDERUTILIZED PARCELS	
	% OF TAXLOTS	% OF SQ. FT.	% OF TAXLOTS	% OF SQ. FT.
CM3	1%	1%	2%	1%
CX	36%	17%	53%	78%
EX	1%	2%	0%	0%
RM4	5%	1%	2%	0%

Source: Portland Bureau of Planning and Sustainability, 2024

Building to Land Value Ratio

An analysis of property values can be used to evaluate the economic condition of real estate investments in a given area. The relationship of a property’s improvement value (the value of buildings and other improvements to the property) to its land value is generally an accurate indicator of the condition of real estate investments. This relationship is referred to as the “Improvement to Land Value Ratio,” or “I:L.” The values used are real market values. In tax increment areas, the I:L is often used to measure the intensity of development or the extent to which an area has achieved its short- and long-term development objectives.³⁰

In the Lloyd-Holladay TIF District, 116 parcels representing 72 percent of the acreage have I:L ratios less than 1.0, including those parcels that have no improvements on them. No improvement value means there are no taxable structures on the tax lot, including surface parking lots. The remaining 28 percent of the acreage of the parcels in the TIF District have I:L ratios of 1.0 or more as determined by an analysis of the real market values, including 17 percent with a high I:L ratio over 3.0.

Table M. Improvements to Land (I:L) Ratio, Lloyd-Holladay TIF District, 2024

PARCEL SIZE (ACRES)	PARCELS	ACREAGE	PERCENT OF ACREAGE
Less than 0.25	46	44.9	45%
0.25-0.49	18	7.2	7%
0.5-0.99	52	20.1	20%
1-2.99	42	10.8	11%
3 or Higher	24	16.9	17%

Source: Portland Bureau of Planning and Sustainability, 2024

Building Age

The Lloyd-Holladay TIF District generally has a newer building stock compared to Portland, with 27 percent of buildings constructed after 2000 compared to 17 percent in the city overall. The largest share of buildings in the Lloyd-Holladay TIF District were built in the 1990s or 2000s and only a quarter before 1960 (while over half of Portland’s building are older than this threshold).

³⁰ Prosper Portland, ‘Report Accompanying the Cully Tax Increment Finance Plan,’ November 2022.

Table N. Buildings by Year Built, Lloyd-Holladay TIF District and Portland, 2024

YEAR BUILT	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Pre-1960	25%	58%
1960's	5%	7%
1970's	6%	6%
1980's	4%	4%
1990's	21%	6%
2000's	24%	12%
2010 or Later	3%	5%
Unknown	13%	2%

Source: Metro RLIS

Residential Real Estate Market Conditions

Growth in multi-dwelling units has been occurring at a much faster pace in the Lloyd-Holladay TIF District than Portland overall, increasing its inventory since 2000 at nearly twice the rate as Portland overall (324 percent increase compared to 170 percent in the city). However, new units are currently under construction in the District despite lower vacancy rates and slightly higher rents per square foot for market rate units.

Table O. Multi-dwelling Market Conditions, Lloyd-Holladay TIF District and Portland, Q1 2024

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Multi-Dwelling Units (% of year 2000 total)	324%	170%
Vacancy Rate	5.9%	7.2%
Under Construction (Units)	0	5,183
Asking Rent (per square foot)	\$2.17	\$2.04

Source: CoStar, 2024 Q1

Affordable Housing

According to the Portland Housing Bureau, the Lloyd-Holladay TIF District has 306 subsidized housing units, with the majority (71 percent) designated for low income (61-80 percent of AMI) and an additional 29 percent designated for very low income (0–30 AMI). There is a no inventory of moderate (61-80 percent of AMI) or high income (81-100 percent of AMI) subsidized housing units in the TIF District. Portland as a whole has a slightly more dispersed subsidized housing portfolio across very low-, low-, moderate-, and high-income limits: 19, 75, 5, and 0.5 percent, respectively.

Naturally Occurring Affordable Housing (NOAH) describes units whose rents are not regulated, but that rent on the open market at rates that are affordable to households earning 60 percent or less of Area Median Income.³¹ Often these buildings are older, with fewer building amenities, or in need of repair. NOAH properties are vulnerable to redevelopment and repositioning at higher rents, which can lead to displacement of existing residents. Often, these units are in older buildings which have depreciated in

³¹ This analysis only considers multi-dwelling rents appearing in CoStar data and does not consider single-dwelling rental units.

value or located in less desirable locations. In the Lloyd-Holladay TIF District, NOAH accounts for a lower share (11 percent) of multi-dwelling units compared to 36 percent across Portland overall.³²

Oregon Housing and Community Services maintains the Oregon Affordable Housing Inventory (OAH) to track expiring affordable housing projects. **At least 18 percent of affordable housing units in the Lloyd-Holladay TIF District will expire within 10 years, although data is unknown for 82 percent of affordable units in the TIF District.**

Table P. Expiration Window by Share of Affordable Units, Lloyd-Holladay TIF District and Portland, 2022

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
No Expiration Window or Unknown	82%	25%
< 10 Years	0%	63%
> 10 Years	18%	12%

Source: OHCS, OAH

Housing Tenure and Type

Homeownership is less common in the Lloyd-Holladay TIF District compared to Portland. In the Lloyd-Holladay TIF District, 82 percent of residents are renters compared to 53 percent of Portland households overall. The vast majority (97 percent) of units in the TIF District are in apartment buildings, with 57 percent in high-rise buildings, 23 percent in midrise, and 18 percent in low-rise. The TIF District has very few single-dwelling units (only 1 percent) and middle housing units (1 percent), compared to 49 percent and 7 percent of units in Portland respectively.

Table Q. Share of Housing Units by Type, Lloyd-Holladay TIF District and Portland, 2024

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Lowrise Multi-dwelling	18%	26%
Midrise Multi-dwelling	23%	8%
Highrise Multi-dwelling	57%	4%
Other Housing Types	2%	62%

Source: Metro RLIS

Office Real Estate Market Conditions

The Lloyd-Holladay TIF District has approximately 3.2 million square feet of office space, accounting for about 5 percent of Portland’s overall office stock. The office market in the Lloyd-Holladay TIF District is not facing the same severity of challenges as other areas of Portland’s Central City. While changing patterns of employment and preferences for work-from-home and hybrid schedules have led to increased vacancies and lower rents in areas like Downtown, the Lloyd-Holladay TIF District has relatively lower vacancy rates as well as slightly lower rents.

³² CoStar, 2024. Analysis by ECONorthwest, May 2024. This analysis includes rental properties with more than 10 units. ECONorthwest modeled rents for properties that were missing rent data based on similar features (size, building age, amenities, etc.) of properties with recorded rent data.

Table R. Office Market Conditions, Lloyd-Holladay TIF District, Q1 2024

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Inventory (% of year 2003 total)	100%	112%
Vacancy Rate	8.8%	18.2%
Under Construction (SF)	-	-
Asking Rent (NNN)	\$25.24	\$26.88

Source: CoStar, 2024 Q1

Note: Real estate market data is not always available through the same year for different real estate types. This analysis uses the most recent year available.

The largest share of office space in the Lloyd-Holladay TIF District is Class A, which accounts for 68 percent of the area’s office stock in terms of square footage. Class A office space has a higher asking rent than the average for the TIF District at \$26.63 per square foot. There is a smaller share of Class B (28 percent of square footage) and Class C (4 percent of square footage), which generally aligns with lower rents. However, vacancies are highest in Class A office space at 10.6 percent (about 2 percentage points above the TIF District’s average) and lower in Class B and C spaces.

Table S. Office Market Conditions by Class, Lloyd-Holladay TIF District, Q1 2024

	CLASS A	CLASS B	CLASS C
Inventory (% of year 2003 total)	100%	100%	106%
Share of Total Office Inventory	68%	28%	4%
Vacancy Rate	10.6%	3.4%	1.5%
Asking Rent (NNN)	\$26.63	\$21.12	\$16.07

Source: CoStar, 2024 Q1

Retail Real Estate Market Conditions

The inventory of retail space in the Lloyd-Holladay TIF District has stayed about the same since 2006, reflecting the same slow pace of new retail as Portland’s overall inventory. The TIF District’s 2.1 million square feet of retail space faces high vacancy rates of over 30 percent (compared to 5 percent citywide), though rents remain higher than Portland overall at \$25.60 per square foot (compared to 5.2 percent). Retail vacancies began rising in 2015, as market preferences began to shift from traditional brick-and-mortar retail, which was exacerbated by the onset of the COVID-19 pandemic in 2020 and shift to online retail.

Table T. Retail CoStar Market Conditions, Lloyd-Holladay TIF District, Q1 2024

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Inventory (% of year 2006 total)	101%	101%
Vacancy Rate	30.5%	5.2%
Under Construction (SF)	-	8,261 SF
Asking Rent (NNN)	\$25.60	\$21.11

Source: CoStar, 2024 Q1

Note: Real estate market data is not always available through the same year for different real estate types. This analysis uses the most recent year available.

Industrial Real Estate Market Conditions

With only 11 industrial properties encompassing 260,797 square feet, the Lloyd-Holladay TIF District has a relatively small but in-demand stock of industrial real estate. The Lloyd-Holladay TIF District's industrial market has lower vacancies compared to Portland and more than twice the average asking rent per square foot. However, there have been no new increases in the industrial inventory since 2003, with the overall inventory remaining at 100 of its square footage since 2003.

Table U. Industrial Market Conditions, Lloyd-Holladay TIF District, Q1 2024

	LLOYD-HOLLADAY TIF DISTRICT	PORTLAND
Inventory (% of year 2003 total)	100%	116%
Vacancy Rate	2.8%	6.6%
Under Construction (SF)	-	216,669 SF
Asking Rent (NNN)	\$22.00	\$10.5

Source: CoStar, 2024 Q1

Note: Real estate market data is not always available through the same year for different real estate types. This analysis uses the most recent year available.

Portland Planning Commission

Mary-Rain O'Meara, Chair

Erica Thompson, Vice Chair

Nikesh Patel

Steph Routh

Michael Pouncil, Vice Chair

Michael Alexander

Brian Ames

Wade Lange

Eli Spevak



October 9, 2024

Mayor Ted Wheeler

Commissioner Rene Gonzalez

Commissioner Carmen Rubio

Commissioner Mingus Mapps

Commissioner Dan Ryan

Dear Mayor Wheeler and City Commissioners:

The Planning Commission enthusiastically offers our support for the Lloyd-Holladay Tax Increment District Plan (**Lloyd-Holladay Plan**), currently scheduled to come before Portland City Council on October 23, 2024. The Planning Commission held a public hearing on this item on September 10, 2024, and on October 8, 2024, voted unanimously, finding it in conformance with Portland's *Comprehensive Plan*, and to recommend that City Council adopt the Lloyd-Holladay Plan.

The proposed plan estimates generating \$290 million in tax increment funding resources over the course of thirty years. The Portland Housing Bureau and Prosper Portland, in coordination with a wide range of stakeholders, are prioritizing investments in affordable housing, economic and urban development, and infrastructure. In creating the plan, a Steering Committee identified the following investment priorities for the district: urban in-fill growth potential, employment and small business support, housing production, and public realm and infrastructure. The Planning Commission strongly supports these priorities and encourages the Portland Housing Bureau and Prosper Portland to continue action planning with the community in the implementation of these priorities. The proposed district boundary and investment priorities are a result of extensive community engagement, and it is imperative that this co-creation continues to guide investment of TIF resources.

The Lloyd-Holladay Plan is in conformance with Portland's *Comprehensive Plan*. In particular, the plan supports and helps implement the Comprehensive Plan's Guiding Principles on Economic Prosperity and Equity, and the Goals and Policies of Chapter 2 Community Involvement, Chapter 3 Urban Form,



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Chapter 5 Housing, and Chapter 6 Economic Development. The proposed district was informed by quantitative and qualitative analysis regarding the post-pandemic health of the Central City Subdistricts, and the Lloyd-Holladay Plan seeks to support access to and expansion of economic opportunities for all; strengthen the Central City as a location for job creation; create attractive, dense, high-quality affordable housing that accommodates a broad range of needs, preferences, abilities, and financial capability; and design neighborhoods to support physically and socially active healthy lifestyles for all people, among other goals.

We strongly urge the City Council to adopt the Lloyd-Holladay Plan. Thank you for considering our recommendation.

Sincerely,



Mary-Rain O'Meara
Chair





October 2024

Lloyd-Holladay TIF District Findings of Fact

Prosper Portland

ECOnorthwest

222 SW Columbia Street · Suite 1600 · Portland, OR 97201 · 503-222-6060



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1. Introduction

At the direction of the City of Portland (the “City”), Prosper Portland, as the City’s economic development and urban renewal agency, has undertaken a community-guided process for developing six new proposed urban renewal districts located in East Portland and the Central City. The proposed TIF Districts which will be presented to the City Council for consideration in Fall 2024. Oregon Revised Statutes (ORS) Chapter 457 establishes criteria that must be followed for the establishment of a new urban renewal district (referred to as a tax increment finance district or “TIF District” in this report), and ORS 457.095 requires that the City’s Planning Commission review and make recommendations regarding each proposed new TIF District to the Portland City Council, which may then approve the adoption of a TIF Plan establishing the TIF District by non-emergency ordinance. The ordinance adopting the TIF Plan must include findings that the plan “conforms to the [City’s] comprehensive plan and economic development plan . . . as a whole” (ORS 457.095(2)(c)).

The Portland Comprehensive Plan identifies urban renewal plans (aka TIF Plans) as one of several types of “implementation tools” that are used to execute the Comprehensive Plan (Goal 1.D; Policy 1.8) and it requires that any decision to adopt a new TIF District “must comply with the Comprehensive Plan (Policy 1.8). In this context, “comply” means that the proposed TIF Plan is evaluated against the Comprehensive Plan’s applicable goals and policies and found to be, on balance, supportive of the Comprehensive Plan as a whole (Policy 1.10), the Comprehensive Plans Guiding Principles (Policy 1.10a), and the Oregon Statewide Planning Goals (Policy 1.12). The Central City 2035 (CC2035) plan is part of, and amends, the Portland’s Comprehensive Plan, and the CC2035 plan requires that the goals and policies of the plan are used when developing urban renewal plans. (CC2035, p. 27). Since this TIF District lies within the Central City plan area boundaries, this document contains findings demonstrating how the TIF Plan complies with the relevant goals and policies of the CC2035 plan.

This report provides the required findings to demonstrate that the proposed Lloyd-Holladay TIF District conforms with the Portland Comprehensive Plan and the City’s economic development plan (referred to herein as “Advance Portland”), meaning that the TIF District Plan is “in agreement or harmony” with these City plans, as a whole (Merriam-Webster, 2024). Throughout this report, the terms “consistent,” “meet,” or “support” are used to describe how TIF District Plan is “in agreement or harmony” with and therefore conforms or complies with Comprehensive Plan and Advance Portland policies. This report is organized as follows:

- ◆ Section 2 – Statewide Planning Goals findings
- ◆ Section 3 – Portland Comprehensive Plan findings
- ◆ Section 4 – Advance Portland findings



- ◆ Section 5 – Central City 2035 findings

The Comprehensive Plan recognizes that, when applying goals and policies to particular situations such as the adoption of a new TIF Plan, there may be competing or conflicting policies. As a result, such proposal must be judged on whether they meet the goals and policies “on balance,” and that the City Council retains the authority to choose the direction it believes best embodies the Comprehensive Plan “as a whole.” This approach allows flexibility while still using the Plan’s Guiding Principles to provide an anchor or reference point to consider when making trade-offs and compromises.



2. Statewide Planning Goals

Applicability of Oregon’s Statewide Planning Goals

Oregon has had a statewide planning program since 1973. This program is built on a set of 19 Statewide Planning Goals that cover a wide range of topics. As required by state law, Portland has adopted its Comprehensive Plan to implement the applicable statewide goals at a local level. The state’s Land Conservation and Development Commission (LCDC) has reviewed and approved Portland’s Comprehensive Plan as being in compliance with these goals.

Only 13 of the State’s 19 Planning Goals are applicable to the City of Portland and must be evaluated for consistency in these findings (Comp. Plan pp. HTU-7 to -8). The applicable goals are:

1. Citizen Involvement
2. Land Use Planning
5. Natural Resources, Scenic and Historic Areas, and Open Spaces
6. Air, Water and Land Resources Quality
7. Areas Subject to Natural Hazards
8. Recreational Needs
9. Economic Development
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy Conservation
14. Urbanization
15. Willamette River Greenway

The following findings demonstrate that the proposed TIF District Plan is consistent with the applicable Statewide Planning Goals.

Goal 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.



Finding: Chapter 2 of the Portland Comprehensive Plan guides implementation of Statewide Planning Goal 1 in Portland. The Lloyd-Holladay TIF District Plan involved extensive community involvement, including steering committee meetings, subcommittee meetings, an in-person open house and online survey, and community briefings (see Lloyd-Holladay TIF District Plan, Exhibit B for more details). This community engagement activities were conducted in conformance with the goals and policies of the Portland Comprehensive Plan Chapter 2, as demonstrated in Section 3, Chapter 2 of this report. The Lloyd-Holladay TIF District Plan also followed public notice and hearing procedures pursuant to the City’s legislative procedures (Portland Zoning Code, Chapter 33.740). Since engagement was conducted in a manner consistent the Comprehensive Plan and Zoning Code, which implements Goal 1 at a local level, the Lloyd-Holladay TIF District Plan is consistent with this goal.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: In Portland, Goal 2 is implemented through the 2035 Comprehensive Plan and 2035 Comprehensive Plan Map. This Findings report has been prepared to support the adoption of the Lloyd-Holladay TIF District Plan. TIF Districts (referred to as urban renewal plans in the Portland Comprehensive Plan) are considered an implementation tool of the Comprehensive Plan and, per Policy 1.8, a decision to adopt a new urban renewal plan must comply with the Comprehensive Plan. Section 3 of this Findings report demonstrates that the Lloyd-Holladay TIF District complies with the applicable principles, goals, and policies of the Comprehensive Plan. No amendments to the Comprehensive Plan or its supporting documents or existing implementation tools are proposed. The Lloyd-Holladay TIF District is consistent with Goal 2.

The City Council’s decision is based on the findings in this document, and the findings are based on the evidence presented to the Board of Commissioners of Prosper Portland, the Portland Planning Commission, and Portland City Council that are incorporated in the record that provides the adequate factual basis for this decision. The City Council legislative record specifically incorporates all materials linked on the project website; the reports, memos and presentations provided to the Prosper Portland Board of Commissioners, Planning Commission and City Council; the written and verbal testimony submitted to the Prosper Portland Board of Commissioners, Planning Commission and City Council, and notices sent to the public.

On Prosper Portland’s website, the following link <https://prosperportland.us/east-portland-and-central-city-tif-plans> provides access to a portion of the legislative record. This link was available to the public and City Council during the public hearing process. The City Council’s decision is based on the findings in this document, and the findings are based on the evidence presented to the Board of Commissioners of Prosper



Portland, the Planning Commission, and City Council that are incorporated in the record that provides the adequate factual basis for this decision.

The Lloyd-Holladay TIF District is consistent with Goal 2.

Goal 3: Agricultural Lands

To preserve and maintain agricultural lands.

Finding: The proposed TIF District is within the City of Portland boundary and Metro Urban Growth Boundary. The establishment of this TIF District will not hinder the preservation or maintenance of agricultural lands. This goal does not apply.

Goal 4: Forest Lands

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Finding: The proposed TIF District is within the City of Portland boundary and Metro Urban Growth Boundary. The establishment of this TIF District will not impact forest lands. This goal does not apply.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: Each category is addressed below.

- ◆ **Natural Resources.** The City protects natural resources by applying environmental zoning to significant natural resources that it identifies through a natural resources inventory. The Lloyd-Holladay TIF District Plan does not amend existing natural resource protections or environmental overlay zones (Zoning Code Chapter 33.430).
- ◆ **Scenic Resources.** The City has designated scenic resources in an adopted inventory and protects them through an overlay zone (Zoning Code Chapter 33.480), which address landscaping, setbacks, screening, building facades, and tree removal. The Lloyd-Holladay TIF District Plan does not change this program.
- ◆ **Historic Resources.** Identified historic resources (Historic, Conservation, and National Register Landmarks; Historic, Conservation, and National Register Districts; and Significant Resources) are conserved by the City's Historic Resources overlay zone. The Lloyd-Holladay TIF District Plan does not identify any new or remove any existing historic resources and does not affect any of the Historic Resource overlay zone regulations (Zoning Code Chapter 33.445).
- ◆ **Open Spaces.** The Lloyd-Holladay TIF District does not propose changes to any of the policies related to open space in the Portland Comprehensive Plan, or



amendments to the open space land use designation in the City's Zoning Code (Zoning Code Chapter 33.100) or Map.

No new Goal 5 program is advanced by this TIF District Plan and no existing Goal 5 program is changed by this Plan. Since the plan provides a potential source of funding for natural areas in the City and does not interfere with the implementation of the City's existing programs that implement this goal, the Lloyd-Holladay TIF District Plan is consistent with Goal 5.

Goal 6: Air, Water and Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state.

Finding: Goal 6 requires all waste and process discharges from new development, when combined with such discharges from existing development, to comply with applicable state or federal environmental quality statutes, rules, standards, and implementation plans. The Citywide Systems Plan (CSP), adopted as a supporting document of the Comprehensive Plan, describes city facility projects and operations that are regulated by state or federal permit. The CSP directs regulatory compliance with these requirements. The Lloyd-Holladay TIF District Plan does not amend the Citywide Systems Plan and does not interfere with its implementation. No specific new development or redevelopment that could increase waste or process discharges is proposed at this time. Future development and redevelopment within the TIF District will demonstrate compliance with applicable environmental requirements as part of the permitting process. The Lloyd-Holladay TIF District Plan is consistent with Goal 6.

Goal 7: Areas Subject to Natural Hazards

To protect people and property from natural hazards.

Finding: Goal 7 requires the City to adopt a comprehensive plan (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards, maintain a current inventory of natural hazards, avoid development in areas where hazards cannot be mitigated, and prohibit essential facilities, hazardous facilities, and major structures in areas where hazards cannot be mitigated.

In Portland, the Hazard Mitigation Plan identifies natural hazards, assesses the related threat and vulnerability to the city's facilities, and recommends mitigation strategies to address high risk assets. The Hazard Mitigation Plan also identifies the types of infrastructure that are important to hazard preparedness and response, which includes essential facilities, critical facilities and infrastructure, lifelines, and high potential loss facilities. The Hazard Mitigation Plan informs the Citywide Systems Plan (CSP) that guides infrastructure investments to meet the City's current and future needs. The Lloyd-Holladay TIF District Plan does not amend the CSP and does not propose any changes to essential facilities, critical facilities and infrastructure, lifelines, and high potential loss facilities.



The Lloyd-Holladay TIF District Plan does authorize funding for climate resilience investments, as well as seismic upgrades and other climate resilience related improvements. Since the Lloyd-Holladay TIF District Plan may be used to improve the resiliency of the City’s infrastructure to natural and other hazards within the district, The Lloyd-Holladay TIF District Plan is consistent with Goal 7.

Goal 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: Goal 8 imposes a general obligation on the City to plan for meeting its residents’ recreational needs: “(1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.”

In Portland, Goal 9 is implemented through Policies 3.34, 3.38, Policies 8.92 through 8.96, 8.99, and 8.103, and the City’s Parks and Recreation plans and programs. Conformance with relevant Comprehensive Plan policies is demonstrated in this report. No changes are proposed to the City’s existing Parks and Recreation plans and programs.

The City’s Parks 2020 Vision documents the City’s long-term plan to provide a wide variety of high-quality park and recreation services and opportunities for all residents. The Parks 2020 Vision identifies a goal that 100% of Portlanders are within a half mile of a Park or Natural Area (see Lloyd-Holladay TIF Report Attachment A). As demonstrated in the Lloyd-Holladay TIF District Plan, all of the housing units in the Lloyd-Holladay District are within a half mile of a park. However, funding streams for repair, replacement, and ADA compliance updates for park facilities in this TIF District are deficient. The Lloyd-Holladay TIF District Plan authorizes funding for parks and recreation investments such as inclusion of open space, community centers, recreational, arts, and cultural centers, and music and sporting venues. Priority project areas for the Plan’s “Connectivity and Accessibility Improvements” category will emphasize activation and connectivity in the area including the implementation of solutions and enhanced accessibility for individuals with mobility challenges. These signage, connectivity, and accessibility improvements will support implementation of Goal 8 in the TIF District area and is consistent with Goal 8.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

Finding: Goal 9 requires cities to develop and implement comprehensive plans and policies that contribute to a stable and healthy economy. Comprehensive plans must include an analysis of economic patterns, potentialities, strengths, and deficiencies; policies concerning economic development; and land use maps that provide for at least an adequate supply of sites for a variety of industrial and commercial uses. The 2035 Comprehensive Plan and the Economic Opportunities Analysis (EOA), which is a



supporting document to the Comprehensive Plan, demonstrate compliance with Goal 9. The Lloyd-Holladay TIF District Plan does not amend the Comprehensive Plan or EOA. No changes are proposed to the City's Zoning Code or Zoning Map that implement these requirements.

Supporting economic development is a central component of the Lloyd-Holladay TIF District Plan. The plan contains values, goals, and projects aimed at supporting equitable economic prosperity within the District (see Lloyd-Holladay TIF District Plan Chapters 2.1, 2.2, 2.3, and 3.1). The District will provide a funding source for economic development projects that support:

- ◆ Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries
- ◆ Small Business Support
- ◆ Rehabilitation of Existing Buildings and Development of New Commercial Space
- ◆ Inclusive Neighborhoods
- ◆ Middle Income Housing (60-120% AMI)

These projects will support the implementation of the Comprehensive Plan's goals and policies around economic development, as is demonstrated in Section 3, Chapter 6 of this report. Therefore, the Lloyd-Holladay District TIF District Plan is consistent with Goal 9.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

Finding: Goal 10 specifies that cities must plan for and accommodate needed housing types. It requires cities to inventory their buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. In Portland, the 2035 Comprehensive Plan and the Buildable Lands Inventory (BLI) and Housing Needs Analysis (HNA), considered supporting documents to the Comprehensive Plan, implement Goal 10. The Lloyd-Holladay TIF District Plan does not amend the Comprehensive Plan, BLI, or HNA. No changes are proposed to the City's Zoning Code or Zoning Map that implement these requirements.

A central component of the Lloyd-Holladay TIF District Plan is the preservation and production of affordable, stable housing for families and individuals, and the plan contains values, goals, and projects that support this effort (see Lloyd-Holladay TIF District Plan Chapters 2.2, 2.3, and 3.1). In accordance with City policy, rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership with focus on households earning 80 to 100 percent or less of area median income (depending on home size). TIF funds may be used to increase housing production via gap financing for new multi-dwelling affordable and middle-income residential development including site acquisition and direct investment. The Lloyd-Holladay TIF District specifically aims to create housing



opportunities that support increased demographic diversity. These projects will support the implementation of the Comprehensive Plan’s goals and policies around housing, as is demonstrated in Section 3, Chapter 5 of this report. Therefore, the Lloyd-Holladay TIF District Plan is consistent with Goal 10.

Goal 11: Public Facilities and Services

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: Goal 11 directs cities and counties to adopt a public facility plan for areas within an urban growth boundary. In Portland, the Citywide Systems Plan (CSP), a supporting document to the Comprehensive Plan, fulfills Goal 11 requirements. The CSP contains information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with the requirements of Goal 11.

The Lloyd-Holladay TIF District Plan does not amend the CSP and does not propose specific new development that could impact the sufficiency of existing public facilities. The Lloyd-Holladay TIF District Plan will provide a source of funding to:

- ◆ Develop new streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve new district development at Lloyd Center and other large development sites.
- ◆ Enhance access for a variety of modes of transportation and users.
- ◆ Pursue infrastructure to meet sustainability and climate goals through innovation.
- ◆ Improve seismic resilience and system capacity upgrades. (Lloyd-Holladay TIF District Plan, Chapter 3.1.A)

Finding: The Lloyd-Holladay TIF District Plan provides a funding source for public facilities and services that support the guiding principles and public facilities policies of the Comprehensive plan, as is demonstrated in Section 3, Chapter 8 of this report. Therefore, the Lloyd-Holladay TIF District Plan is consistent with Goal 11.

Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

Finding: Goal 12 requires Portland to adopt a Transportation System Plan (TSP) that supports safe, convenient and economical movement of people and goods, and supports a pattern of travel that will avoid air pollution, traffic and livability problems. Parts, but not all, of the City’s TSP must be adopted as part of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan does not amend the Comprehensive Plan or the City’s TSP and does not propose any changes or development that would impact an existing or planned transportation facility.



One of the goals of the Lloyd-Holladay TIF District Plan is to provide safe, accessible, and comfortable pedestrian and bicycle networks within the area, including improved local access to businesses, schools, parks and other institutions within the district. The Lloyd-Holladay TIF District Plan will provide a source of funding for new streets, street improvements, bike lanes, as well as projects that improve pedestrian and bicycle safety and connectivity, enhance accessibility for mobility challenges, and support more multimodal travel through the District. The Lloyd-Holladay TIF District Plan projects support the applicable transportation policies of the Comprehensive Plan, as is demonstrated in Section 3, Chapter 9 of this report.

Because the Lloyd-Holladay TIF District Plan does not amend any of the City's existing policies or programs that implement Goal 12, the TIF projects will support a safe and convenient transportation system within the District, the Lloyd-Holladay TIF District Plan is consistent with Goal 12.

Goal 13: Energy Conservation

To conserve energy.

Finding: Goal 13 requires that cities use land use planning to contribute to energy conservation. The Lloyd-Holladay TIF District Plan does not adopt or amend a local energy policy or implement provisions. The Lloyd-Holladay TIF District Plan supports energy conservation by authorizing funding for community solar projects and energy efficiency upgrades for low-income homeowners. The Plan also authorizes funding to support compact commercial and multi-dwelling development near amenities and services, and funding for street and utilities improvements that support vertical development, including innovative infrastructure to meet sustainability and climate goals. These projects may support energy conservation and around the TIF District. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 13.

Goal 14: Urbanization

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: Metro exercises Goal 14 obligations on behalf of Portland and other cities within the Metropolitan region. Metro has adopted an Urban Growth Management Functional Plan (UGMFP) and compliance with this plan by constituent cities assures compliance with Goal 14. The Lloyd-Holladay TIF District Plan does not impact Portland's compliance with Metro's UGMFP and does not require, nor initiate, an urban growth boundary change.

As discussed above under Goal 10, the Lloyd-Holladay TIF District Plan will increase the residential development capacity in the Plan area, located inside the urban growth boundary, further enabling the City to accommodate its forecasted growth. Therefore, the Lloyd-Holladay TIF District Plan is consistent with the requirements of Goal 14.



Goal 15: Willamette River Greenway

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Finding: Goal 15 requires cities to adopt local greenway plans, along with criteria for new development, new uses, and the increase of uses along the river. Portland implements Goal 15 through application of the Greenway and River overlay zones. The Lloyd-Holladay TIF District Plan does not affect any land or water within the Willamette River Greenway. Therefore, the Lloyd-Holladay TIF District Plan is consistent with Goal 15.

Goal 16: Estuarine Resources

Goal 17: Coastal Shorelands

Goal 18: Beaches and Dunes

Goal 19: Ocean Resources

Finding: The proposed TIF District is within the City of Portland boundary and Metro Urban Growth Boundary. No estuaries, coastal shorelands, beaches and dunes, or ocean resources will be impacted by the establishment of this TIF District. Goals 16, 17, 18, and 19 do not apply.



3. Portland Comprehensive Plan

Guiding Principles

Economic Prosperity.

Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.

Finding: Economic prosperity is central to the vision of the Lloyd-Holladay Area TIF District Plan. The Lloyd-Holladay TIF District Plan include values, goals, and principles that align with the Comprehensive Plan’s guiding principle of economic prosperity:

- ◆ Values (Chapter 2.1 of the Plan document):
 - Equity, Inclusivity, and Accessibility
 - Innovation
 - Preserve and Promote Diversity
 - Community Stabilization and Prosperity
 - Business Growth and Vitality
 - Central City as a Destination
 - Clean, Safe, Vibrant and Engaging Public Realm with Distinct Sense of Place
 - Quality Housing for Full Range of Incomes Throughout Central City
- ◆ Vision (Chapter 2.2):
 - Economically competitive with robust and expanding business and development activity in line with region’s long term growth plans and Central City 2035 employment and inclusive growth management goals. Urban character and livability make it the leading location in the region for business and commercial activity and an attractive location for new development.
 - National leader for innovation in business, higher education and urban development with physical and social qualities that foster and attract diverse creativity, innovation, entrepreneurship, and civic engagement.
- ◆ Goals (Chapter 2.3 of the Plan document):
 - Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and by supporting economic development strategies and programs that facilitate economic growth.
 - Support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and



employment so that they can achieve equitable benefits of development and economic prosperity.

- Expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation.
- Maintain the economic and cultural diversity of the district and minimize or mitigate involuntary displacement resulting from new development.

One of the Plan’s four categories of proposed projects and major activities is economic and urban development (Chapter 3.1 of the Plan). Under this category, Tax Increment Financing funds may be used for activities that support:

- ◆ Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries
- ◆ Small Business Support
- ◆ Rehabilitation of Existing Buildings and Development of New Commercial Space
- ◆ Inclusive Neighborhoods
- ◆ Regional Assets and Destinations
- ◆ Middle-Income Housing (60-120 percent of area median income (AMI))

Because the planned projects will advance economic prosperity in the District, the Lloyd-Holladay Area TIF District Plan is consistent with the economic prosperity guiding principle.

Human Health.

Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

Finding: One of the goals of the Lloyd-Holladay TIF District Plan is to “design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation, and the density of development needed to support these economically.”

As outlined in the Lloyd-Holladay TIF Report, the TIF District has experienced a high number of serious injury crashes, including fatalities, highlighting safety issues that need to be addressed.

To support the Plan’s goal of supporting physically and socially active healthy lifestyles, and to improve transportation safety, the Plan’s Tax Increment Financing funds may be used for projects that:

- ◆ Create connectivity within and between districts.
- ◆ Enhance accessibility for individuals with mobility challenges.



- ◆ Renew the Lloyd-Holladay District through inclusive placemaking strategies that are reflective of and attractive to a diverse demographic.
- ◆ Implement placemaking strategies to support activation (new and existing), including via car-free zones.
- ◆ Provide new streets, street improvements, and bike lanes to serve and increase multimodal connectivity.
- ◆ Enhance access for a variety of modes of transportation and users.
- ◆ Pursue innovative infrastructure to meet sustainability and climate goals through innovation.
- ◆ Leverage larger scale investments to make improvements in nearby public right-of-way will help to reduce conflicts between cars and trucks and people walking, biking, or rolling.

Through these projects, the TIF District Plan will help advance human health for residents in and around the District. Therefore, the Lloyd-Holladay TIF District Plan conforms with this guiding principle.

Environmental Health.

Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.

Finding: “Resiliency and Sustainability” is one of the values that provides direction for the process of planning, implementing, and overseeing TIF investment within the Lloyd-Holladay TIF District support of the City’s guiding principle for environmental health, the TIF District will provide funding projects that:

- ◆ Support renovation of commercial buildings, including unreinforced masonry buildings (URMs), seismic upgrades, and other climate resilience related improvements
- ◆ Pursue infrastructure to meet sustainability and climate goals through innovation.
- ◆ Improve seismic resilience and system capacity upgrades.
- ◆ Create connectivity within and to the district
- ◆ Provide street improvements and new bike lanes to serve and provide better access to new district development

These projects will help support environmentally sustainable development within accessible, walkable, bikeable 20-minute communities, and support energy efficiency and climate resiliency in the TIF District. Therefore, the Lloyd-Holladay TIF District Plan conforms with this Guiding Principle.



Equity.

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and underrepresented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.

Finding: “Equity, Inclusivity, and Accessibility” is one of the values that provide direction for the process of planning, implementing and overseeing TIF investment within the Lloyd-Holladay District. Development of the Lloyd-Holladay District TIF District Plan involved an engagement process that gathered feedback and insight from a robust range of community stakeholders to inform the TIF district boundaries, visions, values, goals, project list, investment priorities, and governance considerations. Engagement with community stakeholders also sought to ensure that the TIF districts, plans, and reports adequately addressed and prioritized community needs, challenges, and opportunities. (Lloyd-Holladay TIF District Plan, Exhibit B).

As Portland anticipates growth, the Lloyd-Holladay TIF District envisions revitalizing the area by attracting large employers, supporting small businesses, and growing a vibrant inclusive neighborhood. The Lloyd-Holladay TIF District Plan establishes a community-vetted vision around ensuring the planning, investment, and implementation of its TIF projects support the needs of people of all ages, incomes, and abilities and supports the area’s growing racial, cultural, and economic diversity (Lloyd-Holladay TIF District Plan, Chapter 2.2). The Lloyd-Holladay TIF District Plan’s community-affirmed goals also work to maintain cultural diversity and minimize or mitigate involuntary displacement resulting from new development (Lloyd-Holladay TIF District Plan, Chapter 2.3). The plan’s projects will increase affordable housing options near jobs, transit, and amenities that will help can create a vibrant and thriving urban core that benefits everyone. The Lloyd-Holladay TIF District Plan is therefore consistent with this guiding principle.

Resilience.

Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

Finding: “Resiliency and Sustainability” is one of the values that provide direction for the process of planning, implementing and overseeing TIF investment within the Lloyd-Holladay District. In support of this value, the TIF District will provide funding for projects that:

- ◆ Support renovation of commercial buildings, including unreinforced masonry buildings (URMs), seismic upgrades, and other climate resilience related improvements
- ◆ Pursue infrastructure to meet sustainability and climate goals through innovation.



- ◆ Improve seismic resilience and system capacity upgrades.
- ◆ Create connectivity within and to the districts
- ◆ Provide street improvements and new bike lanes to serve and provide better access to new district development

These projects will reduce risk and improve climate resiliency in the District. Therefore, the Lloyd-Holladay TIF District Plan conforms with this Guiding Principle.

Chapter 1: The Plan

Goals

Goal 1.A Multiple goals

Portland's Comprehensive Plan provides a framework to guide land use, development, and public facility investments. It is based on a set of Guiding Principles that call for integrated approaches, actions, and outcomes that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.

Finding: This report includes findings in response to the Comprehensive Plan's Guiding Principles of economic prosperity, human health, environmental health, equity, and resilience (see Guiding Principles section above). The findings in the Guiding Principles section demonstrate that the Lloyd-Holladay TIF District Plan supports the multiple goals of the Comprehensive Plan to ensure Portland is prosperous, healthy, equitable, and resilient. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 1.A.

Goal 1.B Regional partnerships

Portland's Comprehensive Plan acknowledges Portland's role within the region, and it is coordinated with the policies of governmental partners.

Finding: Representatives from Portland Parks and Recreation, Bureau of Environmental Services, Portland Water Bureau, Portland Bureau of Transportation, Bureau of Planning Services, and Portland Housing Bureau were invited to attend all steering committee and subcommittee meetings, as well as being included in regular email updates throughout the exploration process. Staff representatives from the various agencies reviewed draft plans and provided input on the Existing Conditions Report (Attachment A, included as an attachment to the TIF Report). The TIF District Plan is consistent with Goal 1.B.

Goal 1.C A well-functioning plan

Portland's Comprehensive Plan is effective, its elements are aligned, and it is updated periodically to be current and to address mandates, community needs, and identified problems.



Finding: No changes are proposed to the Comprehensive Plan through this TIF District Plan. This goal does not apply.

Goal 1.D Implementation tools

Portland's Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public's current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.

Finding: Policy 1.8 of the Comprehensive Plan identifies Urban Renewal Plans as implementation tools and requires that a decision to adopt a new urban renewal district must comply with the Comprehensive Plan. The Lloyd-Holladay TIF District Plan proposes a new urban renewal district, referred to in the Plan and this report as a tax increment finance district. Therefore, the Lloyd-Holladay TIF District Plan must demonstrate compliance with the Comprehensive Plan. This Findings report and associated documents demonstrate compliance with the applicable principles, goals, and policies of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan is therefore in compliance with Goal 1.D.

Goal 1.E Administration

Portland's Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan as a whole. It is administered in accordance with regional plans and state and federal law.

Finding: No changes are proposed to the Comprehensive Plan administration procedures. This goal does not apply.

Policies

THE COMPREHENSIVE PLAN

This section identifies the elements of the Comprehensive Plan. See Figure 1-1 — Comprehensive Plan Package.

Policy 1.1 Comprehensive Plan elements

Maintain a Comprehensive Plan that includes these elements

Finding: The TIF District plan does not propose changes to any of the Comprehensive Plan elements listed in Policy 1.1. This policy does not apply.

SUPPORTING DOCUMENTS

The supporting documents contain the factual information or public facility assessments that are used to develop the Comprehensive Plan; they are not elements of the Comprehensive Plan itself.



Policy 1.2 Comprehensive Plan supporting documents

Comprehensive Plan supporting documents. Maintain and periodically update the following Comprehensive Plan supporting documents.

Finding: The Lloyd-Holladay TIF District Plan does not amend any of the Comprehensive Plan supporting documents listed in Policy 1.2. This policy does not apply.

IMPLEMENTATION TOOLS

These policies identify and describe the Comprehensive Plan implementation tools.

Policy 1.3 Implementation tools subject to the Comprehensive Plan

Maintain Comprehensive Plan implementation tools that are derived from, and comply with, the Comprehensive Plan. Implementation tools include those identified in policies 1.4 through 1.9.

Finding: Policy 1.8 of the Comprehensive Plan identifies Urban Renewal Plans as implementation tools. Therefore, the Lloyd-Holladay TIF District Plan must demonstrate compliance with the Comprehensive Plan. Section 3 of this Findings report and associated documents demonstrate compliance with the applicable principles, goals, and policies of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan is therefore in compliance with Policy 1.3.

Policy 1.4 Zoning Code

Policy 1.5 Zoning Map

Finding: No changes are proposed to the Zoning Code or Zoning Map. Policies 1.4 and 1.5 do not apply.

Policy 1.6 Service coordination agreements

Maintain coordination agreements with local governments of adjoining jurisdictions concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland's Urban Services Boundary; and public school districts concerning educational facilities within Portland's Urban Services Boundary.

Finding: The City maintains several intergovernmental agreements concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland's Urban Services Boundary; and with public school districts. The Lloyd-Holladay TIF District Plan does not propose changes to these coordination agreements. Therefore, this policy does not apply.

Policy 1.7 Annexations

Provide a process incorporating urban and urbanizable land within the City's Urban Services Boundary through annexation. See policies 8.11-8.19 for service extension requirements for annexations.



Finding. This TIF District Plan does not involve an annexation. All land within the proposed TIF District is currently within City’s Urban Services Boundary. This policy does not apply.

Policy 1.8 Urban renewal plans

Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, adopt or amend goals and objectives that will guide investment priorities within a district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan.

Finding: The Lloyd-Holladay TIF District Plan proposes a new urban renewal district, referred to in the Plan and this report as a tax increment finance district. This policy requires that the Lloyd-Holladay TIF District Plan must demonstrate compliance with the Comprehensive Plan. The Comprehensive Plan defines “comply” to mean the plan is, on balance, supportive of the comprehensive plan as a whole. This Findings report and associated documents serve to demonstrate that the Lloyd-Holladay TIF District Plan is, on balance, supportive with the applicable principles, goals, and policies of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan is therefore in compliance with Policy 1.8.

Policy 1.9 Development agreements

Consider development agreements entered into by the City of Portland and pursuant to Oregon Revised Statute 94 a Comprehensive Plan implementation tool.

Finding: The Lloyd-Holladay TIF District Plan does not affect nor necessitate development agreements at this time. Policy 1.9 does not apply.

ADMINISTRATION

Future work to update the Comprehensive Plan will generally respond to mandates, community needs, new information, and/or identified or potential land use problems, and will be based on the best available data, science, and analytical tools. Projects may be focused on a particular geographic area or may address a particular issue or set of issues and may result in amendments to the Comprehensive Plan, a supporting document, and/or an implementation tool.

To effectively administer the Comprehensive Plan, amendments to an element of the Plan or an implementation tool must forward the overall intent of the Plan as a whole. The policies in this section apply to legislative and, in some cases, quasi-judicial amendments, to the Plan or an implementation tool.

Policy 1.10 Compliance with the Comprehensive Plan

Compliance with the Comprehensive Plan. *Ensure that amendments to the Comprehensive Plan’s elements, supporting documents, and implementation tools comply with the Comprehensive Plan. “Comply” means that amendments must be evaluated against the Comprehensive Plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.*



1.10.a. Legislative amendments to the Comprehensive Plan’s elements and implementation tools must also comply with the Guiding Principles.

1.10.b. Legislative amendments to the Comprehensive Plan’s elements should be based on the factual basis established in the supporting documents as updated and amended over time.

1.10.c. Amendments to the Zoning Map are considered to be in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map, the amendment is to a corresponding or allowed zone, and current public services are capable of supporting the uses allowed by the zone, or that public services can be made capable by the time the development is complete. See Policy 10.3 for additional guidance on Zoning Map amendments.

Finding: The Lloyd-Holladay TIF District Plan proposes a new urban renewal district, referred to in the Plan and this report as a tax increment finance district. This policy requires that the Lloyd-Holladay TIF District Plan demonstrate compliance with the Comprehensive Plan. The Comprehensive Plan defines “comply” to mean the plan is, on balance, supportive of the Comprehensive Plan as a whole.

The TIF District Plan particularly supports the following guiding principles and goals, and has weighed these elements heavily:

Guiding Principles

- ◆ Economic Prosperity
- ◆ Human Health
- ◆ Environmental Health
- ◆ Equity
- ◆ Resilience

Goals

- ◆ 1.D Implementation tools
- ◆ 2.A Community involvement as a partnership
- ◆ 2.B Social justice and equity
- ◆ 2.C Value community wisdom and participation
- ◆ 2.D Accountability and transparency
- ◆ 2.E Meaningful participation
- ◆ 2.F Accessible and effective participation
- ◆ 2.G Strong civic infrastructure
- ◆ 3.A A city designed for people
- ◆ 3.B A climate and hazard resilient urban form
- ◆ 3.C Focused growth



- ◆ 3.F Employment districts
- ◆ 5.A Housing diversity
- ◆ 5.B Equitable access to housing
- ◆ 5.C Healthy connected city
- ◆ 5.D Affordable housing
- ◆ 6.A Prosperity
- ◆ 6.B Development
- ◆ 6.C Business district vitality
- ◆ 7.A Climate
- ◆ 7.C Resilience
- ◆ 8.A Quality public facilities and services
- ◆ 8.B Multiple benefits
- ◆ 8.C Reliability and resiliency
- ◆ 8.D Public rights-of-way
- ◆ 8.E Sanitary and stormwater systems
- ◆ 8.F Flood management
- ◆ 8.H Parks, natural areas, and recreation
- ◆ 9.A Safety
- ◆ 9.B Multiple goals
- ◆ 9.C Great places
- ◆ 9.D Environmentally sustainable
- ◆ 9.E Equitable transportation
- ◆ 9.F Positive health outcomes
- ◆ 9.G Opportunities for prosperity

This Findings report contains additional detail on the TIF District Plan’s support for policies related to these goals. This Findings report, along with the TIF Report and Plan, demonstrate that Lloyd-Holladay TIF District Plan is, on balance, supportive of the principles, goals, and policies of the Comprehensive Plan. The TIF District Plan is therefore in compliance with Policy 1.10.

Policy 1.11 Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary

Ensure that the Comprehensive Plan remains consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.



Finding: The Lloyd-Holladay TIF District will not alter the Comprehensive Plan, which has demonstrated consistency with the Metro Urban Growth Functional Management Plan. This policy does not require that TIF District plans demonstrate further compliance with Metro Urban Growth Functional Management Plan policies. This policy does not apply.

Policy 1.12 Consistency with Statewide Planning Goals

Ensure that the Comprehensive Plan, supporting documents, and implementation tools remain consistent with the Oregon Statewide Planning Goals.

Finding: Since the Lloyd-Holladay TIF District Plan is defined as an implementation tool by Policy 1.8, this Findings reports must demonstrate consistency with Statewide Planning Goals. Consistency with Statewide Planning Goals is demonstrated in Section 2 this report. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.12.

Policy 1.13 Consistency with state and federal regulations

Ensure that the Comprehensive Plan remains consistent with all applicable state and federal regulations, and that implementation measures for the Comprehensive Plan are well coordinated with other City activities that respond to state and federal regulations.

Finding: The Citywide Systems Plan (CSP), adopted as a supporting document of the Comprehensive Plan, describes city facility projects and operations that are regulated by state or federal permit and directs regulatory compliance with these requirements. The Lloyd-Holladay TIF District Plan does not amend the Citywide Systems Plan and does not interfere with its implementation. This Findings report and associated documents demonstrate consistency with relevant Oregon Revised Statutes (Chapter 457) and Statewide Planning Goals, as demonstrated in Sections 1 and 2 of this report.

Policy 1.14 Public facility adequacy

Consider impacts on the existing and future availability and capacity of urban public facilities and services when amending Comprehensive Plan elements and implementation tools. Urban public facilities and services include those provided by the City, neighboring jurisdictions, and partners within Portland's urban services boundaries, as established by Policies 8.2 and 8.6.

Finding: The TIF District Plan does not change the zoned capacity within the TIF District; any future development funded by TIF investments will not add planned pressures to public facilities. Per Policy 1.8, this Lloyd-Holladay TIF District Plan is considered an implementation tool. "Infrastructure" is one of the Lloyd-Holladay TIF District Plan's four project categories, which includes initiatives for street and utility improvements to support development. The Plan authorizes funding to:

- ◆ Develop new streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve development at Lloyd Center and other large Lloyd-Holladay sites.
- ◆ Create connectivity within and to the district.



- ◆ Pursue infrastructure to meet sustainability and climate goals through innovation.
- ◆ Improve seismic resilience and system capacity upgrades.

Policy 1.15 Intergovernmental coordination

Strive to administer the Comprehensive Plan elements and implementation tools in a manner that:

- a. *Supports the efforts and fiscal health of the City, county and regional governments, and partner agencies such as school districts and transit agencies.*
- b. *Supports the cultural practices and fiscal health of tribal nations.*

Finding: Multnomah County and Portland Public Schools were engaged in the TIF exploration process and briefed on potential financial impacts of establishing new TIF districts. The Lloyd-Holladay TIF District will provide critical resources for the Housing Production Strategy, and over time can increase revenues via increases in tax value and generation of system development charges (SDCs) via development. TIF funds can also be used as a funding match when pursuing federal funds that could benefit the region. The TIF District Plan is consistent with Policy 1.15.

Policy 1.16 Planning Commission review

Ensure the Planning Commission (PC) reviews and makes recommendations to the City Council on all proposed legislative amendments to Comprehensive Plan elements, supporting documents, and implementation tools. The PC advises City Council on the City’s long-range goals, policies, and programs for land use and planning. The membership and powers and duties of the PC are described in the Zoning Code.

Finding: This TIF District Plan is defined as an implementation tool and must follow the procedure for Planning Commission review and recommendation described in Policy 1.16. The Lloyd-Holladay TIF District Plan followed public notice and hearing procedures pursuant to the City’s legislative procedures (Portland Zoning Code, Chapter 33.740. The Planning Commission reviewed the Lloyd-Holladay TIF District Plan and voted to recommend it to City Council at a public hearing on October 8, 2024. The Planning Commission fulfilled its responsibilities as outlined in this policy. The Lloyd-Holladay TIF District Plan is therefore consistent with this policy.

Policy 1.17 Community Involvement Committee

Establish a Community Involvement Committee to oversee the Community Involvement Program for land use decisions as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.

Finding: The City has an established Community Involvement Committee that oversees the Community Involvement Program for land use decisions. No changes are proposed to the Community Involvement Committee through this TIF District Plan. This policy does not apply.



Policy 1.18 Quasi-judicial amendments to the Comprehensive Plan Map

Applicants for quasi-judicial amendments to the Comprehensive Plan Map must show that the requested change adheres to Policies 1.10 through 1.15 and:...

Finding: No quasi-judicial amendments to the Comprehensive Plan Map are proposed. This policy does not apply.

Policy 1.19 Area-specific plans

Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

- 1.19.a.** Area-specific plans that are adopted after May 24, 2018 should clearly identify which components amend Comprehensive Plan elements, supporting documents, or implementation tools. Such amendments should be appropriate to the scope of the Comprehensive Plan; be intended to guide land use decisions; and provide geographically-specific detail. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses. See Figure 1-3 – Area Specific Plans Adopted by Ordinance After May 24, 2018.*
- 1.19.b.** Area-specific plan components intended as context, general guidance, or directives for future community-driven efforts should not amend the Comprehensive Plan elements or implementation tools but be adopted by resolution as intent. These components include vision statements, historical context, existing conditions, action plans, design preferences, and other background information.*
- 1.19.c.** Community, area, neighborhood, and other area-specific plans that were adopted by ordinance prior to May 24, 2018 are still in effect. However, the elements of this Comprehensive Plan supersede any goals or policies of a community, area, or neighborhood plan that are inconsistent with this Plan. See Figure 1-2, Area-Specific Plans Adopted by Ordinance Prior to May 24, 2018, and Figure 7-2 — Adopted Environmental Plans.*

Finding: Policy 1.19 provides direction on using area-specific plans to provide additional detail or refinements for specific geographies within the City. The Lloyd-Holladay TIF District Plan does not include or amend any area specific plans and does not impact the City's ability to implement this policy. The Central City 2035 Plan is included in Figure 1-3. Area Specific Plans Adopted by Ordinance After May 24, 2018, and amended the Comprehensive Plan. The Lloyd-Holladay TIF District is located within the Central City Plan district. Therefore, this Findings report addresses relevant components of the Central City 2035 Plan (see Section 5). The Lloyd-Holladay TIF District Plan is therefore consistent with Policy 1.19.



Chapter 2: Community Involvement

Goals

Goal 2.A Community involvement as a partnership

The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, Neighborhood Associations, Business Associations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions. Partnerships with historically under-served and under-represented communities must be paired with the City's neighborhood organizations to create a robust and inclusive community involvement system.

Finding: The development of the Lloyd-Holladay TIF District Plan included a nine-month-long extensive engagement process with key stakeholders and the broader community to inform the TIF District boundaries, vision, values, goals, project list, investment priorities, and governance considerations. The Central City TIF Exploration engagement plan incorporated five steering committee meetings, three subcommittee meetings, briefings and Q&A sessions with stakeholder organizations, an in-person open house, and online survey to ensure ample opportunity for community residents to review draft district geographies, TIF-specific project lists and provide feedback to inform revisions and a final set of recommendations (Lloyd-Holladay TIF District Plan, Exhibit B). The Steering Committee was comprised of 40 individuals with representation ranging from affordable housing development, market rate housing development, design, architecture, engineering, property management, property development, business district/associations, neighborhood organizations, large scale employers, key opportunity sites, nonprofit, advocacy, and municipal taxing jurisdictions. This extensive engagement process ensured that the TIF District Plan and Report adequately addressed and prioritized community needs, challenges, and opportunities. The Lloyd-Holladay TIF District Plan is consistent with Goal 2.A.

Goal 2.B Social justice and equity

The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.

Finding: To improve its planning and investment-related decisions and expand choice and opportunity, the Lloyd-Holladay TIF District Plan establishes a community-vetted vision around ensuring the planning, investment, and implementation of its TIF projects support the needs of people of all ages, incomes, and abilities and supports the area's growing racial, cultural, and economic diversity. The Lloyd-Holladay TIF District Plan



community-affirmed goals also work to maintain cultural diversity and minimize or mitigate involuntary displacement resulting from new development (Lloyd-Holladay TIF District Plan, Chapter 2.3). The Lloyd-Holladay TIF District Plan is consistent with Goal 2.B.

Goal 2.C Value community wisdom and participation

Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.

Finding: The Lloyd-Holladay TIF District Plan engagement process incorporated the input and perspectives of neighborhood associations, business districts, and relevant community organizations and coalitions, which together capture and support many diverse needs and cultural perspectives. The Lloyd-Holladay TIF District Plan is consistent with Goal 2.C.

Goal 2.D Transparency and accountability

City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is taken into account. Accountability includes monitoring and reporting outcomes.

Finding: As stated in Chapter 4.1 of the Lloyd TIF District Plan, the implementation of the TIF District Plan will be informed by ongoing community engagement, involvement, and input from community leadership through the establishment of ad hoc advisory committee advising. This advisory committee of community stakeholders will be convened to inform future Five-Year Action Plans for the Lloyd TIF District as the main mechanism for ongoing reporting and implementation oversight. The Lloyd-Holladay TIF District Plan is consistent with Goal 2.D.

Goal 2.E Meaningful participation

Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.

Finding: A Steering Committee, Subcommittee, Working Groups, surveys, open houses, and direct engagement targeted to those who live and/or work within the Lloyd TIF District area ensured a multitude of ways for community stakeholders to meaningfully participate in and influence the Lloyd TIF exploration planning and investment decision-making processes. The information gathered from the Steering Committee, open house, online survey, and community briefings were utilized to develop revised district boundaries, project lists, and priorities. The Lloyd-Holladay TIF District Plan also followed public notice and hearing procedures pursuant to the City's legislative



procedures (Portland Zoning Code, Chapter 33.740), which provided further opportunities for meaningful participation in the decision-making process (Lloyd-Holladay TIF District Plan, Exhibit B).

Goal 2.F Accessible and effective participation

City planning and investment decision-making processes are designed to be accessible and effective, and responsive to the needs of all communities and cultures. The City draws from acknowledged best practices and uses a wide variety of tools, including those developed and recommended by under-served and under-represented communities, to promote inclusive, collaborative, culturally-responsive, and robust community involvement.

Finding: With a Steering Committee, Subcommittee, Working Groups, surveys, open houses, and direct engagement, the Lloyd-Holladay TIF District Plan ensured a multitude of ways for community stakeholders to access and participate in the Central City TIF Exploration planning and investment decision-making processes. Coupled with various communication tactics, including social media promotion, newsletter, Central City TIF Exploration webpage, an online survey, and emails to the interested parties list (individuals who signed up for Central City TIF Exploration updates), this multi-pronged engagement plan draws from best practices of robust and intentional community engagement.

Goal 2.G Strong civic infrastructure

Civic institutions, organizations, and processes encourage active and meaningful community involvement and strengthen the capacity of individuals and communities to participate in planning processes and civic life.

Finding: The Lloyd-Holladay TIF District Plan offered honoraria to members offering a unique perspective and expertise to Prosper Portland on the issues of race, ethnicity, and other socio-economic disparities. The engagement process also included hosting optional office hours on various topics for members looking for further understanding and/or deep dive into specific topics. The TIF District Plan is consistent with Goal 2.G.

Policies

Ongoing community involvement practices, procedures, and programs are a necessary foundation for project-specific community involvement efforts. Many of the policies in this chapter are intended to build on community wisdom, expand community knowledge, and improve City staff capacity to work effectively with an increasingly diverse and growing Portland population.

PARTNERS IN DECISION MAKING

Portland benefits when community members are meaningfully involved in planning and investment decisions. By building and maintaining partnerships with individuals and a wide range of formal and informal organizations that represent a variety of interests, the City of Portland government will have a better understanding of various communities' diverse needs and concerns. These policies



support building and maintaining strong and supportive relationships with an increasingly diverse and growing Portland population.

Policy 2.1 Partnerships and coordination

Maintain partnerships and coordinate land use engagement with:

2.1.a. *Individual community members.*

2.1.b. *Communities of color (including those whose families have been in this area for generations such as Native Americans, African Americans, and descendants of immigrants), low-income populations, Limited English Proficient (LEP) communities, Native American communities, immigrants and refugees, and other under-served and under-represented communities.*

2.1.c. *District coalitions, Neighborhood Associations, watershed councils, and business district associations as local experts and communication channels for place-based projects.*

2.1.d. *Businesses, unions, employees, and related organizations that reflect Portland's diversity as the center of regional economic and cultural activity.*

2.1.e. *Community-based, faith-based, artistic and cultural, and interest-based non-profits, organizations, and groups.*

2.1.f. *People experiencing disabilities.*

2.1.g. *Institutions, governments, and tribal nations.*

Finding: The Lloyd-Holladay TIF District Plan values, vision, and goals were affirmed and vetted by a Steering Committee composed of key community stakeholders (Chapter 2.3). Stakeholders represented a range from affordable housing development, market-rate housing development, design, architecture, engineering, property management, property development, business districts/associations, neighborhood organizations, large-scale employers, key opportunity sites, nonprofits, advocacy, and municipal taxing jurisdictions (Lloyd-Holladay TIF District Plan, Exhibit B). Additionally, representatives from various City bureaus participated in this process, including the Portland Housing Bureau, Bureau of Planning and Sustainability, Portland Bureau of Transportation, Bureau of Environmental Services, Portland Public Schools, and Portland Parks and Recreation. Multiple additional organizations, neighborhood associations, and business districts were reached during the Central City TIF Exploration briefing process, including Go Lloyd, Central Eastside Industrial Council, Pearl District Neighborhood Association, Old Town Community Association, Venture Portland, and Central City Coalition (Lloyd-Holladay TIF District Plan, Exhibit B).

Policy 2.2 Broaden partnerships

Work with district coalitions, Neighborhood Associations, and business district associations to increase participation and to help them reflect the diversity of the people and institutions they serve. Facilitate greater communication and collaboration among district coalitions, Neighborhood



Associations, business district associations, culturally-specific organizations, and community-based organizations.

Finding: The engagement process was initiated through a Central City TIF Exploration Steering Committee. The Steering Committee was comprised of 40 individuals representing a wide range of groups and interests, including business districts/associations, neighborhood organizations, nonprofits, advocacy groups, and city representatives. Steering Committee members were tasked with providing high-level input and feedback related to the vision, values, and goals as guiding principles for each district before breaking out into subcommittee conversations.

ENVIRONMENTAL JUSTICE

Policy 2.3 Extend benefits

Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

Finding: To ensure the equitable distribution of access to environmental assets and benefits, the Lloyd-Holladay TIF District Plan institutes a vision and a set of goals to commit to and support the promotion of environmental justice. The community affirmed Lloyd TIF District Plan's vision includes livable neighborhoods, connected and efficient transportation networks, and human-scaled accessible streets, connections, parks, open space, and recreation opportunities. The community-vetted Lloyd-Holladay TIF District Plan that support this vision include designing neighborhoods to include plazas, parks, open spaces, and recreation opportunities, access to healthy food and active transportation, and the redevelopment of large sites that include new compatible uses, green buildings, and infrastructure (Lloyd-Holladay TIF District Plan, Chapter 2.3).

Policy 2.4 Eliminate burdens

Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

2.4.a. *Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.*

2.4.b. *Use plans and investments to address disproportionate burdens of previous decisions.*

Finding: The mitigation and/or elimination of disproportionate burdens associated with the Lloyd-Holladay TIF District Plan's investments and implementation will be advanced in a manner consistent with the goals, values, and implementation principles identified in Chapter 2 and Chapters 2.1, 2.2., and 2.3 of this Plan. Specifically, the TIF District instituted goals to minimize or mitigate involuntary displacement resulting from new development and expand the economic opportunities for all groups facing longstanding



disparities, including education, housing, and employment, so that they can achieve equitable benefits of development and economic prosperity (Lloyd-Holladay TIF District Plan, Chapter 2.3).

INVEST IN EDUCATION AND TRAINING

Both the community and City representatives must have the capacity to work together as effective partners. Ongoing investment in education and training leads to better informed community members who then have increased capacity to participate effectively.

Community involvement-focused professional development training helps improve City staff's ability to work with and learn from community members. These policies support both community and agency capacity building.

Policy 2.5 Community capacity building

Enhance the ability of community members, particularly those in under-served and/or under-represented groups, to develop the relationships, knowledge, and skills to effectively participate in plan and investment processes.

Finding: The Lloyd-Holladay TIF District Plan supported community capacity building by offering honoraria to members offering a unique perspective and expertise to Prosper Portland on the issues of race, ethnicity, and other socio-economic disparities, as well as optional office hours on various topics for members to build knowledge and skills on additional topics. The TIF District Plan is consistent with Policy 2.5.

Policy 2.6 Land use literacy

Provide training and educational opportunities to build the public's understanding of land use, transportation, housing, and related topics, and increase capacity for meaningful participation in planning and investment processes.

Finding: Phase 3 of the Lloyd-Holladay TIF District's engagement efforts is consistent with Policy 2.6. Through an in-person open house featuring presentations, Q&A sessions, and interactive stations, alongside an online survey and targeted briefings with stakeholders, this phase of engagement gathered diverse community feedback. Approximately 335 points of input were collected, informing revisions to district boundaries and investment priorities. Ongoing briefings with neighborhood associations and business districts continued to foster dialogue and transparency. This structured approach ensured that community perspectives on housing, retail, and placemaking priorities were integrated into the district's development plans, exemplifying a comprehensive effort to educate and empower stakeholders in the decision-making process.

Policy 2.7 Agency capacity building

Increase City staff's capacity, tools, and skills to design and implement processes that engage a broad diversity of affected and interested communities, including under-served and under-represented communities, in meaningful and appropriate ways.



Finding: Proper staff utilized administrative funds to increase staff capacity and skills throughout the Central City TIF Exploration community involvement process (Lloyd-Holladay TIF District Plan, Exhibit B). These funds were pulled from the Plan Administration portion of the budget provided by the City General Fund and used to employ staff and consultants to engage in work called for by the TIF District Plans. The support of additional staff and consultants supported the expanded outreach and meaningful engagement with diverse community members, therefore aligning The Lloyd TIF engagement process with Policy 2.7.

COMMUNITY ASSESSMENT

City staff must build and maintain their understanding of community demographics, trends, and needs. Community members should have opportunities to share how conditions and needs affect them. The following policies support effective two-way communication between City government and communities and encourage community-level data gathering and information sharing in planning and investment processes.

Policy 2.8 Channels of communication

Maintain two-way channels of communication among City Council, the Planning Commission (PC), project advisory committees, City staff, and community members.

Finding: The City has established processes of communication among the City Council, the Planning Commission (PC), project advisory committees, City staff, and community members. Staff from City bureaus including Portland Parks and Recreation, Bureau of Environmental Services, Portland Water Bureau, Portland Bureau of Transportation, Bureau of Planning Services, and Portland Housing Bureau were also involved in the exploration process and inventory of existing conditions included in Attachment A of the Lloyd-Holladay TIF District Report. The Lloyd-Holladay TIF District Plan does not alter these established processes of communication and is, therefore, in accordance with Policy 2.8. Furthermore, as described in Chapter 4.1 of the Lloyd TIF District Plan, ongoing community involvement will maintain these two-way channels by establishing the makeup of any standing advisory committee(s), as well as the scope of authority for such committees in relation to the Planning Commission and City Council.

Policy 2.9 Community analysis

Collect and evaluate data, including community validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.

Finding: As outlined in Attachment A of the Lloyd TIF District Report, the Central City TIF Exploration Steering Committee utilized various data sources to assess the creation of TIF districts across all Central City subdistricts. These included the American Community Survey (ACS), market platforms, federal bureaus, and local data sources. In addition to the sources outlined in the Report, public engagement efforts for the Lloyd District included online surveys and a community open house, which together gathered



335 points of feedback, enhancing the steering committee’s understanding of community needs and priorities.

Policy 2.10 Community participation in data collection

Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.

Finding: As described in Attachment A of the Lloyd TIF District Report, the Central City TIF Exploration Steering Committee utilized various data sources to assess the creation of TIF districts across all Central City subdistricts. These included the American Community Survey (ACS), market platforms, federal bureaus, and local data sources. From the interpretation and evaluation of the TIF District’s economic and market conditions and data analysis of demographics, the Central City TIF Exploration Steering Committee was given the opportunity to share input and recommendations on the creation of the Lloyd TIF District Plan. Furthermore, as part of Phase 2 of the Central City TIF Exploration engagement process (Lloyd-Holladay TIF District Plan, Exhibit B), Subcommittee meetings included District-area-specific background information sharing, data analysis, and mapping exercises, which informed the Subcommittee’s recommendations on developing draft district boundaries, project lists, and investment phasing principles.

Policy 2.11 Open data

Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. Where appropriate, encourage publication, accessibility, and wide-spread sharing of data collected and generated by the City.

Finding: As stated in Chapter 4.1 of the Lloyd-Holladay TIF District Plan, Prosper Portland will develop Five Year Action Plans for the Lloyd-Holladay TIF District Plan as part of the ongoing community engagement process. These action plans will be the main mechanism for the ongoing reporting of data collected and generated in relation to the Lloyd TIF, along with implementation oversight. These recurring Five Year Action Plans will be undertaken with community leadership, input, and involvement through the convening of an ad hoc advisory committee that will advise Prosper Portland’s executive director and Portland Housing Bureau’s Director on the development of such plans.

TRANSPARENCY AND ACCOUNTABILITY

The City is committed to improving transparency in community involvement processes related to planning and investment decisions. When community members have a better understanding of a process, they are better able to participate effectively. Improved transparency and communication allows the City to better understand community opinions and needs, resulting in improved decisions.

The following policies articulate how and when planning and investment decisions are made; the community’s role in decision-making processes; and what the community can expect from the City of Portland.



Policy 2.12 Roles and responsibilities

Establish clear roles, rights, and responsibilities for participants and decision makers in planning and investment processes. Address roles of City bureaus, elected officials, and participants, including government agencies and tribal nations in addition to community and neighborhood leadership, business, organizations, and individuals.

Finding: As captured in Phase 1 of the Central City TIF Exploration engagement summary (Lloyd-Holladay TIF District Plan, Exhibit B), the first Steering Committee meeting provided the established Central City TIF Exploration Steering the opportunity to go over Steering Committee roles and responsibilities. These roles and responsibilities include providing high-level input and feedback related to the vision, values, and goals as guiding principles for the investment of TIF resources in the Lloyd-Holladay District. In further accordance with Policy 2.12, Chapter 4.1 of the Lloyd-Holladay TIF District Plan delineates the advisory role of community stakeholders in the development of Lloyd-Holladay TIF District's ongoing Five-Year Action Plans.

Policy 2.13 Project scope

Establish clear expectations about land use project sponsorship, purpose, design, and how decision makers will use the process results.

Finding: Prosper staff kicked-off the TIF District planning work as an 'exploration process' with a report or recommendation due to City Council. This process did not mandate the recommendation of any TIF Districts. Staff held discussions regarding various governance models during exploration process. Community influence will occur throughout the life of the TIF District through the establishment of 5-year action plans that are co-created with community to identify investment priorities and budget allocations in five-year increments. A committee of community stakeholders will assist in developing the plans and provide oversight throughout the implementation of the five-year action plans.

Policy 2.14 Community influence

At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.

Finding: The Portland City Council will make final TIF implementation and investment decisions. The process of TIF planning for the Lloyd-Holladay area highlighted the committee's role in making a recommendation to Council and provided key opportunities for input on the TIF District boundary, vision, values, goals, project list, and investment priorities. A committee of community stakeholders will assist in developing the plans and provide oversight throughout the implementation of the five-year action plans.



Policy 2.15 Documentation and feedback

Provide clear documentation for the rationale supporting decisions in planning and investment processes. Communicate to participants about the issues raised in the community involvement process, how public input affected outcomes, and the rationale used to make decisions.

Finding: An extensive Central City TIF Exploration engagement process informed the Lloyd TIF District Plan’s district boundaries, visions, values, goals, project list, and investment priorities. In accordance with Policy 2.15, this engagement process is summarized in Plan Exhibit B, which outlines the various engagement avenues, meeting topics, community feedback summaries, and how such feedback will advise the Lloyd TIF District decision-making bodies.

COMMUNITY INVOLVEMENT PROGRAM

Policy 2.16 Community Involvement Program

Policy 2.17 Community engagement manual

Policy 2.18 Best practices engagement methods

Policy 2.19 Community Involvement Committee

Policy 2.20 Review bodies

Policy 2.21 Program evaluation

Policy 2.22 Shared engagement methods

Policy 2.23 Adequate funding and human resources

Finding: Policies 2.16 through 2.23 concern the City’s Community Involvement Program. The TIF District Plan does not affect or change this program. Policies 2.16 through 2.23 do not apply.

PROCESS DESIGN AND EVALUATION

Policy 2.24 Representation

Facilitate participation of a cross-section of the full diversity of affected Portlanders during planning and investment processes. This diversity includes individuals, stakeholders, and communities represented by race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, and source of income.

Finding: The Central City TIF Exploration community engagement process sought to gather feedback and insight from a robust range of Central City stakeholders. While the Central City TIF Exploration Steering Committee did not collect demographic information about those engaged, the engagement process incorporated the intentional outreach of neighborhood associations, business districts, and relevant organizations/coalitions, which together capture and support many diverse needs and cultural perspectives (Lloyd-Holladay TIF District Plan, Exhibit B). The Lloyd-Holladay TIF District Plan offered honoraria to members offering a unique perspective and expertise to Prosper Portland on the issues of race, ethnicity, and other socio-economic disparities. The engagement process also included hosting optional office hours on



various topics for members looking for further understanding and/or deep dive into specific topics. The TIF District Plan is consistent with Goal 2.G.

Policy 2.25 Early involvement

Improve opportunities for interested and affected community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

Finding: The Central City TIF Exploration community engagement process sought to gather feedback and insight from a robust range of Central City stakeholders early on in the planning process to inform the TIF District boundaries, visions, values, goals, project list, investment priorities, governance considerations, and implementation principles (Lloyd-Holladay TIF District Plan, Exhibit B).

Policy 2.26 Verifying data

Use data, including community-validated population data, to guide planning and investment processes and priority setting and to shape community involvement and decision-making efforts.

Finding: As described in the Central City TIF Exploration engagement summary (Lloyd-Holladay TIF District Plan, Exhibit B), the Steering Committee and Subcommittee members were provided with multiple meeting opportunities to analyze, validate, and use Lloyd-Holladay TIF District-related data (e.g., demographic, employment, housing, and commercial-related data), to guide their recommendations for Lloyd TIF District Planning and investment processes.

Policy 2.27 Demographics

Identify the demographics of potentially affected communities when initiating a planning or investment project.

Finding: As described in the Central City TIF Exploration engagement summary (Lloyd-Holladay TIF District Plan, Exhibit B), the Steering Committee and Subcommittee members were provided with Lloyd-Holladay TIF District-related demographic data to guide their recommendations for potential Lloyd-Holladay TIF District project list options and project priorities. This provision of demographic data of potentially affected communities ensures that this community involvement process was carried out in accordance with Policy 2.27.

Policy 2.28 Historical understanding

To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and underserved groups, and persons with limited English proficiency (LEP). Review preliminary findings with members of the community who have institutional and historical knowledge.

Finding: The documentation of the impact of past plans, particularly on the displacement of Black and Asian communities, already exists. This historical



background of previous TIF District Plans was provided throughout the Central City TIF Exploration community involvement process (Lloyd-Holladay TIF District Plan, Exhibit B) to not only acknowledge the harms the past TIF investment has caused but also to build relationships and provide local stakeholders opportunities to share their concerns, priorities, and recommendations around future displacement and other negative impacts. By allowing community stakeholders to review these historic preliminary findings and apply their institutional and historical knowledge, the Central City community involvement process was done in accordance with Policy 2.28.

Policy 2.29 Project-specific needs

Customize community involvement processes to meet the needs of those potentially affected by the planning or investment project. Use community involvement techniques that fit the scope, character, and potential impact of the planning or investment decision under consideration.

Finding: To customize and meet the various needs of community stakeholders, the Central City TIF Exploration engagement process provided multiple avenues for community residents to get involved (Lloyd-Holladay TIF District Plan, Exhibit B). In addition to Steering Committees and Subcommittees, which brought together neighborhood associations, business districts, and relevant organizations/coalitions, they also provided an in-person open house and online survey to ensure ample opportunity for community stakeholders to be involved in advising the Lloyd TIF District’s planning and investment processes.

Policy 2.30 Culturally-appropriate processes

Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

Finding: Engagement for the TIF District Plan included a Steering Committee with intentional representation from a broad range of organizations including nonprofit and advocacy groups as well as neighborhood associations and business districts to represent the broad community including under-represented groups. Translation and interpretation was not a need for the Lloyd-Holladay TIF District Plan process.

Policy 2.31 Innovative engagement methods

Develop and document innovative methods, tools, and technologies for community involvement processes for plan and investment projects.

Finding: The TIF District Plan used diversified options for engagement, including in-person and virtual options for participation. Implementation will involve ongoing community input through the five-year action plans with a committee of community stakeholders to ensure that the TIF District investments are responsive to current and future community needs.



Policy 2.32 Inclusive participation beyond Portland residents

Design public processes for planning and investment projects to engage affected and interested people who may not live in Portland such as property owners, employees, employers, and students, among others, as practicable.

Finding: To ensure a broad engagement beyond Portland residents and neighborhood associations and be in accordance with Policy 2.32, the Central City TIF Exploration community involvement process comprised their Steering Committees with individuals representing affordable housing development, market-rate housing development, design, architecture, engineering, property management, property development, business district/associations, and large-scale employers (Lloyd-Holladay TIF District Plan, Exhibit B).

Policy 2.33 Inclusive participation in Central City planning

Design public processes for the Central City that recognize its unique role as the region's center. Engage a wide range of stakeholders from the Central City and throughout the region including employees, employers, social service providers, students, and visitors, as well as regional tourism, institutional, recreation, transportation, and local/regional government representatives, as appropriate.

Finding: The Central City TIF Exploration community involvement process was aimed at engaging a wide range of stakeholders from the Central City and throughout the region, including employees, employers, social service providers, students, and visitors, and was, therefore, in accordance with Policy 2.33 (Lloyd-Holladay TIF District Plan, Exhibit B).

Policy 2.34 Accessibility

Ensure that community involvement processes for planning and investment projects are broadly accessible in terms of location, time, and language, and that they support the engagement of individuals with a variety of abilities and limitations on participation.

Finding: The TIF District planning process included open houses held after normal work hours in a public building, with food and beverages provided during meal hours. In addition, an online survey gathered feedback from people unable to attend in person. Virtual or in-person briefings were provided upon request from community organizations and neighborhood stakeholder groups, with an online webpage updated with relevant information and upcoming meetings/open houses. The team sent regular updates to interested parties who signed up through the project webpage.

Policy 2.35 Participation monitoring

Evaluate and document participant demographics throughout planning and investment processes to assess whether participation reflects the demographics of affected communities. Adapt involvement practices and activities accordingly to increase effectiveness at reaching targeted audiences.



Finding: The Central City TIF Exploration engagement process incorporated the intentional outreach of neighborhood associations, business districts, and relevant organizations/coalitions, which together capture and support many diverse needs and cultural perspectives.

Policy 2.36 Adaptability

Adapt community involvement processes for planning and investment projects as appropriate to flexibly respond to changes in the scope and priority of the issues, needs, and other factors that may affect the process.

Finding: Community involvement throughout the TIF exploration process was utilized to create and evolve the district boundaries, project list, and investment priorities for the proposed new TIF districts including the Lloyd-Holladay district. This will continue through five-year action plans with a committee of community stakeholders to ensure that the TIF District investments are responsive to current and future community needs. The TIF District Plan is consistent with Policy 2.36.

Policy 2.37 Process evaluation

Evaluate each community involvement process for planning or investment projects from both the City staff and participants' perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

Finding: The TIF District process used facilitation from an outside consultant to help guide and inform meeting content to meet needs of Committee. This engagement effort also sought to intentionally learn from prior TIF exploration processes and will debrief at its conclusion to inform future exploration processes. The TIF District Plan is consistent with Policy 2.37.

INFORMATION DESIGN AND DEVELOPMENT

These policies will help improve notification procedures for administrative and quasi-judicial reviews, as well as legislative land use decisions and the community's access to processes and technical information related to planning and investment decisions. The City of Portland's Civil Rights Title VI Plan requires that information is available to the public, with assistance provided as requested to interpret and effectively use technical information.

Additionally, the City of Portland must ensure that limited English proficient (LEP) individuals have meaningful access to City land use-related activities.

Policy 2.38 Accommodation

Ensure accommodations to let individuals with disabilities participate in administrative, quasi-judicial, and legislative land use decisions, consistent with or exceeding federal regulations.

Policy 2.39 Notification

Notify affected and interested community members and recognized organizations about administrative, quasi-judicial, and legislative land use decisions with enough lead time to enable effective participation. Consider notification to both property owners and renters.



Policy 2.40 Tools for effective participation

Provide clear and easy access to information about administrative, quasi-judicial, and legislative land use decisions in multiple formats and through technological advancements and other ways.

Policy 2.41 Limited English proficiency (LEP)

Ensure that limited English proficient (LEP) individuals are provided meaningful access to information about administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

Finding: Policies 2.38 through 2.41 address improving the notification procedures for, and the community's access to information about, administrative and quasi-judicial reviews, as well as legislative land use decisions. As part of the consult and confer process, Prosper Portland sent out a super-notice to all Portland residents about the proposed TIF District and created a website with additional information and contact information. In addition, the TIF District Plan was discussed at the following public meetings:

- ◆ Briefing and vote of the Prosper Portland Board on August 28, 2024.
- ◆ Hearing before the City of Portland Planning Commission on September 10, 2024 and a vote by that body on October 8, 2024.
- ◆ Hearing before Portland City Council on October 23, 2024 and a vote by Council on October 30, 2024.

The Lloyd-Holladay TIF District Plan is consistent with Policies 2.38 through 2.41.

Chapter 3: Urban Form

Goals

Goal 3.A A city designed for people

Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting prosperity, health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

Finding: No specific new development or redevelopment designs are proposed with this TIF District Plan. However, this Plan will guide future investments and support development within the TIF District that supports the Plan's goals around values, vision, goals. The Findings in response to the Comprehensive Plan's Guiding Principles (see Section 3, Guiding Principles of this report) demonstrate that the Lloyd-Holladay TIF District Plan will promote prosperity, health, equity, and resiliency. The Plan will help to reduce disparities by providing a funding source to advance affordable housing, economic opportunities, transportation safety improvements, and public realm enhancements (Lloyd-Holladay TIF District Plan, Chapter 3.1). Funding for public realm



enhancements, such as inclusive placemaking, signage, and connectivity, accessibility improvements, and activation of public spaces will help foster social interaction. Therefore, the Lloyd-Holladay TIF District Plan is consistent with Goal 3.A.

Goal 3.B A climate and hazard resilient urban form

Portland's compact urban form, sustainable building development practices, green infrastructure, and active transportation system reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change.

Finding: No specific new development or redevelopment designs are proposed with this TIF District Plan. However, the Plan will guide future investments and support development within the TIF District that support this goal. The TIF District Plan will provide funding for projects that:

- ◆ Support renovation of commercial buildings, including updates to unreinforced masonry buildings (URMs), seismic upgrades, and other climate resilience related improvements.
- ◆ Pursue infrastructure to meet sustainability and climate goals through innovation.
- ◆ Improve seismic resilience and system capacity upgrades.
- ◆ Create connectivity within and between districts.
- ◆ Provide street improvements and new bike lanes to serve new district development at Lloyd Center and other large westside sites.

These projects will support an urban form that is resilient to risks from climate change and natural hazards in the TIF District. The Lloyd-Holladay TIF District Plan therefore conforms with Goal 3.B.

Goal 3.C Focused growth

Household and employment growth is focused in the Central City and other centers, corridors, and transit station areas, creating compact urban development in areas with a high level of service and amenities, while allowing the relative stability of lower-density single-family residential areas.

Finding: The Lloyd-Holladay TIF District Plan will facilitate housing and economic development within the existing Central City plan area and along the Civic Corridors (including NE Broadway and NE Martin Luther King Jr. Boulevard) and transit station areas in the TIF District. See the responses for Polices 3.12 through 3.26, 3.44 through 3.51, and 3.53 through 3.59 of this report for more detail.

Goal 3.D A system of centers and corridors

Portland's interconnected system of centers and corridors provides diverse housing options and employment opportunities, robust multimodal transportation connections, access to local services and amenities, and supports low-carbon complete, healthy, and equitable communities.

Finding: The Lloyd-Holladay TIF District Plan will facilitate housing and economic development within the TIF District, including large opportunities sites such as the Lloyd



Center, Portland Bottling and associated properties, and Regal Cinema parking lot. The Plan proposes funding for multimodal transportation safety and connectivity improvements that increase access to local services and amenities in and around the TIF District. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 3.D. See the responses for Policies 3.12 through 3.26 and 3.44 through 3.51 of this report for more detail.

Goal 3.E Connected public realm and open spaces

A network of parks, streets, City Greenways, and other public spaces supports community interaction; connects neighborhoods, districts, and destinations; and improves air, water, land quality, and environmental health.

Finding: The Lloyd-Holladay TIF District Plan will support the City’s implementation of Goal 3.E by providing a funding source that may be used for new public realm improvements as well as transportation connectivity and accessibility improvements. These projects can make the TIF District safer and more appealing for biking, walking, and rolling. The Plan includes priority areas for making these improvements including the Blumenauer Bridge, Holladay Park, and NE 12th Avenue, including across Interstate 84. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 3.E.

Goal 3.F Employment districts

Portland supports job growth in a variety of employment districts to maintain a diverse economy.

Finding: The Lloyd-Holladay TIF District is part of the Central City employment area, shown on Figure 3-7 of the Comprehensive Plan. The Lloyd-Holladay TIF District will support economic development and job growth in these areas with projects that attract and retain anchor employers and support entrepreneurship and innovation. The TIF District Plan also provides a source of funding for renovation of commercial buildings, construction of new commercial spaces, and other improvements to support small business stabilization and growth. See the responses to Policies 3.67 and 3.68 for more details. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 3.F.

Goal 3.G Nature in the city

A system of habitat corridors weaves nature into the city, enhances habitat connectivity, and preserves natural resources and the ecosystem services they provide.

Finding: The Lloyd-Holladay TIF District Plan does not modify the City’s system of habitat corridors and does not amend the City’s programs and policies that implement this goal. Goal 3.G does not apply.



Policies

CITYWIDE DESIGN AND DEVELOPMENT

Policy 3.1 Urban Design Framework

Use the Urban Design Framework (UDF) as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities.

Finding: The UDF provides guidance on the built and natural form of Portland, providing in Comprehensive Plan Figure 3-1 a diagrammatic arrangement of centers, corridors, city greenways, urban habitat corridors, and pattern areas. The Lloyd-Holladay TIF District Plan does not establish or change specific boundaries in the UDF. The UDF identifies centers and corridors where the majority of commercial and housing development is intended to be concentrated. As demonstrated in the response to Policies 3.12 through 3.26 and 3.44 through 3.51 of this report, the Lloyd-Holladay TIF District Plan will support compact housing and commercial development in the centers and corridors within the TIF District. Therefore, the Lloyd-Holladay TIF District Plan is consistent with Policy 3.1.

Policy 3.2 Growth and stability

Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland's residential neighborhoods.

Finding: The Lloyd-Holladay TIF District Plan will facilitate housing and economic development within the TIF District, including large opportunity sites like the Lloyd Center, Regal Cinema, and Portland Bottling and associated properties within the Central City and along the area's Civic Corridors (NE Broadway and NE Martin Luther King Jr. Boulevard) and transit station areas. See the responses for Polices 3.12 through 3.26, 3.44 through 3.51, and 3.53 through 3.59 of this report for more detail. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.2.

Policy 3.3 Equitable development

Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.

- 3.3.a.** *Anticipate, avoid, reduce, and mitigate negative public facility and development impacts, especially where those impacts inequitably burden communities of color, under-served and under-represented communities, and other vulnerable populations.*
- 3.3.b.** *Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement and increase affordable housing.*

Finding: The Lloyd-Holladay TIF District Report demonstrates that the District is deficient in public facilities including inadequate park facilities and has opportunity



to expand on its multimodal transportation network and connectivity in the TIF District area. The TIF District Plan includes funding for street and utility improvements and public realm investments that could reduce disparities within the District. This plan also includes goals to minimize or mitigate displacement and projects to increase affordable housing including, but not limited to, supporting development of new affordable multi-dwelling residential uses, and gap financing for new multi-dwelling middle-income residential development (Lloyd-Holladay TIF District Plan, Chapter 3.1). The projects in the Plan will be financed by tax increment revenues (TIF) allocated to the District. The Lloyd-Holladay TIF District Plan conforms with Policies 3.3.a and 3.3.b.

3.3.c. *Encourage use of plans, agreements, incentives, and other tools to promote equitable outcomes from development projects that benefit from public financial assistance.*

Finding: The TIF District Plan does not propose any specific new development, but the values, vision, goals, and projects described in the Lloyd-Holladay TIF District Plan are intended to guide equitable investment and lead to equitable development outcomes. The TIF District Plan conforms with this policy.

3.3.d. *Incorporate requirements into the Zoning Code to provide public and community benefits as a condition for development projects to receive increased development allowances.*

Finding: No changes to the Zoning Code are proposed. This policy does not apply.

3.3.e. *When private property value is increased by public plans and investments, require development to address or mitigate displacement impacts and impacts on housing affordability, in ways that are related and roughly proportional to these impacts.*

Finding: The Lloyd-Holladay TIF District Plan is designed to make strategic investments in housing and economic development to stabilize communities and businesses within the TIF District. Assuming those investments increase overall property values and associated taxes over time, the TIF District will allow the City to establish a frozen tax base in this area and capture the increase to fund improvements over 20–30 years. Prosper Portland and the Portland Housing Bureau will receive funds from increases in property value, including up to three percent per year for existing properties plus any additional value from new development. Prosper Portland and the Portland Housing Bureau will use those resources to pay for public improvements. These investments include funds to be used for projects that may avoid displacement and increase affordable housing including, but not limited to supporting development of new affordable multi-dwelling residential uses, and gap financing for new multi-dwelling middle-income residential development via conversion or new development (Lloyd-Holladay TIF District Plan, Chapter 3.1). The Lloyd-Holladay TIF District Plan is consistent with this policy.

3.3.f. *Coordinate housing, economic development, and public facility plans and investments to create an integrated community development approach to restore communities impacted by past decisions. See Policy 5.18.*



Finding: This TIF District Plan includes goals for housing, economic development, public facilities and investments. The Plan includes multiple goals around ensuring opportunities for historically marginalized populations and a guiding principle to “support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity.” These goals and guiding principle are supported by projects in the TIF District Plan that increase access to affordable housing, reduce displacement risk, increase transportation safety and connectivity, and improve access to public recreation opportunities (Lloyd-Holladay TIF District Plan, Chapter 4.2).

3.3.g. *Encourage developers to engage directly with a broad range of impacted communities to identify potential impacts of private development projects, develop mitigation measures, and provide community benefits to address adverse impacts.*

Finding: The TIF District Plan does not direct developers on engagement efforts related to private development efforts and will not amend the City’s community engagement requirements that apply to private development. This policy does not apply.

Policy 3.4 All ages and abilities

Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.

Finding: This policy is focused on creating a supportive built environment for people of all ages and abilities, including children, older adults, and people with disabilities. This policy is supported by the Lloyd-Holladay TIF District Plan’s recommended transportation projects, which focus on signage, connectivity, and accessibility improvements such as solutions usable for all age groups and accessibility for individuals with mobility challenges. The TIF District Plan also authorizes funding to diversify housing choices in the area, including gap financing for new multi-dwelling, middle-income residential development (via conversion or new development) and development or renovation of regulated affordable multi-dwelling residential uses (including family-sized units and accessible units). The Lloyd-Holladay TIF District Plan is consistent with Policy 3.4.

Policy 3.5 Energy and resource efficiency

Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.

Finding: This TIF District Plan does not propose amendments to the City’s land use and transportation plans that implement this policy. Policy 3.5 does not apply.



Policy 3.6 Land efficiency

Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.

Finding: The TIF District Plan will create opportunity to make strategic investments that support infill, redevelopment, and intensification of urban land within the TIF District. Large opportunity sites like the Lloyd Center, Portland Bottling Company, and the Regal Cinema parking lot are priority areas for projects supported in the TIF District Plan including incentives for commercial and residential redevelopment (see Lloyd-Holladay TIF District Plan, Chapter 3.1). All future development within the District will need to demonstrate compliance with relevant City, state, and federal requirements that protect environmental quality. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.6.

Policy 3.7 Integrate nature

Integrate nature and use green infrastructure throughout Portland.

Finding: The TIF District Plan does not propose amendments to any design-related development standards or natural resources standards that implement this policy. The TIF District Plan includes projects to support innovative infrastructure to meet sustainability and climate goals, as well as signage, connectivity, as well as the public space enhancements including the Green Loop and Holladay Park. (Lloyd-Holladay TIF District Plan, Chapter 1 and 3.1). The Lloyd-Holladay TIF District Plan is consistent with Policy 3.7.

Policy 3.8 Leadership and innovation in design

Encourage high-performance design and development that demonstrates Portland's leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions.

Finding: This TIF District Plan does not propose specific designs for new development, or amendments to the City's design and development standards that implement this policy. Future development within the TIF District will need to comply with the City's design and development standards. Policy 3.8 does not apply.

Policy 3.9 Growth and development

Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with particular attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts. More detailed policies are in Chapter 5: Housing.

Finding

Implementation of the Lloyd-Holladay TIF District Plan will include the development of Five-Year Action Plans on a reoccurring basis. Prosper Portland and the Portland Housing Bureau will convene an ad hoc advisory committee advising Prosper Portland's



executive director and PHB’s Director, in order to inform development of Five-Year Action Plans. The ad hoc advisory committee will represent a broad diversity of voices, including private sector leadership, business organizations, small business owners, culturally specific organizations, and affordable housing developers in the crafting of the Five-Year Action Plan. The intent of the Five-Year Action Plan is to establish near-term investment priorities and associated budgets in accordance with this Plan. The Five-Year Action Plans will additionally establish mechanisms for ongoing reporting and implementation oversight (Lloyd-Holladay TIF District Plan, Chapter 4.1)

The Plan includes a goal to “minimize or mitigate involuntary displacement resulting from new development” alongside any potential large master plan sites or higher density development. This goal will help guide investment decisions and ensure that the ongoing reporting and implementation oversight considers not only the physical characteristics of neighborhoods but the residents, with a particular focus on under-served and under-represented communities, displacement, and affordability impacts. The Plan is therefore consistent with Policy 3.9.

Policy 3.10 Rural, urbanizable, and urban land

Preserve the rural character of rural land outside the Regional Urban Growth Boundary. Limit urban development of urbanizable land beyond the City Limits until it is annexed and full urban services are extended.

Finding: No urban development or extension of urban services to rural land is proposed. The proposed TIF District is within the Portland City limits and regional Urban Growth Boundary. The establishment of this TIF District will support urban development in this area. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.10.

Policy 3.11 Significant places

Enhance and celebrate significant places throughout Portland with symbolic features or iconic structures that reinforce local identity, histories, and cultures and contribute to way-finding throughout the city. Consider these especially at:

- ◆ *High-visibility intersections*
- ◆ *Attractions*
- ◆ *Schools, libraries, parks, and other civic places*
- ◆ *Bridges*
- ◆ *Rivers*
- ◆ *Viewpoints and view corridor locations*
- ◆ *Historically or culturally significant places*
- ◆ *Connections to volcanic buttes and other geologic and natural landscape features*
- ◆ *Neighborhood boundaries and transitions*



Finding: No new symbolic features or iconic structures are proposed with this TIF District Plan, nor does the Plan propose changes to any significant places. However, the Lloyd-Holladay TIF District Plan will provide a source of funding for public realm enhancements that may:

- ◆ Support development of services and amenities that complement new and renovated housing such as open space, community centers, recreational, arts, and cultural centers, and music and sporting venues and are reflective of and attractive to a diverse demographic.
- ◆ Implement placemaking strategies to support activation (new and existing), including via car-free zones.
- ◆ Implement public art initiatives to support art walks and events.

The Plan could therefore support implementation of Policy 3.11 and is consistent with this Policy.

CENTERS

Policy 3.12 Role of centers

Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.

Finding: The proposed Lloyd-Holladay TIF District is within the Central City designation of the Comprehensive Plan's Centers shown in Figure 3-3. Projects proposed in the TIF District Plan will support development or redevelopment of commercial sites, housing, employment, and gathering places throughout the Central City. The TIF District is consistent with Policy 3.12.

Policy 3.13 Variety of centers

Plan for a range of centers across the city to enhance local, equitable access to services, and expand housing opportunities.

Finding: No new centers are proposed with the Lloyd-Holladay TIF District Plan. Policy 3.13 does not apply.

Policy 3.14 Housing in centers

Provide housing capacity for enough population to support a broad range of commercial services, focusing higher-density housing within a half-mile of the center core.

Finding: The Lloyd-Holladay TIF District is within the Central City area designated in the Comprehensive Plan's centers shown in Figure 3-3. The TIF District Plan aims to support development, redevelopment, and renovation of high-density housing (including affordable and middle-income multi-unit buildings) throughout the TIF District by providing funding through gap financing and investing in infrastructure that supports new development. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.14.



Policy 3.15 Investments in centers

Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

Finding: The establishment of the Lloyd-Holladay TIF District will authorize in investments in infrastructure, economic development, and community services in the Central City designated in the Comprehensive Plan's centers shown in Figure 3-3. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.15.

Policy 3.16 Government services

Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.

Finding: The Lloyd-Holladay TIF District Plan supports investments in commercial development and affordable housing that could provide opportunities for services like daycares, health services, and other government services. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.16.

Policy 3.17 Arts and culture

Ensure that land use plans and infrastructure investments allow for and incorporate arts, culture, and performance arts as central components of centers.

Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding for public realm enhancements that may be used to support inclusive placemaking, connectivity, accessibility, and signage improvements, and public art initiatives to support art walks and events. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.17.

Policy 3.18 Accessibility

Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices such as wheelchairs, safe and attractive for people of all ages and abilities.

Finding: The Lloyd-Holladay TIF District Plan will support connected, safe, attractive, and accessible development within the within the TIF District. Proposed projects include street improvements to enhance access for a variety of modes of transportation and users of all ages, and improvements to enhance accessibility for people with mobility challenges. These projects will help make the TIF District safer and more appealing for biking, walking, and rolling. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.18.

Policy 3.19 Center connections

Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by pedestrian trails and sidewalks, bicycle sharing, bicycle routes, frequent and convenient transit, and electric vehicle charging stations. Prepare and adopt future street plans for centers that currently have poor street connectivity, especially where large commercial parcels are planned to receive significant additional housing density.



Finding: No changes are proposed to the location of centers, the existing planned routes or networks between centers, or to future street plans. However, the Lloyd-Holladay TIF District Plan does provide funding to support street improvements that serve and provide better access to new district development in the TIF District and enhance access for a variety of modes of transportation and users (Lloyd-Holladay TIF District Plan, Chapter 3.1). The Lloyd-Holladay Plan supports the City’s implementation of Policy 3.19 and is consistent with this policy.

Policy 3.20 Green infrastructure in centers

Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.

Finding: The Lloyd-Holladay TIF District Plan is located in the Central City and will authorize funding for innovative infrastructure to meet sustainability and climate goals, as well as signage, connectivity, and accessibility improvements within the TIF District (Lloyd-Holladay TIF District Plan, Chapter 3.1). The TIF District Plan will support the City’s implementation of Policy 3.20 and is consistent with this policy.

CENTRAL CITY

Policy 3.21 Role of the Central City

Encourage continued growth and investment in the Central City, and recognize its unique role as the region’s premier center for jobs, services, and civic and cultural institutions that support the entire city and region.

Policy 3.22 Model Urban Center

Promote the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can concurrently provide equitable benefits to human health, the natural environment, and the local economy.

Policy 3.23 Central City employment

Encourage the growth of the Central City’s regional share of employment and continue its growth as the region’s unique center for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

Policy 3.24 Central City housing

Encourage the growth of the Central City as Portland’s and the region’s largest center with the highest concentrations of housing and with a diversity of housing options and services. See also Policy 5.32.

Policy 3.25 Transportation hub

Enhance the Central City as the region’s multimodal transportation hub and optimize regional access as well as the movement of people and goods among key destinations.



Policy 3.26 Public places

Promote public places and the Willamette River waterfront in the Central City as places of business and social activity and gathering for the people of its districts and the broader region.

Finding: Policies 3.21 through 3.26 provide direction on the desired characteristics and functions of the Central City. The Lloyd-Holladay TIF District is located within the Central City. The Lloyd-Holladay TIF District Plan does not amend the zoning code or map designations, or transportation or park plans that implement these policies. However, the TIF District plan will support the development of employment and commercial services, a wide range of housing types, services and amenities, multimodal transportation options, and enhanced public spaces within the TIF District (Lloyd-Holladay TIF District Plan, Chapter 4.2). These projects are intended to strengthen the Central City as a location for job creation, expand economic opportunities, promote livable mixed-use neighborhoods, and improve access and connectivity to public places. The Lloyd-Holladay TIF District Plan is therefore consistent with Policies 3.21 through 3.26.

GATEWAY REGIONAL CENTER

Policy 3.27 Role of Gateway

Policy 3.28 Housing

Policy 3.29 Transportation

Policy 3.30 Public places

Finding: Policies 3.27 through 3.30 pertain to the Gateway Regional Center. The proposed TIF District is not within the Gateway Regional Center. Policies 3.27 through 3.30 do not apply.

TOWN CENTERS

Policy 3.31 Role of Town Centers

Policy 3.32 Housing

Policy 3.33 Transportation

Policy 3.34 Public places

Finding: Policies 3.31 through 3.34 apply within Town Centers. The proposed TIF District does not encompass any of the Town Centers shown on Figure 3-3 of the Comprehensive Plan. Policies 3.31 through 3.34 do not apply.

NEIGHBORHOOD CENTERS

Policy 3.35 Role of Neighborhood Centers

Policy 3.36 Housing

Policy 3.37 Transportation

Policy 3.38 Public places

Finding: Policies 3.35 through 3.38 apply to Neighborhood Centers. There are no neighborhood centers within the proposed Lloyd-Holladay TIF District. Policies 3.35 through 3.38 do not apply.



INNER RING DISTRICTS

Policy 3.39 Growth

Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.

Policy 3.40 Corridors

Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.

Policy 3.41 Distinct identities

Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use and expand existing historic preservation and design review tools to accommodate growth in ways that identify and preserve historic resources and enhance the distinctive characteristics of the Inner Ring Districts, especially in areas experiencing significant development.

Policy 3.42 Diverse residential areas

Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with existing historic properties in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow. Apply base zones in a manner that takes historic character and adopted design guidelines into account.

Policy 3.43 Active transportation

Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

Finding: Policies 3.39 through 3.43 provide direction on the desired characteristics, identifies, and functions of Inner Ring Districts. The Lloyd-Holladay TIF District is located within the Inner Ring District as shown in Figure 3-3 of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan does not amend the zoning code or map designations, transportation plans, or historic resource and design review tools that implement these polices. However, the TIF District Plan will authorize funding for housing and economic development projects that will support the expanded and diversified housing and employment opportunities within the District. The Plan's infrastructure and signage projects aim to make improvements to support activations within the TIF District, including catalyzing large-scale development opportunity sites like Lloyd Center and priority areas such as the Blumenauer Bridge and Holladay Park. The TIF District Plan's street improvements will support safe pedestrian and bike connections through the Central City. The Lloyd-Holladay TIF District Plan will therefore support the desired growth, opportunities, access, and identity of the Inner Ring District and is consistent with Policies 3.39 through 3.43.



CORRIDORS

Policy 3.44 Growth and mobility

Coordinate transportation and land use strategies along corridors to accommodate growth and mobility needs for people of all ages and abilities.

Policy 3.45 Connections

Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.

Policy 3.46 Design

Encourage street design that balances the important transportation functions of corridors with their roles as the setting for commercial activity and residential living.

Policy 3.47 Green infrastructure in corridors

Enhance corridors with distinctive green infrastructure, including landscaped stormwater facilities, extensive tree plantings, and other landscaping that both provide environmental function and contribute to a quality pedestrian environment.

Finding: Policies 3.44 through 3.47 provide direction on the desired characteristics and functions of corridors as well as street design and future land use changes. The Lloyd-Holladay TIF District Plan does not change the location of adopted corridors, affect transportation facility design or green infrastructure programs or standards, or amend the TSP. The projects identified in the Lloyd-Holladay TIF District Plan provide funding for multimodal transportation improvements and innovative infrastructure within the TIF District, which includes the NE Martin Luther King Jr. Boulevard and NE Broadway Civic Corridors. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.44 through 3.47.

CIVIC CORRIDORS

Policy 3.48 Integrated land use and mobility

Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.

Policy 3.49 Design great places

Improve public streets and sidewalks along Civic Corridors to support the vitality of business districts, create distinctive places, provide a safe, healthy, and attractive pedestrian environment, and contribute to quality living environments for residents.

Policy 3.50 Mobility corridors

Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.



Finding: Policies 3.48 through 3.50 provide direction on the desired characteristics, functions, and street design of Civic Corridors. The Lloyd-Holladay TIF District Plan does not change the boundary of corridors on the Urban Design Framework, affect transportation facility design, or amend the TSP. The TIF District includes NE Martin Luther King Jr. Boulevard and NE Broadway which are both Civic Corridors. The TIF District Plan identifies these two corridors as priority areas to implement signage, connectivity, and accessibility improvements that would contribute to a safe, healthy, and attractive pedestrian environment. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.48 through 3.50.

Policy 3.51 Freight

Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

Finding: The Lloyd-Holladay TIF District includes NE Martin Luther King Jr. Boulevard which is both a Civic Corridor, as shown in Figure 3-2 of the Comprehensive Plan, as well as a Priority Truck Street, designated in the City's Transportation System Plan. The TIF District Plan does not change the designation or applicable standards for Major or Priority Truck Streets. Any right of way investments will be coordinated with PBOT and consistent with the Transportation System Plan. Policy 3.51 does not apply.

NEIGHBORHOOD CORRIDORS

Policy 3.52 Neighborhood Corridors

Enhance Neighborhood Corridors as important places that support vibrant neighborhood business districts with quality multi-family housing, while providing transportation connections that link neighborhoods.

Finding: The Lloyd-Holladay TIF District does not overlap with any Neighborhood Corridors shown in Figure 3-2 of the Comprehensive Plan. Policy 3.52 does not apply.

TRANSIT STATION AREAS

Policy 3.53 Transit-oriented development

Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations.

Policy 3.54 Community connections

Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities (including bike sharing) to provide safe and accessible connections to key destinations beyond the station area.

Policy 3.55 Transit station area safety

Design transit areas to improve pedestrian, bicycle, and personal safety.



Policy 3.56 Center stations

Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.

Policy 3.57 Employment stations

Encourage concentrations of jobs and employment focused land uses in and around stations in employment-zoned areas.

Policy 3.58 Transit neighborhood stations

Encourage concentrations of mixed-income residential development and supportive commercial services close to transit neighborhood stations. Transit neighborhood stations serve mixed-use areas that are not in major centers.

Policy 3.59 Destination stations

Enhance connections between major destinations and transit facilities and strengthen the role of these station areas as places of focused activity.

Finding: Policies 3.53 through 3.59 relate to transit station planning, supportive active transportation infrastructure, and future land use changes. The Lloyd-Holladay TIF District Plan does not change the boundary of station areas on the Urban Design Framework or amend the TSP. The TIF District does not contain any center stations, employment stations, transit neighborhood stations, or destination stations identified in Figure 3-4 of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan supports creation of affordable housing and economic development so that more people can live close to transit, shop close to transit within the TIF District and support transit service. The Lloyd-Holladay TIF District Plan is therefore consistent with Policies 3.53 through 3.59.

CITY GREENWAYS

Policy 3.60 Connections

Policy 3.61 Integrated system

Policy 3.62 Multiple benefits

Policy 3.63 Design

Finding: Policies 3.60 through 3.63 relate to the establishment and design of the City greenway network. No additional greenways are proposed and no changes are proposed to greenway design guidelines or standards. The Lloyd-Holladay TIF District Plan will, however, provide a source of funding for public space enhancements and greenways including the Green Loop and Holladay Park improvements. Policies 3.60 through 3.63 do not apply.



URBAN HABITAT CORRIDORS

Policy 3.64 Urban habitat corridors

Policy 3.65 Habitat connection tools

Policy 3.66 Connect habitat corridors

Finding: Habitat corridors are mapped on Figure 3-6 of the Comprehensive Plan. The City has an adopted Natural Resources Inventory (NRI) that provides a basis for establishing future habitat corridors and enhancing connectivity. The City's environmental overlay zone regulations are the implementing regulatory tools to preserve natural resources and their ecosystem services, particularly in relationship habitat areas. The Lloyd-Holladay TIF District Plan does not amend either the NRI or the existing environmental zone regulations. Habitat corridors also include tree canopy. The Lloyd-Holladay TIF District Plan does not change Title 11 tree preservation and tree density requirements that apply in development situations. In addition, the Lloyd-Holladay TIF District Plan does not change the building coverage or minimum landscaped area standards of any zone. Policies 3.64 through 3.66 do not apply.

EMPLOYMENT AREAS

Policy 3.67 Employment area geographies

Consider the land development and transportation needs of Portland's employment geographies when creating and amending land use plans and making infrastructure investments.

Finding: The Lloyd-Holladay TIF District is located within the Central City employment area, shown in Figure 3-7 of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan does not change the use allowances or development standards of the zones in these employment areas. The TIF District Plan will authorize funding for infrastructure improvements to support vertical development in the TIF District including "new streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve new district development at Lloyd Center and other large Lloyd-Holladay sites." The Lloyd-Holladay TIF District Plan is therefore consistent with Policy 3.67.

Policy 3.68 Regional Truck Corridors

Enhance designated streets to accommodate forecast freight growth and support intensified industrial use in nearby freight districts. See Figure 3-7 — Employment Areas. Designated regional truckways and priority truck streets (Transportation System Plan classifications are shown to illustrate this network).

Finding: The Lloyd-Holladay TIF District does not include any regional truckways or priority truck streets shown on Figure 3-7 of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan does not amend the Citywide System Plan or the Transportation System Plan and therefore does not change Portland's approach to regional truck corridors. Policy 3.68 does not apply.



PATTERN AREAS

RIVERS PATTERN AREA

Policy 3.69 Historic and multi-cultural significance

Policy 3.70 River transportation

Policy 3.71 Recreation

Policy 3.72 Industry and port facilities

Policy 3.73 Habitat

Policy 3.74 Commercial activities

Policy 3.75 River neighborhoods

Policy 3.76 River access

Policy 3.77 River management and coordination

Policy 3.78 Columbia River

Policy 3.79 Willamette River North Reach

Policy 3.80 Willamette River Central Reach

Policy 3.81 Willamette River South Reach

Policy 3.82 Willamette River Greenway

Finding: Policies 3.69 through 3.82 provide direction on the desired characteristics and functions of the Rivers Pattern Area, which includes areas along the Willamette and Columbia Rivers. The Lloyd-Holladay TIF District does not intersect with or encompass either the Willamette River or Columbia River. No changes are proposed to the River Overlay Zone code or map (Portland Zoning Code, Chapter 33.475). Policies 3.69 through 3.82 do not apply.

CENTRAL CITY PATTERN AREA

Policy 3.83 Central City districts

Enhance the distinct identities of the Central City's districts.

Finding: Policy 3.83 is largely carried out through design review within the Central City design districts. The Lloyd-Holladay TIF District Plan does not affect implementation of design review, and any development that occurs within the Lloyd-Holladay TIF District would be subject to design review procedures.

The Lloyd-Holladay TIF District Plan allocates funding to projects that improve or enhance signage, placemaking, services and amenities, and other public realm improvements throughout the TIF District. The Plan supports implementation of Policy 3.83 and is therefore consistent with this policy. See the findings for the Central City 2035 Plan, Section 5 of this report, for more information.

Policy 3.84 Central City river orientation

Enhance and strengthen access and orientation to the Willamette River in the Central City and increase river focused activities.

Finding: The Lloyd-Holladay TIF District does not intersect with or encompass either the Willamette River or Columbia River. Policy 3.84 does not apply.



Policy 3.85 Central City pedestrian system

Maintain and expand the Central City's highly interconnected pedestrian system.

Finding: The Lloyd-Holladay TIF District Plan prioritizes signage, connectivity, and accessibility improvements, emphasizing solutions usable for all age groups and mobility needs. The TIF District Plan's priority project areas that support the Central City's highly interconnected pedestrian system are:

- ◆ Connectivity and activation along NE 12th Avenue, including across Interstate 84.
- ◆ Blumenauer Bridge
- ◆ Holladay Park

The Lloyd-Holladay TIF District is consistent with Policy 3.85.

Policy 3.86 Central City bicycle system

Expand and improve the Central City's bicycle system.

Finding: Policies 3.85 and 3.86 are implemented by the Bureau of Transportation through the Transportation System Plan (TSP). No changes are proposed to the City's TSP. The Lloyd-Holladay TIF District will provide a source of funding for street improvements that improve multimodal access throughout the TIF District, so supports implementation of these policies. The Lloyd-Holladay TIF District is therefore consistent with Policy 3.86.

INNER NEIGHBORHOODS PATTERN AREA

Policy 3.87 Inner Neighborhoods main streets

Policy 3.88 Inner Neighborhoods street patterns

Policy 3.89 Inner Neighborhoods infill

Policy 3.90 Inner Neighborhoods active transportation

Policy 3.91 Inner Neighborhoods residential areas

Finding: The Lloyd-Holladay TIF District is not located within the Inner Neighborhoods Pattern area shown in Figure 3-8 of the Comprehensive Plan. Policies 3.87 through 3.91 do not apply.

EASTERN NEIGHBORHOODS PATTERN AREA

Policy 3.92 Eastern Neighborhoods street, block, and lot pattern

Policy 3.93 Eastern Neighborhoods site development

Policy 3.94 Eastern Neighborhoods trees and natural features

Policy 3.95 Eastern Neighborhoods buttes

Policy 3.96 Eastern Neighborhoods corridor landscaping

Policy 3.97 Eastern Neighborhoods active transportation

Finding: The Lloyd-Holladay TIF District is not located within the Eastern Neighborhoods Pattern area shown in Figure 3-8 of the Comprehensive Plan. Policies 3.92 through 3.97 do not apply.



WESTERN NEIGHBORHOODS PATTERN AREA

Policy 3.98 Western Neighborhoods village character

Policy 3.99 Western Neighborhoods active transportation

Policy 3.100 Western Neighborhoods development

Policy 3.101 Western Neighborhoods habitat corridors

Policy 3.102 Western Neighborhoods trails

Finding: Policies 3.98 through 3.102 apply to the Western Neighborhoods, shown in Figure 3-8 of the Comprehensive Plan. The proposed TIF District does not intersect with any Western Neighborhoods. These policies do not apply.

Chapter 4: Design and Development

Goals

Goal 4.A: Context-sensitive design and development

Goal 4.B: Historic and cultural resources

Goal 4.C: Human and environmental health

Goal 4.D: Urban resilience

Finding: The goals and policies of Chapter 4 are intended to encourage development that respects context, preserves historic and cultural resources, reduces carbon emissions, improves resource efficiency, minimizes risk from natural hazards, limits impacts to wildlife and natural systems, and integrates nature into the urban environment. Goals 4.A through 4.D address site and building design in development situations. This TIF District Plan does not include specific new development designs. All future projects within the District will need to meet applicable development and design standards, as environmental and historic resource overlay zone requirements, of the City of Portland's Zoning Code and permitting process. These goals do not apply.

Policies

CONTEXT

Policy 4.1 Pattern areas.

Policy 4.2 Community identity.

Policy 4.3 Site and context.

Policy 4.4 Natural features and green infrastructure.

Policy 4.5 Pedestrian-oriented design.

Policy 4.6 Street orientation.

Policy 4.7 Development and public spaces.

Policy 4.8 Alleys

Policy 4.9 Transitional urbanism.

Finding: Policies 4.1 through 4.9 are intended to guide building and site design site and building design in development situations, and support designing development to contribute to the quality of the public realm of streets and other open spaces and natural



areas. The Lloyd-Holladay TIF District Plan does not include new development and does not amend any development/design standards or programs that implement these policies. Policies 4.1 through 4.9 do not apply.

HEALTH AND SAFETY

Policy 4.10 Design for active living.

Policy 4.11 Access to light and air.

Policy 4.12 Privacy and solar access.

Policy 4.13 Crime-preventive design.

Policy 4.14 Fire prevention and safety.

Policy 4.15 Residential area continuity and adaptability.

Policy 4.16 Scale and patterns.

Policy 4.17 Demolitions.

Policy 4.18 Compact single-family options.

Policy 4.19 Resource efficient and healthy residential design and development.

Finding: Policies 4.10 through 4.19 are intended to guide building and site design to protect the health and livability of building users and neighbors, including minimizing risks of crime and fire. The Lloyd-Holladay TIF District Plan does not amend or impact any existing public safety and security services plans, strategies, or protocols that implement this policy. It also does not amend development or design standards, or programs related to design, accessibility, and safety. Policies 4.10 through 4.19 do not apply.

DESIGN AND DEVELOPMENT OF CENTERS AND CORRIDORS

Policy 4.20 Walkable scale.

Policy 4.21 Street environment.

Policy 4.22 Relationship between building height and street size.

Policy 4.23 Design for pedestrian and bicycle access.

Policy 4.24 Drive-through facilities.

Policy 4.25 Residential uses on busy streets.

Policy 4.26 Active gathering places.

Policy 4.27 Protect defining features.

Finding: Policies 4.20 through 4.27 address design and development in centers and along corridors. The policies provide guidance on development scale, streetscapes, and gathering spaces. The Lloyd-Holladay TIF District Plan does not amend development or design standards, or programs related to street design and the planning and creation of public gathering spaces. Future development within the area supported by the TIF District Plan will need to comply with the City's design and development standards related to development in centers and corridors. Policies 4.20 through 4.27 do not apply.



Policy 4.28 Historic buildings in centers and corridors.

Identify, protect, and encourage the use and rehabilitation of historic resources in centers and corridors.

Finding: The Lloyd-Holladay TIF District Plan does not amend the City’s historic resource preservation requirements. The Plan does provide a source of funding for tenant and façade improvements, renovation of commercial buildings, including unreinforced masonry buildings (URMs) and seismic upgrades that may be applicable for older buildings. The Lloyd-Holladay TIF District Plan could therefore support implementation of Policy 4.28.

Policy 4.29 Public art.

Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods.

Finding: No specific new development is proposed at this time. However, the Lloyd-Holladay TIF District Plan will provide a source of funding for public realm improvements, including placemaking strategies that are reflective of and attractive to a diverse demographic to support activation, and implementing public art initiatives to support art walks and events. The Lloyd-Holladay TIF District Plan will therefore support implementation of Policy 4.29.

TRANSITIONS

Policy 4.30 Scale transitions.

Policy 4.31 Land use transitions.

Policy 4.32 Industrial edge.

Finding: Policies 4.30 through 4.32 address scale and use transitions, which are implemented through the Zoning Code and map. The Lloyd-Holladay TIF District Plan does not change any existing building scale, setback or landscaping standards that apply where zoning designations transition. Policies 4.30-4.32 do not apply.

OFF-SITE IMPACTS

Policy 4.33 Off-site impacts.

Policy 4.34 Auto-oriented facilities, uses, and exterior displays.

Policy 4.35 Noise impacts.

Policy 4.36 Air quality impacts.

Policy 4.37 Diesel emissions.

Policy 4.38 Light pollution.

Policy 4.39 Airport noise.

Policy 4.40 Telecommunication facility impacts.

Finding: Policies 4.33 through 4.40 generally address impacts that can negatively affect adjacent residential uses and areas. They are implemented through design and impact-related performance standards in the zoning code. Current base zone development



standards address potential off-site impacts through existing setback requirements, tree density standards, limitations on commercial uses and signage. Offsite impacts are additionally addressed in Chapter 33.262. Existing regulations in the Portland International Airport Noise Impact Zone (33.470) are unchanged, and areas with high noise impacts (68 and higher DNL) where new residential uses are prohibited are unaffected by the Lloyd-Holladay TIF District Plan.

The Lloyd-Holladay TIF District Plan does not change any site or building design regulations, or any of the specific implementing regulations related to these policies. Policies 4.33-4.40 do not apply.

SCENIC RESOURCES

Policy 4.41 Scenic resources.

Policy 4.42 Scenic resource protection.

Policy 4.43 Vegetation management.

Policy 4.44 Building placement, height, and massing.

Policy 4.45 Future development.

Finding: The City has designated scenic resources in an adopted inventory and protects them through an overlay zone (Chapter 33.480) which addresses landscaping, setbacks, screening, building facades and tree removal. The Lloyd-Holladay TIF District Plan does not amend these scenic resource regulations. Policies 4.41-4.45 do not apply.

HISTORIC AND CULTURAL RESOURCES

Policy 4.46 Historic and cultural resource protection.

Policy 4.47 State and federal historic resource support.

Policy 4.48 Continuity with established patterns.

Policy 4.49 Resolution of conflicts in historic districts.

Policy 4.50 Demolition.

Policy 4.51 City-owned historic resources.

Policy 4.52 Historic Resources Inventory.

Policy 4.53 Preservation equity.

Finding: Policies 4.46 through 4.53 address historic and cultural resources. The City's regulations for historic and cultural resource preservation are found in Chapter 33.445. While there are historic landmarks, resources, and districts within the Lloyd-Holladay TIF District, no changes to these historic resources inventories, regulations, or programs are proposed with the Lloyd-Holladay TIF District Plan. Policies 4.46 through 4.53 do not apply.

Policy 4.54 Cultural diversity.

Work with Portland's diverse communities to identify and preserve places of historic and cultural significance.



Policy 4.55 Cultural and social significance.

Encourage awareness and appreciation of cultural diversity and the social significance of both beautiful and ordinary historic places and their roles in enhancing community identity and sense of place.

Finding: The TIF District Plan authorizes fundings for arts, culture and signage within the TIF District, which could include opportunities to include historical and cultural art and signage in TIF investments to celebrate and represent diverse communities. These projects support implementation of Policies 4.54 and 4.55, therefore the Lloyd-Holladay TIF District is consistent with these policies.

Policy 4.56 Community structures.

Encourage the adaptive reuse of historic community structures, such as former schools, meeting halls, and places of worship, for arts, cultural, and community uses that continue their role as anchors for community and culture.

Policy 4.57 Economic viability.

Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.

Finding: Policies 4.56 and 4.57 provide direction on the adaptive reuse of historic structures and resources. No specific adaptive reuse of historic resources is proposed at this time. However, the Lloyd-Holladay TIF District Plan does allocate funding that could be used in the historic districts for tenant and façade improvements to support small business stabilization and growth, with a focus on ground floor tenanting and key commercial and retail districts. The Lloyd-Holladay TIF District Plan could therefore support implementation of Policies 4.56 and 4.57.

Policy 4.58 Archaeological resources.

Protect and preserve archaeological resources, especially those sites and objects associated with Native American cultures. Work in partnership with tribal nations, Native American communities, and the state to protect against disturbance to Native American archaeological resources.

Finding: Policy 4.58 addresses protection and preservation of archaeological resources. The City's regulations for protection and preservation of archaeological resources are found in Chapter 33.445. No changes to these requirements are proposed through the Lloyd-Holladay TIF District Plan. Policy 4.58 does not apply.

PUBLIC ART

Policy 4.59 Public art and development.

Create incentives for public art as part of public and private development projects.

Finding: The Lloyd-Holladay TIF District Plan does not create incentives for public art as part of public and private development projects and does not change or affect any



existing incentives the City has in place to implement this policy. Policy 4.59 does not apply.

RESOURCE-EFFICIENT DESIGN AND DEVELOPMENT

Policy 4.60 Rehabilitation and adaptive reuse.

Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.

Policy 4.61 Compact housing.

Promote the development of compact, space- and energy efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

Policy 4.62 Seismic and energy retrofits.

Promote seismic and energy-efficiency retrofits of historic buildings and other existing structures to reduce carbon emissions, save money, and improve public safety.

Policy 4.63 Life cycle efficiency.

Encourage use of technologies, techniques, and materials in building design, construction, and removal that result in the least environmental impact over the life cycle of the structure.

Policy 4.64 Deconstruction.

Encourage salvage and reuse of building elements when demolition is necessary or appropriate.

Policy 4.65 Materials and practices.

Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy efficient building practices.

Policy 4.66 Water use efficiency.

Encourage site and building designs that use water efficiently and manage stormwater as a resource.

Policy 4.67 Optimizing benefits.

Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.

Policy 4.68 Energy efficiency.

Encourage and promote energy efficiency significantly beyond the Statewide Building Code and the use of solar and other renewable resources in individual buildings and at a district scale.

Policy 4.69 Reduce carbon emissions.

Encourage a development pattern that minimizes carbon emissions from building and transportation energy use.



Policy 4.70 District energy systems.

Encourage and remove barriers to the development and expansion of low-carbon heating and cooling systems that serve multiple buildings or a broader district.

Policy 4.71 Ecodistricts.

Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.

Policy 4.72 Energy-producing development.

Encourage and promote development that uses renewable resources, such as solar, wind, and water to generate power on-site and to contribute to the energy grid.

Finding: Policies 4.60 through 4.72 address resource efficiency and resilience and are primarily related to building design. This includes consideration of energy use, water use, use of recycled and healthy building materials, seismic standards, and adoptive re-use. The Lloyd-Holladay TIF District Plan does not amend any existing design or development standards that have an impact on resource efficiency. The Lloyd-Holladay TIF District Plan also does not impact programs related to water or energy efficiency, recycling, or seismic resiliency. The Plan will provide a future funding source that could be used for rehabilitation and preservation of existing regulated housing, improvements to unreinforced masonry buildings (URMs), seismic upgrades, and other climate resilience related improvements (see Chapter 4.2 of the Lloyd-Holladay TIF District Plan). Therefore, the Lloyd-Holladay TIF District Plan is consistent with these policies.

DESIGNING WITH NATURE

Policy 4.73 Design with nature.

Policy 4.74 Flexible development options.

Policy 4.75 Low-impact development and best practices.

Policy 4.76 Impervious surfaces.

Policy 4.77 Hazards to wildlife.

Policy 4.78 Access to nature.

Policy 4.79 Natural hazards and climate change risks and impacts.

Policy 4.80 Geological hazards.

Policy 4.81 Disaster-resilient development.

Policy 4.82 Portland Harbor facilities.

Policy 4.83 Urban heat islands.

Policy 4.84 Planning and disaster recovery.

Finding: Policies 4.73 through 4.78 are intended to encourage development design to incorporate natural features and functions. These policies address site and building design and access to nature. The Lloyd-Holladay TIF District Plan does not amend existing design or development standards that implement these policies and does not propose specific new development. Policies 4.73 to 4.78 do not apply.



HEALTHY FOOD

Policy 4.85 Grocery stores and markets in centers.

Policy 4.86 Neighborhood food access.

Policy 4.87 Growing food.

Policy 4.88 Access to community gardens.

Finding: Policies 8.85 through 4.88 address ways that programs and land use plans can facilitate better access to healthy food. The Lloyd-Holladay TIF District Plan does not change any programs related to food access or change retail allowances or zoning that would directly affect food access. Policies 8.85 through 4.88 do not apply.

Chapter 5: Housing

Goals

Goal 5.A: Housing diversity

Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.

Finding: The Lloyd-Holladay TIF District Plan expands housing diversity by authorizing funding that supports the preservation and creation of affordable housing (at a minimum 45 percent of TIF revenue according to City policy) and creates a source of gap financing for middle-income multi-unit housing. This additional funding would allow Portland residents greater opportunity to access housing that suits their needs, preferences, and financial capabilities. The Lloyd-Holladay TIF District Plan is consistent with Goal 5.A.

Goal 5.B: Equitable access to housing

Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults.

Finding: Improving equitable access to housing in the Lloyd-Holladay TIF District is embedded throughout the TIF District Plan's values, goals, and proposed projects/major activities (Lloyd-Holladay TIF District Plan, Chapters 2.1, 2.2, 2.3).

- ◆ Values:
 - Equity, Inclusivity, and Accessibility
 - Community Stabilization and Prosperity
 - Quality Housing for Full Range of Incomes Throughout Central City
- ◆ Vision:



- The Central City is a successful dense mixed-use center composed of unique, livable neighborhoods with housing, services, and amenities that support the needs of people of all ages, incomes, and abilities.
- Affordable housing supply maintains and supports the area’s growing racial, cultural, and economic diversity.
- Vulnerable populations concentrated within the Central City are supported with access to needed human and health services.
- ◆ Goals:
 - Support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity.
 - Encourage the production of housing to take advantage of the Central City’s unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.
 - Create attractive, dense, high-quality affordable housing that accommodates a broad range of needs, preferences, abilities, and financial capability in terms of different types, tenures, sizes, costs, and locations. Support new housing opportunities for students, families, older adults and the unmet needs of extremely low and very low-income households.
 - Maintain the economic and cultural diversity of the district and minimize or mitigate involuntary displacement resulting from new development.
 - Design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation, and the density of development needed to support these economically.

The proposed funding to support affordable housing projects in the Lloyd-Holladay TIF District Plan will advance the goal of improving equitable access for housing in the TIF District. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 5.B.

Goal 5.C: Healthy connected city

Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by safe, convenient, and affordable multimodal transportation.

Finding: Goal 5.C. directs the City to encourage the development of housing in and around complete neighborhoods that have access to transit, bikeways, and sidewalks. The Lloyd-Holladay TIF District Plan is consistent with a healthy connected city and human health because it focuses on providing safe, decent, and affordable housing options, increasing housing capacity, and enhancing multimodal transportation access



throughout the TIF District. The Lloyd-Holladay TIF District Plan provides funding to increase housing opportunities, support development of services and amenities that complement new and renovated housing, and enhance bicycle and pedestrian connectivity to goods and services that meet daily needs. The Lloyd-Holladay TIF District Plan is consistent with Goal 5.C.

Goal 5.D: Affordable housing

Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.

Finding: The Lloyd-Holladay TIF District Plan will help increase the supply of affordable housing within the TIF District to meet the needs of residents. The TIF District Plan authorizes funding to support development of new affordable multi-dwelling residential uses. In accordance with City policy, the TIF District Plan identifies creating and preserving rental housing with a focus on households earning less than 60 percent of area median income, and homeownership with a focus on households earning 80 to 100 percent or less of area median income (depending on home size). The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 5.D.

Goal 5.E: High-performance housing

Portland residents have access to resource-efficient and high-performance housing for people of all abilities and income levels.

Finding: The Lloyd-Holladay TIF District Plan does not modify any development or building standards that ensure housing is energy-efficient or resource-efficient. Forty-five percent of funding authorized by the Lloyd-Holladay TIF District Plan is allocated to the Portland Housing Bureau, which could be used to support implementation of this policy. TIF funds allocated to Prosper Portland can also be used to support middle-income housing for households at 80-120% of AMI. The Lloyd-Holladay TIF District Plan is therefore consistent with Goal 5.E

Policies

Policy 5.1 Housing supply.

Policy 5.2 Housing growth.

Finding: Policies 5.1 and 5.2 provide direction on managing housing supply and growth citywide. The Lloyd-Holladay TIF District plan does not affect the implementation of these policies as it does not propose changes to the City's zoning code, zoning map, or housing needs analysis. Policies 5.1 and 5.2 do not apply.

Policy 5.3 Housing potential.

Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.



Finding: Policy 5.3 directs the City to evaluate plans and investments for their impact on housing capacity. The Lloyd-Holladay TIF District Plan provides significant funding (a minimum of 45 percent of the TIF revenues) that can be used to create new affordable housing supply to serve low-income households and to stabilize existing affordable housing. The TIF District Plan also creates a source of funding to provide gap financing for middle-income housing. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.3.

Policy 5.4 Housing types.

Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.

Finding: Funding from the Lloyd-Holladay TIF District may be used to support development of new middle-income and affordable multi-dwelling residential uses which are included in the Plan’s project list, including family-sized units and accessible units. The TIF District Plan therefore consistent with Policy 5.4.

Policy 5.5 Housing in centers.

Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing options.

Finding: The Lloyd-Holladay TIF District Plan does not amend zoning in and around centers. Policy 5.5 does not apply.

Policy 5.6 Middle housing.

Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

Finding: The Lloyd-Holladay TIF District Plan does not specifically address middle housing but provides support for affordable housing and expanding middle-income housing choices in the Central City. This range of options accommodates a diversity of income levels, creating more housing choice within the TIF District. In addition to the City’s set-aside policy to allocate 45 percent of TIF funds to affordable housing, additional TIF funds allocated to Prosper Portland can also be used to support middle-income housing for households at 80-120 percent of AMI. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.6.



Policy 5.7 Adaptable housing.

Encourage adaptation of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.

Policy 5.8 Physically-accessible housing.

Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers, station areas, and other places that are proximate to services and transit.

Policy 5.9 Accessible design for all.

Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, through the use of Universal Design Principles.

Finding: Policies 5.7 through 5.9 encourage adaptable and accessible housing through new construction and retrofitting. The Lloyd-Holladay TIF District Plan provides a source of funding to support the development of new affordable and middle-income multi-dwelling development which include accessible units. The TIF District Plan will therefore support implementation of Policies 5.7 through 5.9. The Lloyd-Holladay TIF District Plan is consistent with these Policies 5.7 through 5.9.

HOUSING ACCESS

Policy 5.10 Coordinate with fair housing programs.

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

Finding: The Lloyd-Holladay TIF District Plan encourages and enhances housing choice by providing additional housing implementation resources to the Portland Housing Bureau to be dedicated within the TIF District. The Portland Housing Bureau will pursue projects while following policy 5.10 of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.10

Policy 5.11 Remove barriers.

Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.

Finding: The Lloyd-Holladay TIF District Plan does not affect the City's plans and procedures to address regulatory barriers, such as through the Housing Regulatory Relief Project. Policy 5.11 does not apply.

Policy 5.12 Impact analysis.

Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected



classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.13 Housing stability.

Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

Policy 5.14 Preserve communities.

Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.

Policy 5.15 Gentrification/displacement risk.

Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.16 Involuntary displacement.

When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

Policy 5.17 Land banking.

Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

Policy 5.18 Rebuild communities.

Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.

Policy 5.19 Aging in place.

Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

Finding: Policies 5.12 through 5.19 require evaluation and analysis as to who will benefit and who will be burdened by a planning decision, including amendments to the Comprehensive Plan, the Comprehensive Plan Map, the Zoning Code, and the Zoning Map. No amendments to the Comprehensive Plan, the Comprehensive Plan Map, the Zoning Code, and the Zoning Map are proposed with the Lloyd-Holladay TIF District Plan.

Policies 5.12 through 5.19 also direct the City take steps to avoid and mitigate displacement and stabilize communities impacted by involuntary displacement. The



Lloyd-Holladay District Plan includes a goal to maintain the economic and cultural diversity of the district and minimize or mitigate involuntary displacement resulting from new development (Lloyd-Holladay TIF District Plan, Chapter 2.3)

The TIF District Plan's proposes investments to support a range of multi-dwelling housing options affordable to low-income and middle-income residents (Lloyd-Holladay TIF District Plan, Chapter 3.1). The TIF District Plan's projects include new affordable housing development, the preservation and stabilization of existing affordable housing in the TIF District, as well as support for middle-income multi-dwelling residential development via conversion or new development. The Lloyd-Holladay TIF District Plan is therefore consistent with Policies 5.12 through 5.19.

HOUSING LOCATION

Policy 5.20 Coordinate housing needs in high-poverty areas.

Meet the housing needs of under-served and under-represented populations living in high-poverty areas by coordinating plans and investments with housing programs.

Finding: As demonstrated in the Lloyd-Holladay TIF District Report Attachment A, about 38 percent of TIF District households earn less than \$50,000, compared to the Portland average of 30 percent. Overall, Median Household Income in Portland is \$85,876 compared to \$75,066 in the TIF District. In addition, 52 percent of the TIF District's renter households experience housing cost burden, meaning they spend over 30 percent of their income on housing.

The Lloyd-Holladay TIF District Plan will provide a funding source for investment in affordable housing across the TIF District, with a priority for large opportunity sites including Lloyd Center, Portland Bottling (and associated properties), and the Regal Cinema and parking lot (Lloyd-Holladay TIF District Plan, Chapter 3.1). Per City policy, a minimum of 45 percent of all TIF revenues are allocated to the Portland Housing Bureau to preserve and create housing with a focus on serving households earning 60 percent or less of the Area Median Income. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.20.

Policy 5.21 Access to opportunities.

Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and underrepresented populations and an existing supply of affordable housing.

Policy 5.22 New development in opportunity areas.

Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities. See Figure 5-1 — Housing Opportunity Map.



Finding: Policies 5.21 and 5.22 support affordable housing in areas with access to opportunities. As shown on Figure 5-1 of the Comprehensive Plan, the Lloyd-Holladay TIF District is within a high opportunity area. The Lloyd-Holladay TIF District Plan allocates funding to develop new affordable housing and support connectivity improvements throughout the TIF District which will improve access to transportation, jobs, open spaces, schools, and supportive services and amenities. The Lloyd-Holladay TIF District Plan is consistent with Policies 5.21 and 5.22.

Policy 5.23 Higher-density housing.

Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.

Finding: The Lloyd-Holladay TIF District is located within the Central City. The Lloyd-Holladay TIF District Plan allocates funding to support development of multi-dwelling rental housing that supports higher densities near the Central City's services and amenities. The Lloyd-Holladay TIF District Plan is therefore consistent with Policy 5.23.

Policy 5.24 Impact of housing on schools.

Evaluate plans and investments for the effect of housing development on school enrollment, financial stability, and student mobility. Coordinate with school districts to ensure plans are aligned with school facility plans.

Finding: The Lloyd-Holladay TIF District Plan does not change or affect the Portland Public Schools Long-Range Facility Plan. Policy 5.24 does not apply.

HOUSING AFFORDABILITY

Policy 5.25 Housing preservation.

Preserve and produce affordable housing to meet needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.

Policy 5.26 Regulated affordable housing target.

Strive to produce and fund at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.

Policy 5.27 Funding plan.

Encourage development or financial or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.

Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding (at least 45 percent of TIF revenues) to support affordable housing in the TIF District, which includes funding to develop new affordable multi-dwelling residential uses including support like site acquisition and direct investment on large sites. The Lloyd-Holladay TIF District is consistent with Policies 5.25 through 5.27.



Policy 5.28 Inventory of regulated affordable housing.

Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington) region with Metro.

Finding: Policy 5.28 applies to ongoing intergovernmental coordination. The Lloyd-Holladay TIF District Plan does not affect the ability of the City to implement this policy. Policy 5.28 does not apply.

Policy 5.29 Permanently-affordable housing.

Increase the supply of permanently affordable housing, including both rental and homeownership opportunities.

Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding (at least 45 percent of TIF revenue according to City policy) to support implementation of the Portland Housing Bureau's affordable housing programs in the TIF District. This investment may allow the City to invest in permanently affordable housing as part of projects for creating and preserving regulated affordable housing. The Lloyd-Holladay TIF District is consistent with Policy 5.29.

Policy 5.30 Housing cost burden.

Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.

Finding: The Lloyd-Holladay TIF District Report Attachment A highlights that over half of the TIF District's renter households (52 percent) experience housing cost burden, meaning they spend over 30 percent of their income on housing. This issue is more pronounced in the TIF District compared to the City of Portland, where 48 percent of renter households experience housing cost burden.

The Lloyd-Holladay TIF District Plan allocates a minimum of 45 percent of its funding to affordable housing through Portland Housing Bureau programs per City policy, which will support the development and preservation of affordable housing in the TIF District. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.30.

Policy 5.31 Household prosperity.

Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation, education and training opportunities, the Central City, industrial districts, and other employment areas.

Policy 5.32 Affordable housing in centers.

Encourage income diversity in and around centers by allowing a mix of housing types and tenures.



Policy 5.33 Central City affordable housing.

Encourage the preservation and production of affordable housing in the Central City to take advantage of the area's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.

Finding: Policies 5.31 through 5.33 address affordable housing in centers and in the Central City specifically. The Lloyd-Holladay TIF District Plan will support development of affordable and middle-income housing, including family-sized units and accessible units, in the Central City. The TIF District Plan identifies large redevelopment opportunities as priority areas for these projects, including the Lloyd Center, Portland Bottling (and associated properties), and the Regal Cinema and parking lot. Expanded affordable housing options in these areas will provide residents with convenient access to transit and transportation, education and training opportunities, and employment areas. The Lloyd-Holladay TIF District Plan is consistent with Policies 5.31 through 5.33.

Policy 5.34 Affordable housing resources.

Pursue a variety of funding sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.

Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding (45 percent of TIF revenue) to support development and preservation of affordable housing in the TIF District. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.34.

Policy 5.35 Inclusionary housing.

Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing. Work to remove regulatory barriers that prevent the use of such tools.

Finding: The Lloyd-Holladay TIF District Plan does not change or affect the implementation of the City's inclusionary housing program or other regulatory tools that implement this policy. Policy 5.35 does not apply.

Policy 5.36 Impact of regulations on affordability.

Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.

Finding: The Lloyd-Holladay TIF District Plan does not alter the evaluation of how existing and new regulations affect private development of affordable housing and does not propose specific new regulations that could facilitate economically-exclusive neighborhoods. Policy 5.36 does not apply.

Policy 5.37 Mobile home parks.

Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and



impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.

Finding: There are no mobile home parks with the Lloyd-Holladay TIF District. Policy 5.37 does not apply.

Policy 5.38 Workforce housing.

Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.

Policy 5.39 Compact single-family options.

Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

Policy 5.40 Employer-assisted housing.

Encourage employer-assisted affordable housing in conjunction with major employment development.

Policy 5.41 Affordable homeownership.

Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.

Policy 5.42 Homeownership retention.

Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.

Policy 5.43 Variety in homeownership opportunities.

Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.

Finding: Policies 5.38 through 5.43 encourage the development of a variety of affordable housing options, including workforce housing, compact single-dwelling homes, employer-assisted housing and affordable homeownership. The Lloyd-Holladay TIF District Plan will allocate at least 45 percent of TIF funds to support the Portland Housing Bureau's affordable housing programs in the TIF District, which will provide a source of funding to implement a variety of housing initiatives in line with these policies. In addition to the City's set-aside policy to allocate 45% of TIF funds to affordable housing, additional TIF funds allocated to Prosper Portland can also be used to support middle-income housing for households at 80-120% of AMI. The Lloyd-Holladay TIF District is consistent with Policies 5.38 through 5.43.



Policy 5.44 Regional cooperation.

Facilitate opportunities for greater regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.

Policy 5.45 Regional balance.

Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

Finding: Policies 5.44 and 5.45 address how the City engages with Metro and other jurisdictions in the Portland region on housing issues. The TIF District may provide resources related to housing but does not inform regional policy. Policies 5.44 and 5.45 are not applicable.

HOMELESSNESS

Policy 5.46 Housing continuum.

Prevent homelessness and reduce the time spent being homeless by allowing and striving to provide a continuum of safe and affordable housing opportunities and related supportive services including but not limited to rent assistance, permanent supportive housing, transitional housing, micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds/rest areas.

Finding: The Lloyd-Holladay TIF District Plan includes funding for the Portland Housing Bureau (at least 45 percent of TIF revenue) to contribute to a continuum of safe and affordable housing opportunities. The additional resources complement existing City investments in rent assistance, permanent supportive housing, transitional housing, micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds/rest areas, but could provide a source of funding for these activities. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.46.

HEALTH, SAFETY, AND WELL-BEING

Policy 5.47 Healthy housing.

Encourage development and maintenance of all housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

Policy 5.48 Housing safety.

Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.



Policy 5.49 Housing quality.

Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from excessive noise, pests, and hazardous environmental conditions.

Policy 5.50 High-performance housing.

Encourage energy efficiency, green building practices, materials, and design to produce healthy, efficient, durable, and adaptable homes that are affordable or reasonably priced.

Policy 5.51 Healthy and active living.

Encourage housing that provides features supportive of healthy eating and active living such as useable open areas, recreation areas, community gardens, crime-preventive design, and community kitchens in multifamily housing.

Policy 5.52 Walkable surroundings.

Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.

Policy 5.53 Responding to social isolation.

Encourage site designs and relationship to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.

Finding: Policies 5.47 through 5.53 relate to the design of housing. The Lloyd-Holladay TIF District Plan does not change any development standards that regulate housing safety, quality, energy efficiency, pedestrian connections. No specific new development is currently proposed as part of the creation of the TIF District. The Lloyd-Holladay TIF District will help to facilitate housing development that promotes health, safety and well-being by providing funding to enhance the multimodal transportation network through bike lanes and street improvements, support development of services and amenities that complement new and renovated housing, enhance accessibility for individuals with mobility challenges, and improve connectivity throughout the TIF District. The Lloyd-Holladay TIF District Plan therefore supports implementation of Policies 5.47 through 5.53.

Policy 5.54 Renter protections.

Enhance renter health, safety, and stability through education, expansion of enhanced inspections, and support of regulations and incentives that protect tenants and prevent involuntary displacement.

Finding: The Lloyd-Holladay TIF District Plan does not alter regulations establishing tenant protections including required relocation assistance when properties are sold and/or redeveloped (PCC 30.01.085). Policy 5.54 does not apply.



Chapter 6: Economic Development

Goals

Goal 6.A: Prosperity

Portland has vigorous economic growth and a healthy, diverse economy that supports prosperity and equitable access to employment opportunities for an increasingly diverse population. A strong economy that is keeping up with population growth and attracting resources and talent can:

- ◆ *Create opportunity for people to achieve their full potential.*
- ◆ *Improve public health.*
- ◆ *Support a healthy environment.*
- ◆ *Support the fiscal well-being of the city.*

Goal 6.B: Development

Portland supports an attractive environment for industrial, commercial, and institutional job growth and development by 1) maintaining an adequate land supply; 2) a local development review system that is nimble, predictable, and fair; and 3) high-quality public facilities and services.

Goal 6.C: Business district vitality

Portland implements land use policy and investments to:

- ◆ *Ensure that commercial, institutional, and industrial districts support business retention and expansion.*
- ◆ *Encourage the growth of districts that support productive and creative synergies among local businesses.*
- ◆ *Provide convenient access to goods, services, and markets.*
- ◆ *Take advantage of our location and quality of life advantages as a gateway to world class natural landscapes in Northwest Oregon, Southwest Washington, and the Columbia River Basin, and a robust interconnected system of natural landscapes within the region's Urban Growth Boundary.*

Finding: The Lloyd-Holladay TIF District Plan does not change the Comprehensive Plan designations of any currently designated employment lands. Therefore, there is no impact to employment capacity. The Lloyd-Holladay TIF District Plan does not affect the base development capacity in industrial, commercial, and institutional areas, or the development review system.

The Lloyd-Holladay TIF District Plan includes goals that align with the Comprehensive Plan's goals around economic prosperity and business district vitality (Lloyd-Holladay TIF District Plan, Chapter 2.3), including:



- ◆ Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and by supporting economic development strategies and programs that facilitate economic growth.
- ◆ Support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity.
- ◆ Expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation.
- ◆ Maintain the economic and cultural diversity of the district and minimize or mitigate involuntary displacement resulting from new development.

The Lloyd-Holladay TIF District Plan will implement these goals through investments that support commercial development, predevelopment, storefront improvements, and public-private partnerships. The specific economic development categories and projects in the Lloyd-Holladay TIF District Plan include:

- ◆ Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries
 - Offer tenant funding and incentives to attract and retain anchor employers and support entrepreneurship and innovation.
 - Target and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center.
- ◆ Small Business Support
 - Invest through grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, and incentives for affordable commercial tenancing and related leasing to:
 - Support small business stabilization and growth with a focus on ground floor tenancing
 - Support inclusive wealth creation
 - Create a vibrant retail environment that attracts diverse visitors from the region and beyond.
- ◆ Rehabilitation of Existing Buildings and Development of New Commercial Space
 - Renovation of commercial buildings, including unreinforced masonry buildings, seismic upgrades, and other climate resilience related improvements.
 - Investments in both large and small construction of new commercial spaces and related parking needs, including conversion of office space to R&D, light manufacturing, maker spaces, and residential, as well as through lease and loan guaranties.



The housing programs in the TIF District Plan also support business district vitality by allowing for more residents to locate in the District, closer to employment areas, goods, services, and markets. The Lloyd-Holladay TIF District Plan additionally includes projects to support public realm enhancements, signage, connectivity, and accessibility improvements, and street and utility improvements to support vertical development that foster vitality in business districts. The Lloyd-Holladay TIF District Plan is consistent with Goals 6.A through 6.C.

Policies

DIVERSE, EXPANDING CITY ECONOMY

Policy 6.1 Diverse and growing community.

Expand economic opportunity and improve economic equity for Portland's diverse, growing population through sustained business growth.

Policy 6.2 Diverse and expanding economy.

Align plans and investments to maintain the diversity of Portland's economy and status as Oregon's largest job center with growth across all sectors (commercial, industrial, creative, and institutional) and across all parts of the city.

Policy 6.3 Employment growth.

Strive to capture at least 25 percent of the seven county region's employment growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).

Policy 6.4 Fiscally-stable city.

Promote a high citywide jobs-to-households ratio that supports tax revenue growth at pace with residential demand for municipal services.

Policy 6.5 Economic resilience.

Improve Portland's economic resilience to impacts from climate change and natural disasters through a strong local economy and equitable opportunities for prosperity.

Policy 6.6 Low-carbon and renewable energy economy.

Align plans and investments with efforts to improve energy efficiency and reduce lifecycle carbon emissions from business operations. Promote employment opportunities associated with the production of renewable energy, energy efficiency projects, waste reduction, production of more durable goods, and recycling.

Policy 6.7 Competitive advantages.

Maintain and strengthen the city's comparative economic advantages including access to a high-quality workforce, business diversity, competitive business climate, and multimodal transportation infrastructure.



Policy 6.8 Business environment.

Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.

Policy 6.9 Small business development.

Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.

Policy 6.10 Business innovation.

Encourage innovation, research, development, and commercialization of new technologies, products, and services through responsive regulations and public sector approaches.

Policy 6.11 Sharing economy.

Encourage mechanisms that enable individuals, corporations, non-profits, and government to market, distribute, share, and reuse excess capacity in goods and services. This includes peer-to-peer transactions, crowd funding platforms, and a variety of business models to facilitate borrowing and renting unused resources.

Policy 6.12 Economic role of livability and ecosystem services.

Conserve and enhance Portland's cultural, historic, recreational, educational, food-related, and ecosystem assets and services for their contribution to the local economy and their importance for retention and attraction of skilled workers and businesses.

Finding: Policies 6.1 through 6.12 provide direction on supporting economic and employment growth and encouraging a diverse, strong, resilient local economy. The Lloyd-Holladay TIF District Plan does not amend any land designations for industrial, institutional, commercial, or employment uses and does not impact the base development capacity in areas.

The Lloyd-Holladay TIF District Plan includes values that guided the development of the Plan. The values that directly align with Policies 6.1 through 6.12 include:

- ◆ Innovation
- ◆ Community Stabilization and Prosperity
- ◆ Business Growth and Vitality
- ◆ Central City as a Destination

The TIF District Plan's economic and urban development proposed projects/major activities (Lloyd-Holladay TIF District Plan, Chapter 3.1) aim to retain, create, and expand economic opportunities through investments in predevelopment, storefront improvements, and public-private partnerships. Some of the programs that are eligible for funding in this category include:



- ◆ Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries:
 - Offer tenant funding and incentives to attract and retain anchor employers and support entrepreneurship and innovation
 - Target and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center.
- ◆ Small Business Support:
 - Invest through grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, and incentives for affordable commercial tenancing and related leasing to:
 - Support small business stabilization and growth with a focus on ground floor tenancing;
 - Support inclusive wealth creation; and
 - Create a vibrant retail environment that attracts diverse visitors from the region and beyond.
- ◆ Rehabilitation of Existing Buildings and Development of New Commercial Space:
 - Renovation of commercial buildings, including unreinforced masonry buildings (URMs), seismic upgrades, and other climate resilience related improvements.
 - Investments in both large and small construction of new commercial spaces and related parking needs, including conversion of office space to research and development, light manufacturing, maker spaces, and residential, as well as through lease and loan guaranties.

The projects in the Lloyd-Holladay TIF District Plan aimed at industry recruitment and employer attraction will support employment growth, diversification, and resilience in the area. The TIF-funded projects aimed at affordable commercial tenancing and stabilization will support small business development in the District. The Plan additionally includes other projects that invest in services, amenities, connectivity and signage, that may enhance Portland’s cultural, historic, recreational, educational, food-related, and ecosystem assets and services in these policies.

Overall, the Lloyd-Holladay TIF District Plan projects will support economic development and employment growth within the District. The Lloyd-Holladay TIF District Plan is consistent with Policies 6.1 through 6.12.



LAND DEVELOPMENT

Policy 6.13 Land supply.

Policy 6.14 Brownfield redevelopment.

Policy 6.15 Regionally-competitive development sites.

Policy 6.16 Regulatory climate.

Policy 6.17 Short-term land supply.

Policy 6.18 Evaluate land needs.

Policy 6.19 Corporate headquarters.

Finding: Policies 6.13 through 6.19 provide direction regarding land supply and development sites and regulations in employment areas. The Lloyd-Holladay TIF District Plan does not change the Comprehensive Plan designations, the Economic Opportunities Analysis, or any regulations affecting any currently designated employment lands. Policies 6.13 through 6.19 do not apply.

TRADED SECTOR COMPETITIVENESS

Policy 6.20 Traded sector competitiveness.

Align plans and investments with efforts to improve the city and regional business environment for traded sector and export growth. Participate in regional and statewide initiatives.

Policy 6.21 Traded sector diversity.

Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.

Policy 6.22 Clusters.

Align plans and investments with efforts that direct strategic business development resources to enhance the competitiveness of businesses in traded sector clusters.

Policy 6.23 Trade and freight hub.

Encourage investment in transportation systems and services that will retain and expand Portland's competitive position as a West Coast trade gateway and freight distribution hub.

Policy 6.24 Traded sector land supply.

Foster traded sector retention, growth, and competitive advantages in industrial districts and the Central City. Recognize the concentration of traded-sector businesses in these districts.

Policy 6.25 Import substitution.

Encourage local goods production and service delivery that substitute for imports and help keep the money Portlanders earn in the local economy.

Policy 6.26 Business opportunities in urban innovation.

Strive to have Portland's built environment, businesses, and infrastructure systems showcase examples of best practices of innovation and sustainability.



Finding: Policies 6.20 through 6.26 provide direction on supporting the traded sector business environment at the city and regionwide scale. The Lloyd-Holladay TIF District Plan will support implementation of these policies through allocation of funding to recruitment and retention of traded sector industries. Through this category of projects, TIF funding may be used to:

- ◆ Offer tenant funding and incentives to attract and retain anchor employers and support entrepreneurship and innovation.
- ◆ Target and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center.

The Lloyd-Holladay TIF District Plan is therefore consistent with Policies 6.20 through 6.26.

EQUITABLE HOUSEHOLD PROSPERITY

Policy 6.27 Income self-sufficiency.

Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not require a 4-year college degree.

6.27.a. *Support the role of industrial districts as a leading source of middle wage jobs that do not require a 4-year college degree and as a major source of wage-disparity reduction for under-served and under-represented communities.*

6.27.b. *Evaluate and limit negative impacts of plans and investments on middle and high wage job creation and retention.*

Policy 6.28 East Portland job growth.

Improve opportunities for East Portland to grow as a business destination and source of living wage jobs.

Policy 6.29 Poverty reduction.

Encourage investment in, and alignment of, poverty reduction efforts that address economic development, land use, transportation, housing, social services, public health, community development, and workforce development.

Policy 6.30 Disparity reduction.

Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.

Policy 6.31 Minority-owned, woman-owned and emerging small business (MWESB) assistance.



Ensure that plans and investments improve access to contracting opportunities for minority-owned, woman-owned, and emerging small businesses.

Finding: Policies 6.27 through 6.31 provide direction on expanding economic opportunities for low-income people and reducing poverty and disparities in income and employment opportunities. Policy 6.28 specifically calls for efforts to increase opportunities in East Portland and does not apply to the Lloyd-Holladay TIF District. The Lloyd-Holladay TIF District does not include land designated as Prime Industrial Area, but a portion of the area south of I-84 is designated as Central City Industrial as shown on Figure 6-1 of the Comprehensive Plan. The Lloyd-Holladay TIF District Plan does not change the supply of employment or industrial zoned land.

The Lloyd-Holladay TIF District Plan will support the expansion of economic opportunities within the TIF District. As demonstrated in the Lloyd-Holladay TIF District Report Attachment A, about 38 percent of TIF District households earn less than \$50,000, compared to the Portland average of 30 percent. Overall, Median Household Income in Portland is \$85,876 compared to \$75,066 in the TIF District. Additionally, 52 percent of the TIF District's renter households experience housing cost burden, meaning they spend over 30 percent of their income on housing (Report Sections 1.1, 1.2).

The Lloyd-Holladay TIF District aims to support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity. TIF-funded projects to support small businesses will advance business stabilization and growth as well as inclusive wealth creation. Additionally, economic development projects focused on industry recruitment and development of new will support employment growth and increase job opportunities in the TIF District

Additionally, reducing costs for housing and allowing more residents to reside closer to active transportation options improves public health outcomes, increases economic stability, and offers Portlanders greater means to accumulate savings. Therefore, the Lloyd-Holladay TIF District Plan will support expanded economic opportunities and reduced poverty and disparities through economic development and business support projects, as well as housing development and multimodal transportation enhancements. The Lloyd-Holladay TIF District is therefore consistent with Policies 6.27 through 6.31.

Policy 6.32 Urban renewal plans.

Encourage urban renewal plans to primarily benefit existing residents and businesses within the urban renewal area through:

- ◆ *Revitalization of neighborhoods.*
- ◆ *Expansion of housing choices.*
- ◆ *Creation of business and job opportunities.*
- ◆ *Provision of transportation linkages.*



- ◆ *Protection of residents and businesses from the threats posed by gentrification and displacement.*
- ◆ *The creation and enhancement of those features which improve the quality of life within the urban renewal area. Transportation, public facilities, and economic development*

Finding: The goals and proposed projects for major activities of the Lloyd-Holladay TIF District Plan address all of the topics identified in Policy 6.32 for urban renewal plans. The goals of the Lloyd-Holladay TIF District Plan that directly align with Policy 6.32 are as follows:

- ◆ Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and by supporting economic development strategies and programs that facilitate economic growth.
- ◆ Support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment so that they can achieve equitable benefits of development and economic prosperity.
- ◆ Expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation.
- ◆ Encourage the production of housing to take advantage of the Central City's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.
- ◆ Create attractive, dense, high-quality affordable housing that accommodates a broad range of needs, preferences, abilities, and financial capability in terms of different types, tenures, sizes, costs, and locations. Support new housing opportunities for students, families, older adults and the unmet needs of extremely low and very low-income households.
- ◆ Encourage redevelopment of large sites that includes new compatible uses, green buildings and infrastructure, equity considerations, scenic resource preservation, new pedestrian connections, strong street presence, and new open space amenities.
- ◆ Enhance the existing character and diversity of the Central City districts, strengthening existing places and fostering the creation of new urban places and experiences.
- ◆ Maintain the economic and cultural diversity of the district and minimize or mitigate involuntary displacement resulting from new development.
- ◆ Design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation, and the density of development needed to support these economically.



- ◆ Improve street design and function to increase efficiency and safety for all transportation modes and the ability to meet the needs of businesses, shoppers, residents, and visitors. Establish a system and standards that emphasize walking, bicycling, transit use and freight access while continuing to provide automobile access.

The proposed projects in Chapter 3.1 of the Plan will allocate funding for affordable housing, economic development, and infrastructure projects that will implement the TIF District's goals. Therefore, the Lloyd-Holladay TIF District Plan is consistent with Policy 6.32.

CENTRAL CITY

Policy 6.33 Central City.

Improve the Central City's regional share of employment and continue its growth as the unique center of both the city and the region for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

Finding: In addition to the economic and urban development projects that will support employment growth and innovation in the Lloyd-Holladay TIF District Plan (see Lloyd-Holladay TIF District Plan, Chapter 3.1 and the responses to findings for Policies 6.1 through 6.12 in this report), the Plan has goals and proposed projects to support Central City as a regional center. One of the goals of The Lloyd-Holladay TIF District Plan is to “expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation” (Lloyd-Holladay TIF District Plan, Chapter 2.3). The “Inclusive Neighborhoods” category of projects included in the Plan will provide a source of funding to invest in amenities such as open space, community centers, recreational, arts, and cultural centers, and music and sporting venues, that are reflective of and attractive to a diverse demographic. The Lloyd-Holladay TIF District Plan is consistent with Policy 6.33.

Policy 6.34 Central City industrial districts.

Protect and facilitate the long-term success of Central City industrial sanctuary districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.

Finding: The Lloyd-Holladay TIF District contains some industrial areas in the district, about 14 percent of the District's acreage which is designated as Industrial Sanctuary in the Comprehensive Plan. While no changes are proposed to the City's industrial district programs, regulations, or land use designations the projects identified can support the retention of existing industrial businesses, support investments in the industrial buildings in the district, and support employment growth consistent with the industrial function of the district. The Lloyd-Holladay TIF District Plan is consistent with Policy 6.34.



Policy 6.35 Innovation districts.

Provide for expanding campus institutions in the Central City and Marquam Hill, and encourage business development that builds on their research and development strengths.

Finding: The Lloyd-Holladay TIF District is located within the Central City but not in the Marquam Hill area. Policy 6.35 does not apply.

INDUSTRIAL AND EMPLOYMENT DISTRICTS

Policy 6.36 Industrial land.

Policy 6.37 Industrial sanctuaries.

Policy 6.38 Prime industrial land retention.

Policy 6.39 Harbor access lands.

Policy 6.40 Portland Harbor Superfund Site.

Policy 6.41 Multimodal freight corridors.

Policy 6.42 Columbia East.

Policy 6.43 Dispersed employment areas.

Policy 6.44 Industrial land use intensification.

Policy 6.45 Industrial brownfield redevelopment.

Policy 6.46 Impact analysis.

Policy 6.47 Clean, safe, and green.

Policy 6.48 Fossil fuel distribution.

Policy 6.49 Industrial growth and watershed health.

Policy 6.50 District expansion.

Policy 6.51 Golf course reuse and redevelopment.

Policy 6.52 Residential and commercial reuse.

Policy 6.53 Mitigation banks.

Policy 6.54 Neighborhood buffers.

Policy 6.55 Neighborhood park use.

Finding: Policies 6.36 through 6.55 relate to industrial land designations and land uses allowances in industrial areas. As demonstrated in the Lloyd-Holladay TIF District Report Attachment A, about 14 percent of the District's acreage is designated as Industrial Sanctuary in the Comprehensive Plan; all of this land is zoned as General Industrial 1 (IG1). The TIF District Plan does not amend any industrial land designations, land use allowances in industrial zones, or industrial site design standards. Projects in the TIF District Plan support investments in both large and small construction of new commercial spaces and related parking needs, including conversion of office space to R&D, light manufacturing, and maker spaces, but no specific industrial development is proposed at this time. The Lloyd-Holladay TIF District Plan does not encompass any harbor access lands or the Portland Harbor Superfund site. Policies 6.36 through 6.55 do not apply.



CAMPUS INSTITUTIONS

Policy 6.56 Campus institutions.

Policy 6.57 Campus land use.

Policy 6.58 Development impacts.

Policy 6.59 Community amenities and services.

Policy 6.60 Campus edges.

Policy 6.61 Satellite facilities.

Finding: Policies 6.56 through 6.61 provide direction regarding campus institutions.

The Lloyd-Holladay TIF District Plan does not include changes to campus institutional zones. These policies are not applicable.

NEIGHBORHOOD BUSINESS DISTRICTS

Policy 6.62 Neighborhood business districts.

Provide for the growth, economic equity, and vitality of neighborhood business districts. See Figure 6-3 – Neighborhood Business Districts.

Policy 6.63 District function.

Enhance the function of neighborhood business districts as a foundation of neighborhood livability.

Policy 6.64 Small, independent businesses.

Facilitate the retention and growth of small and locally-owned businesses.

Policy 6.65 Home-based businesses.

Encourage and expand allowances for small, low impact home based businesses in residential areas, including office or personal service uses with infrequent or by-appointment customer or client visits to the site. Allow a limited number of employees, within the scale of activity typical in residential areas. Allow home-based businesses on sites with accessory dwelling units.

Policy 6.66 Neighborhood-serving business.

Provide for neighborhood business districts and small commercial nodes in areas between centers to expand local access to goods and services. Allow nodes of small-scale neighborhood-serving commercial uses in large planned developments and as a ground floor use in high density residential areas.

Policy 6.67 Retail development.

Provide for a competitive supply of retail sites that support the wide range of consumer needs for convenience, affordability, accessibility, and diversity of goods and services, especially in under-served areas of Portland.

Policy 6.68 Investment priority.

Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.



Policy 6.69 Non-conforming neighborhood business uses.

Limit non-conforming uses to reduce adverse impacts on nearby residential uses while avoiding displacement of existing neighborhood businesses.

Policy 6.70 Involuntary commercial displacement.

Evaluate plans and investments for their impact on existing businesses.

6.70.a. *Limit involuntary commercial displacement in areas at risk of gentrification, and incorporate tools to reduce the cost burden of rapid neighborhood change on small business owners vulnerable to displacement.*

6.70.b. *Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.*

Policy 6.71 Temporary and informal markets and structures.

Acknowledge and support the role that temporary markets (farmers markets, craft markets, flea markets, etc.) and other temporary or mobile-vending structures play in enabling startup business activity. Also acknowledge that temporary uses may ultimately be replaced by more permanent development and uses.

Policy 6.72 Community economic development.

Encourage collaborative approaches to align land use and neighborhood economic development for residents and business owners to better connect and compete in the regional economy.

6.72.a. *Encourage broad-based community coalitions to implement land use and economic development objectives and programs.*

6.72.b. *Enhance opportunities for cooperation and partnerships between public and private entities that promote economic vitality in communities most disconnected from the regional economy.*

6.72.c. *Encourage cooperative efforts by area businesses, Business Associations, and Neighborhood Associations to work together on commercial revitalization efforts, sustainability initiatives, and transportation demand management.*

Policy 6.73 Centers.

Encourage concentrations of commercial services and employment opportunities in centers.

6.73.a. *Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places.*

6.73.b. *Encourage the retention and further development of grocery stores and local markets as essential elements of centers.*

6.73.c. *Enhance opportunities for services and activities in centers that are responsive to the needs of the populations and cultural groups of the surrounding area.*



6.73.d. *Require ground-level building spaces in core areas of centers accommodate commercial or other street-activating uses and services.*

6.73.e. *Encourage employment opportunities as a key function of centers, including connections between centers, institutions, and other major employers to reinforce their roles as vibrant centers of activity.*

Finding: Policies 6.62 through 6.73 provide direction regarding neighborhood business districts, including commercial areas located within Centers. The Lloyd-Holladay TIF District intersects with NE Martin Luther King Boulevard/Grand Avenue, which is a neighborhood business district shown on Figure 6-3 of the Comprehensive Plan. The TIF District Plan includes project categories that support small businesses, stabilize existing businesses, foster commercial development, and encourage economic growth in these neighborhood business districts including grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, incentives for affordable commercial tenancing and related leasing. These projects include the NE MLK and NE Grand Avenue corridors as priority areas. The plan also authorizes funding for renovation of commercial buildings, (including unreinforced masonry buildings, seismic upgrades, and other climate resilience related improvements), and investments in large and small construction of new or renovated commercial and industrial spaces and related parking needs which supports this policy.

The Lloyd-Holladay TIF District Plan is consistent with Policies 6.62 through 6.73. Conformance with relevant policies related to Centers is demonstrated in the responses to Policies 3.12 through 3.20 of this report.

Chapter 7: Environment and Watershed Health

Goals

Goal 7.A: Climate

Carbon emissions are reduced to 50 percent below 1990 levels by 2035.

Goal 7.B: Healthy watersheds and environment

Ecosystem services and ecosystem functions are maintained and watershed conditions have improved over time, supporting public health and safety, environmental quality, fish and wildlife, cultural values, economic prosperity, and the intrinsic value of nature.

Goal 7.C: Resilience

Portland's built and natural environments function in complementary ways and are resilient in the face of climate change and natural hazards.



Goal 7.D: Environmental equity

All Portlanders have access to clean air and water, can experience nature in their daily lives, and benefit from development designed to lessen the impacts of natural hazards and environmental contamination.

Goal 7.E: Community stewardship

Portlanders actively participate in efforts to maintain and improve the environment, including watershed health.

Finding. Goals 7.A through 7.E focus on City programs and actions to improve environmental quality, watershed health, and resilience. They also provide direction regarding planning for natural resource protection and provide a framework governing the City’s environmental overlay zones.

The Lloyd-Holladay TIF District Plan does not include amendments to any programs or regulations that implement these goals. The Plan provides a future funding source that could be used for climate and resilience upgrades in existing buildings as well as innovation in commercial spaces and infrastructure (Lloyd-Holladay TIF District Plan, Chapter 3.1). The Lloyd-Holladay TIF District Plan is consistent with Goals 7.A through 7.E.

Policies

IMPROVING ENVIRONMENTAL QUALITY AND RESILIENCE

Policy 7.1 Environmental quality.

Protect or support efforts to protect air, water, and soil quality, and associated benefits to public and ecological health and safety, through plans and investments.

Policy 7.2 Environmental equity.

Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature.

Policy 7.3 Ecosystem services.

Consider the benefits provided by healthy ecosystems that contribute to the livability and economic health of the city.

Policy 7.4 Climate change.

Update and implement strategies to reduce carbon emissions and impacts, and increase resilience through plans and investments and public education.



7.4.a. Carbon sequestration. *Enhance the capacity of Portland’s urban forest, soils, wetlands, and other water bodies to serve as carbon reserves.*

7.4.b. Climate adaptation and resilience. *Enhance the ability of rivers, streams, wetlands, floodplains, urban forest, habitats, and wildlife to limit and adapt to climate-exacerbated flooding, landslides, wildfire, and urban heat island effects.*

Policy 7.5 Air quality.

Improve, or support efforts to improve, air quality through plans and investments, including reducing exposure to air toxics, criteria pollutants, and urban heat island effects. Consider the impacts of air quality on the health of all Portlanders. Coordinate with the Oregon Department of Environmental Quality to incorporate up-to-date air quality information and best practices into planning and investment decisions.

Policy 7.6 Hydrology.

Improve, or support efforts to improve, watershed hydrology, through plans and investments, to achieve more natural flow and enhance conveyance and storage capacity in rivers, streams, floodplains, wetlands, and aquifers. Minimize impacts from development and associated impervious surfaces, especially in areas with poorly-infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions.

Policy 7.7 Water quality.

Improve, or support efforts to improve, water quality in rivers, streams, floodplains, groundwater, and wetlands through land use plans and investments, to address water quality issues including toxics, bacteria, temperature, metals, and sediment pollution. Consider the impacts of water quality on the health of all Portlanders.

Policy 7.8 Biodiversity.

Strive to achieve and maintain self-sustaining populations of native species, including native plants, native resident and migratory fish and wildlife species, at-risk species, and beneficial insects (such as pollinators) through plans and investments.

Policy 7.9 Habitat and biological communities.

Improve, or support efforts to improve, fish and wildlife habitat and biological communities. Use plans and investments to enhance the diversity, quantity, and quality of habitats habitat corridors, and especially habitats that:

- ◆ *Are rare or declining.*
- ◆ *Support at-risk plant and animal species and communities.*
- ◆ *Support recovery of species under the Endangered Species Act, and prevent new listings.*
- ◆ *Provide culturally important food sources, including those associated with Native American fishing rights as well as traditional foods including plants and wildlife.*



Policy 7.10 Habitat connectivity.

Improve or support efforts to improve terrestrial and aquatic habitat connectivity for fish and wildlife by using plans and investments, to:

- ◆ *Prevent and repair habitat fragmentation.*
- ◆ *Improve habitat quality.*
- ◆ *Weave habitat into sites as new development occurs.*
- ◆ *Enhance or create habitat corridors that allow fish and wildlife to safely access and move through and between habitat areas.*
- ◆ *Promote restoration and protection of floodplains.*

Policy 7.11 Urban forest.

Improve, or support efforts to improve the quantity, quality, and equitable distribution of Portland's urban forest through plans and investments.

7.11.a. *Tree preservation. Require and incent preservation of large healthy trees, native trees and vegetation, tree groves, and forested areas.*

7.11.b. *Urban forest diversity. Coordinate plans and investments with efforts to improve tree species diversity and age diversity.*

7.11.c. *Tree canopy. Coordinate plans and investments toward meeting City tree canopy goals.*

7.11.d. *Tree planting. Invest in tree planting and maintenance, especially in low-canopy areas, neighborhoods with under-served or under-represented communities, and within and near urban habitat corridors.*

7.11.e. *Vegetation in natural resource areas. Require native trees and vegetation in significant natural resource areas.*

7.11.f. *Resilient urban forest. Encourage planting of Pacific Northwest hardy and climate change resilient native trees and vegetation generally, and especially in urban habitat corridors.*

7.11.g. *Trees in land use planning. Identify priority areas for tree preservation and planting in land use plans, and incent these actions.*

7.11.h. *Managing wildfire risk. Address wildfire hazard risks and management priorities through plans and investments.*

Policy 7.12 Invasive species.

Prevent or reduce the spread of invasive plants, remove infestations, and support efforts to reduce the impacts of invasive plants, animals, and insects, through plans, investments, and education.

Policy 7.13 Soils.

Coordinate plans and investments with programs that address human induced soil loss, erosion, contamination, or other impairments to soil quality and function.



Policy 7.14 Natural hazards.

Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.

Policy 7.15 Brownfield remediation.

Improve environmental quality and watershed health by promoting and facilitating brownfield remediation and redevelopment that incorporates ecological site design and resource enhancement.

Policy 7.16 Adaptive management.

Evaluate trends in watershed and environmental health, and use current monitoring data and information to guide and support improvements in the effectiveness of City plans and investments.

Policy 7.17 Restoration partnerships.

Coordinate plans and investments with other jurisdictions, air and water quality regulators, watershed councils, soil and water conservation districts, Sovereign nations, and community organizations and groups including under-served and under-represented communities, to optimize the benefits, distribution, and cost-effectiveness of watershed restoration and enhancement efforts.

Policy 7.18 Community stewardship.

Encourage voluntary cooperation between property owners, community organizations, and public agencies to restore or re-create habitat on their property, including removing invasive plants and planting native species.

Finding: Policies 7.1 through 7.18 are focused on City programs and actions to improve environmental quality and resilience. These policies address City actions, coordination, and in some cases regulatory systems related to development. They address environmental quality, equity, ecosystem services, climate, air and water, biodiversity and wildlife habitats, forests, invasive species, soils, hazards, stewardship and adaptive management. The Lloyd-Holladay TIF District Plan does not include amendments to any programs or regulations that implement these policies. The Plan provides a future funding source that could be used for climate resilience improvements and seismic upgrades in existing buildings as well as infrastructure to meet sustainability and climate goals through innovation (see Chapter 4.2 of the Lloyd-Holladay TIF District Plan). Therefore, the Lloyd-Holladay TIF District Plan is consistent with these policies.

PLANNING FOR NATURAL RESOURCE PROTECTION

Policy 7.19 Natural resource protection.

Policy 7.20 Natural resource inventory.

Policy 7.21 Environmental plans and regulations.

Policy 7.22 Land acquisition priorities and coordination.

Finding: Policies 7.19 through 7.22 provide direction regarding planning for natural resource protection. The City has an established Natural Resource Inventory. The City's environmental overlay zones are the primary zoning tool to protect resources and



functional values that have been identified by the City as providing benefits to the public. The Lloyd-Holladay TIF District Plan does not amend the City's natural resources inventory or environmental zones and regulations. Policies 7.19 through 7.22 do not apply.

PROTECTING NATURAL RESOURCES IN DEVELOPMENT SITUATIONS

Policy 7.23 Impact evaluation.

Policy 7.24 Regulatory hierarchy: avoid, minimize, mitigate.

Policy 7.25 Mitigation effectiveness.

Policy 7.26 Improving environmental conditions through development.

Finding: Policies 7.23 through 7.26 pertain to protection of natural resources in development situations. No specific development is proposed through this TIF District Plan. The City's environmental overlay zones (33.430) are the regulations that control development in order to protect the resources and functional values while allowing environmentally sensitive urban development. The Lloyd-Holladay District Plan does not change the environmental overlay regulations. Any future development within the TIF District will need to demonstrate compliance with the City's natural resource protection requirements. Policies 7.23 through 7.26 do not apply.

AGGREGATE RESOURCES

Policy 7.27 Aggregate resource protection.

Policy 7.28 Aggregate resource development.

Policy 7.29 Mining site reclamation.

Finding: Policies 7.27 through 7.29 provide direction regarding aggregate resources. The Lloyd-Holladay TIF District Plan does not impact aggregate resources or mine sites. Policies 7.27 through 7.29 do not apply.

WATERSHED-SPECIFIC POLICIES

COLUMBIA RIVER WATERSHED

Policy 7.30 In-water habitat.

Policy 7.31 Sensitive habitats.

Policy 7.32 River-dependent and river-related uses.

Finding: Policies 7.30 through 7.32 provide direction regarding habitat and river-related uses in the Columbia River Watershed. The Lloyd-Holladay TIF District Plan does not affect the environmental zones that apply in this area, or other regulations or programs related to habitat enhancement, or river-dependent or river-related uses. Policies 7.30 through 7.32 do not apply.



WILLAMETTE RIVER WATERSHED

Policy 7.33 Fish habitat.

Policy 7.34 Stream connectivity.

Policy 7.35 River bank conditions.

Policy 7.37 Contaminated sites.

Policy 7.38 Sensitive habitats.

Policy 7.39 Riparian corridors.

Policy 7.40 Connected upland and river habitats.

Policy 7.41 River-dependent and river-related uses.

Policy 7.42 Forest Park.

Finding: Policies 7.33 through 7.42 provide direction regarding habitat and river-related uses in the Willamette River Watershed. The Lloyd-Holladay TIF District Plan does not affect the Environmental, Greenway, or River overlay zones that apply in this area, or other regulations or programs related to habitat or watershed health. Policies 7.33 through 7.42 do not apply.

COLUMBIA SLOUGH WATERSHED

Policy 7.43 Fish passage.

Policy 7.44 Flow constriction removal.

Policy 7.45 Riparian corridors.

Policy 7.46 Sensitive habitats.

Policy 7.47 Connected rivers habitats.

Policy 7.48 Contaminated sites.

Policy 7.49 Portland International Airport.

Finding: Policies 7.43 through 7.49 provide direction regarding the environment and watershed health in the Columbia Slough Watershed. The Lloyd-Holladay TIF District Plan does not affect the environmental zones that apply in this area, or other regulations or programs related to habitat or watershed health. Policies 7.43 through 7.49 do not apply.

FANNO AND TRYON CREEK WATERSHEDS

Policy 7.50 Stream connectivity

Policy 7.51 Riparian and habitat corridors

Policy 7.52 Reduced hazard risks

Finding: Policies 7.50 through 7.52 pertain to areas that are within or impact the Fanno and Tryon Creek Watersheds. The proposed TIF District is not located in, nor will it impact, these watersheds. Policies 7.50 through 7.52 do not apply.



JOHNSON CREEK WATERSHED

Policy 7.53 In-stream and riparian habitat.

Policy 7.54 Floodplain restoration.

Policy 7.55 Connected floodplains, springs, and wetlands.

Policy 7.56 Reduced natural hazards.

Finding: Policies 7.53 through 7.56 provide direction regarding habitat and river-related uses in the Johnson Creek Watershed. The Lloyd-Holladay TIF District Plan does not affect the Environmental, Greenway, or River overlay zones that apply in this area, or other regulations or programs related to habitat or watershed health. Policies 7.53 through 7.57 do not apply.

Policy 7.57 Greenspace network.

Enhance the network of parks, trails, and natural areas near the Springwater Corridor Trail and the East Buttes to enhance habitat connectivity and nature-based recreation in East Portland.

Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding for new parks and trails in the District (Lloyd-Holladay TIF District Plan, Section 4.2). The TIF District Plan is consistent with Policy 7.57.

Chapter 8: Public Facilities and Services

Goals

Goal 8.A: Quality public facilities and services

High-quality public facilities and services provide Portlanders with optimal levels of service throughout the city, based on system needs and community goals, and in compliance with regulatory mandates.

Goal 8.B: Multiple benefits

Public facility and service investments improve equitable service provision, support economic prosperity, and enhance human and environmental health.

Goal 8.C: Reliability and resiliency

Public facilities and services are reliable, able to withstand or recover from catastrophic natural and manmade events, and are adaptable and resilient in the face of long-term changes in the climate, economy, and technology.

Goal 8.D: Public rights-of-way

Public rights-of-way enhance the public realm and provide a multi-purpose, connected, safe, and healthy physical space for movement and travel, public and private utilities, and other appropriate public functions and uses.



Goal 8.E: Sanitary and stormwater systems

Wastewater and stormwater are managed, conveyed, and/or treated to protect public health, safety, and the environment, and to meet the needs of the community on an equitable, efficient, and sustainable basis.

Goal 8.F: Flood management

Flood management systems and facilities support watershed health and manage flooding to reduce adverse impacts on Portlanders' health, safety, and property.

Goal 8.G: Water

Reliable and adequate water supply and delivery systems provide sufficient quantities of high-quality water at adequate pressures to meet the needs of the community on an equitable, efficient, and sustainable basis.

Goal 8.H: Parks, natural areas, and recreation

All Portlanders have safe, convenient, and equitable access to high-quality parks, natural areas, trails, and recreational opportunities in their daily lives, which contribute to their health and well-being. The City manages its natural areas and urban forest to protect unique urban habitats and offer Portlanders an opportunity to connect with nature.

Goal 8.I: Public safety and emergency response

Portland is a safe, resilient, and peaceful community where public safety, emergency response, and emergency management facilities and services are coordinated and able to effectively and efficiently meet community needs.

Finding: Goals 8.A through 8.I provide direction on the provision of quality public services, in a manner which supports the overall guiding principles of the Comprehensive Plan: economic prosperity, human and environmental health, equity and resilience. The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP). The CSP includes inventory, condition, and future project information for City transportation, water, sanitary sewer, and stormwater systems, as required by Oregon Planning Goal 11: Public Facilities and Oregon Revised Statute 19, as well as for parks, recreation, and other facilities and systems provided by the City of Portland. The Lloyd-Holladay TIF District Plan does not amend the CSP.

The Lloyd-Holladay TIF District Plan will provide a source of funding for infrastructure and signage (Lloyd-Holladay TIF District Plan, Chapter 3.1), including projects that:

- ◆ Provide new streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve new district development at Lloyd Center and other large westside sites.
- ◆ Enhance accessibility for individuals with mobility challenges.
- ◆ Support development of services and amenities that complement new and renovated housing (such as open space; community centers; or recreational, arts, and cultural centers).



- ◆ Develop innovative infrastructure to meet sustainability and climate goals.
- ◆ Improve seismic resilience and system capacity upgrades.

The findings in this report under Section 2, Guiding Principles, demonstrate that this TIF District Plan and its projects support economic prosperity, human and environmental health, equity and resilience within the District. Since the Plan provides a funding source for public facilities and services that support the overall guiding principles of the Comprehensive plan, the TIF District Plan supports Goals 8.A through 8.C.

Goal 8.J: Solid waste management

Residents and businesses have access to waste management services and are encouraged to be thoughtful consumers to minimize upstream impacts and avoid generating waste destined for the landfill. Solid waste — including food, yard debris, recyclables, electronics, and construction and demolition debris — is managed, recycled, and composted to ensure the highest and best use of materials.

Finding: Goal 8.J provides direction on the planning for and provision of solid waste management services. The Lloyd-Holladay TIF District Plan does not impact the City’s provision of solid waste management services. This goal does not apply.

Goal 8.K: School facilities

Public schools are honored places of learning as well as multifunctional neighborhood anchors serving Portlanders of all ages, abilities, and cultures.

Finding: Goal 8.K provides direction on the planning for and provision of school facilities. The Lloyd-Holladay TIF District Plan does not impact the Portland Public Schools Long Range Facility Plan or implementation of school facility policies. This goal does not apply.

Goal 8.L: Technology and communications

All Portland residences, businesses, and institutions have access to universal, affordable, and reliable state-of-the-art communication and technology services.

Finding: Goal 8.L provides direction on the provision of technology and communication services. The Lloyd-Holladay TIF District Plan does not impact the provision of these services. This goal does not apply.

Goal 8.M: Energy infrastructure and services

Residents, businesses, and institutions are served by reliable energy infrastructure that provides efficient, low-carbon, affordable energy through decision-making based on integrated resource planning.

Finding: Goal 8.M provides direction on the planning for and provision of energy infrastructure and services. The Lloyd-Holladay TIF District Plan does not amend the sections of the zoning code that regulate the production of energy or other types of



energy infrastructure and does not affect coordination efforts that implement this goal. This goal does not apply.

Policies

SERVICE PROVISION AND URBANIZATION

Policy 8.1 Urban services boundary.

Maintain an Urban Services Boundary for the City of Portland that is consistent with the regional urban growth policy, in cooperation with neighboring jurisdictions. The Urban Services Boundary is shown on the Comprehensive Plan Map.

Policy 8.2 Rural, urbanizable, and urban public facility needs.

Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. See Figure 8-1 — Urban, Urbanizable, and Rural Lands.

Policy 8.3 Urban service delivery.

Provide the following public facilities and services at urban levels of service to urban lands within the City's boundaries of incorporation:

- ◆ *Public rights-of-way, streets, and public trails*
- ◆ *Sanitary sewers and wastewater treatment*
- ◆ *Stormwater management and conveyance*
- ◆ *Flood management*
- ◆ *Protection of the waterways of the state*
- ◆ *Water supply*
- ◆ *Police, fire, and emergency response*
- ◆ *Parks, natural areas, and recreation*
- ◆ *Solid waste regulation*

Policy 8.4 Supporting facilities and systems.

Maintain supporting facilities and systems, including public buildings, technology, fleet, and internal service infrastructure, to enable the provision of public facilities and services.

Policy 8.5 Planning service delivery.

Provide planning, zoning, building, and subdivision control services within the boundaries of incorporation, and as otherwise provided by intergovernmental agreement within the City's Urban Services Boundary.

Finding: Policies 8.1 through 8.5 provide direction on the planning for and provision of public facilities and services and the process of urbanization. The Lloyd-Holladay TIF



District Plan does not urbanize any rural land or include new public facilities or infrastructure projects. The Lloyd-Holladay TIF District Plan provides a source of funding to support projects consistent with City plans and policies. Infrastructure needs for new development will be addressed at the time of development. The Lloyd-Holladay TIF District Plan is consistent with policies 8.1 through 8.5.

SERVICE COORDINATION

Policy 8.6. Interagency coordination.

Policy 8.7. Outside contracts.

Policy 8.8. Public service coordination.

Policy 8.9. Internal coordination.

Policy 8.10. Co-location.

Finding: Policies 8.6 through 8.10 provide direction on coordination with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland's Urban Services Boundary. The Lloyd-Holladay TIF District Plan does not include new public facility or infrastructure projects or amendments to public service coordination agreements. Policies 8.6 through 8.10 do not apply. These agencies were notified of the Lloyd-Holladay TIF District Plan pursuant to the City's legislative procedures (33.740).

SERVICE EXTENSION

Policy 8.11. Annexation.

Policy 8.12. Feasibility of service.

Policy 8.13. Orderly service extension.

Policy 8.14. Coordination of service extension.

Policy 8.15. Services to unincorporated urban pockets.

Policy 8.16. Orderly urbanization.

Policy 8.17. Services outside the city limits.

Policy 8.18. Service district expansion.

Policy 8.19. Rural service delivery.

Finding: Policies 8.11 through 8.19 provide direction on extending public services. The proposed Lloyd-Holladay TIF District is within the City's boundary and Urban Services Boundary and the TIF District Plan does not include new public facility or infrastructure projects or service extensions. Policies 8.11 through 8.19 do not apply.

PUBLIC INVESTMENT

Policy 8.20 Regulatory compliance.

Ensure public facilities and services remain in compliance with state and federal regulations. Work toward cost-effective compliance with federal and state mandates through intergovernmental coordination and problem solving.



Policy 8.21 System capacity.

Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.

Policy 8.22 Equitable service.

Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.

8.22.a. In places that are not expected to grow significantly but have existing deficiencies, invest to reduce disparity and improve livability.

8.22.b. In places that lack basic public facilities or services and also have significant growth potential, invest to enhance neighborhoods, fill gaps, maintain affordability, and accommodate growth.

8.22.c. In places that are not expected to grow significantly and already have access to complete public facilities and services, invest primarily to maintain existing facilities and retain livability.

8.22.d. In places that already have access to complete public facilities and services, but also have significant growth potential, invest to fill remaining gaps, maintain affordability, and accommodate growth.

Policy 8.23 Asset management.

Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.

Policy 8.24 Risk management.

Maintain and improve Portland's public facilities to minimize or eliminate economic, social, public health and safety, and environmental risks.

Policy 8.25 Critical infrastructure.

Increase the resilience of high-risk and critical infrastructure through monitoring, planning, maintenance, investment, adaptive technology, and continuity planning.

Policy 8.26 Capital programming.

Maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

Finding: Policies 8.20 through 8.26 provide direction on investment priorities for public facilities, including the establishment, maintenance, and improvement of such facilities. The Lloyd-Holladay TIF District provides a source of funding for street and utilities improvements to support vertical development (Lloyd-Holladay TIF District Plan, Chapter 3.1), including projects that:



- ◆ Provide new streets, street improvements, bike lanes, new and/or relocated utilities (water, storm, sanitary sewer) to serve new district development at Lloyd Center and other large westside sites.
- ◆ Enhance accessibility for individuals with mobility challenges.
- ◆ Develop innovative infrastructure to meet sustainability and climate goals.
- ◆ Improve seismic resilience and system capacity upgrades.

The Lloyd-Holladay TIF District is therefore consistent with Policies 8.20 through 8.26 as it will support implementation of these policies within the District.

FUNDING

Policy 8.27 Cost-effectiveness.

Establish, improve, and maintain the public facilities necessary to serve designated land uses in ways that cost-effectively provide desired levels of service, consider facilities' lifecycle costs, and maintain the City's long-term financial sustainability.

Policy 8.28 Shared costs.

Ensure the costs of constructing and providing public facilities and services are equitably shared by those who benefit from the provision of those facilities and services.

Policy 8.29 System development.

Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.

Policy 8.30 Partnerships.

Maintain or establish public and private partnerships for the development, management, or stewardship of public facilities necessary to serve designated land uses, as appropriate.

Finding: Policies 8.27 through 8.30 provide direction on procedures for the funding of public facilities within the City of Portland's Urban Services Boundary. While the proposed Lloyd-Holladay TIF District may provide a source of funding for public facilities within the District,, it does not include specific new public facility or infrastructure projects. Cost sharing is addressed by the service bureaus in conjunction with individual development proposals based on site-specific circumstances. These policies do not apply.

PUBLIC BENEFITS

Policy 8.31 Application of Guiding Principles.

Plan and invest in public facilities in ways that promote and balance the Guiding Principles established in The Vision and Guiding Principles of this Comprehensive Plan.



Finding: The Lloyd-Holladay TIF District Plan does not propose specific new public facilities but does authorize funding for certain public facilities as demonstrated in the TIF District Plan Chapter 4.2. This report contains findings that demonstrate that The Lloyd-Holladay TIF District Plan is consistent with the Comprehensive Plan Guiding Principles (see the Guiding Principles subsection of Section 3 in this report). The Lloyd-Holladay TIF District Plan is therefore consistent with Policy 8.31.

Policy 8.32 Community benefits.

Policy 8.33 Community knowledge and experience.

Policy 8.34 Resource efficiency.

Policy 8.35 Natural systems.

Policy 8.36 Context-sensitive infrastructure.

Policy 8.37 Site- and area-specific needs.

Policy 8.38 Age-friendly public facilities.

Finding: Policies 8.32 through 8.38 provide direction on the planning and design of new public facilities projects. Development of public facilities is not proposed through this TIF District Plan and no changes are proposed to the City's procedures or standards that guide the development of new public facilities. Policies 8.32 through 8.38 do not apply.

PUBLIC RIGHTS-OF-WAY

Policy 8.39 Interconnected network.

Policy 8.40 Transportation function.

Policy 8.41 Utility function.

Policy 8.42 Stormwater management function.

Policy 8.43 Trees in rights-of-way.

Policy 8.44 Community uses.

Policy 8.45 Pedestrian amenities.

Policy 8.46 Commercial uses.

Policy 8.47 Flexible design.

Policy 8.48 Corridors and City Greenways.

Policy 8.49 Coordination.

Policy 8.50 Undergrounding.

Policy 8.51 Right-of-way vacations.

Policy 8.52 Rail rights-of-way.

Finding: Policies 8.39 through 8.52 provide direction on the planning and design of new public facilities, uses, or infrastructure projects in the right-of-way; and right of way vacations. The Lloyd-Holladay TIF District Plan does not include specific new public facility, uses, or infrastructure projects in the right-of-way, but does provide potential funding for these improvements. Any new public facility, uses, or infrastructure projects associated with the TIF District Plan will demonstrate consistency with these requirements at the time of development. Policies 8.39 through 8.52 do not apply.



TRANSPORTATION SYSTEM

TRAILS

Policy 8.53 Public trails.

Policy 8.54 Trail system connectivity.

Policy 8.55 Trail coordination.

Policy 8.56 Trail diversity.

Policy 8.57 Public access requirements.

Policy 8.58 Trail and City Greenway coordination.

Policy 8.59 Trail and Habitat Corridor coordination.

Finding: Policies 8.53 through 8.60 apply to the planning, design, improvement, and maintenance of the City's trail system. The Lloyd-Holladay TIF District Plan does not amend the City's trail system or designated trail alignments. No new trails or trail improvements are proposed at this time. Policies 8.53 through 8.59 not apply.

SANITARY AND STORMWATER SYSTEMS

SANITARY SYSTEM

Policy 8.61 Sewer connections.

Require all developments within the city limits to be connected to sanitary sewers unless the public sanitary system is not physically or legally available per City Code and state requirements; or the existing onsite septic system is functioning properly without failure or complaints per City Code and state requirements; and the system has all necessary state and county permits.

Finding: Policy 8.61 applies to applies to development. No specific development is proposed at this time. Policy 8.61 is ensured through Title 25, Plumbing Regulations and verified at the time of development permit application. The Lloyd-Holladay TIF District Plan do not alter or affect Title 25 requirements. Policy 8.61 does not apply.

Policy 8.62 Combined sewer overflows.

Policy 8.63 Sanitary sewer overflows.

Policy 8.64 Private sewage treatment systems.

Policy 8.65 Sewer extensions.

Policy 8.66 Pollution prevention.

Policy 8.67 Treatment.

Finding: Policies 8.62 through 8.67 to apply to the planning for and provision of sanitary sewer facilities. BES regularly analyzes the sanitary sewer and stormwater system needs in the city, in conjunction with the Bureau of Planning and Sustainability's planning projects, to ensure that Portland residents and businesses have adequate sanitary and stormwater service. Based on an understanding of current and anticipated growth in the city and system conditions, BES identifies priority areas for upgrading infrastructure, improving system capacity, and providing programs needed to serve the community's needs related to clean water and public health. The Lloyd-Holladay TIF District Plan does not change these policies. Policies 8.62 through 8.67 do not apply.



STORMWATER SYSTEM

Policy 8.68 Stormwater facilities.

Policy 8.69 Stormwater as a resource.

Policy 8.70 Natural systems.

Policy 8.71 Green infrastructure.

Policy 8.72 Stormwater discharge.

Policy 8.73 On-site stormwater management.

Policy 8.74 Pollution prevention.

Policy 8.75 Stormwater partnerships.

Finding: Policies 8.68 through 8.75 to apply to the provision of stormwater facilities. The Citywide Systems Plan includes projects to address facilities needed for conveyance, flow control and pollution reduction. Environmental Services evaluates development proposals that increase impervious area (including buildings and hardscape) against the City's Stormwater Management Manual and Source Control Manual to effectively comply with local, state and federal point and non-point pollution water quality mandates. The Lloyd-Holladay TIF District Plan does not change these policies. Policies 8.68 through 8.75 do not apply.

FLOOD MANAGEMENT

Policy 8.76 Flood management.

Policy 8.77 Floodplain management.

Policy 8.78 Floodplain management facilities.

Policy 8.79 Drainage district coordination.

Policy 8.80 Levee coordination.

Finding: Policies 8.76 through 8.80 to apply to the management of floodplains. These policies are implemented through Portland's Environmental overlay maps and the City programs that regulate development in the floodplain (i.e., Title 33.631 Sites in Flood Hazard Areas; Title 10 Erosion Control, and the balanced cut and fill requirements of Title 24). The Lloyd-Holladay TIF District Plan does not change these policies. Policies 8.76 through 8.80 do not apply.



WATER SYSTEMS

Policy 8.81 Primary supply source.

Policy 8.82 Bull Run protection.

Policy 8.83 Secondary supply sources.

Policy 8.84 Groundwater wellfield protection.

Policy 8.85 Water quality.

Policy 8.86 Storage.

Policy 8.87 Fire protection.

Policy 8.88 Water pressure.

Policy 8.89 Water efficiency.

Policy 8.90 Service interruptions.

Policy 8.91 Outside user contracts.

Finding: Policies 8.81 through 8.91 to apply to the provision of water service. These policies govern how the City manages its water system and are not applicable to development. Policies 8.81 through 8.85 are addressed through the requirements in Title 21 Water. Protections for the Bull Run watershed are enumerated in Chapter 21.36. Groundwater wellfield protections are ensured through regulations in Chapter 21.35. And water quality is locally regulated by Chapter 21.12, as well as Title 25 Plumbing Regulations, in addition to compliance mandates at the state and federal level. The Lloyd-Holladay TIF District Plan does not amend, or affect implementation of, these policies. Policies 8.81 through 8.91 do not apply.

PARKS AND RECREATION

Policy 8.92 Acquisition, development, and maintenance.

Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city's current and future population based on identified level-of-service standards and community needs.

Policy 8.93 Service equity.

Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.

Policy 8.94 Capital programming.

Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.

Policy 8.95 Park planning.

Improve parks, recreational facilities, natural areas, and the urban forest in accordance with relevant master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input. Consider developing master or management plans for properties that lack guiding plans or strategies.



Policy 8.96 Recreational trails.

Establish, improve, and maintain a complete and connected system of Major Public Trails that provide recreational opportunities and that can serve transportation functions consistent with policies 8.53 through 8.60 and other City trail policies and plans.

Policy 8.97 Natural resources.

Preserve, enhance, and manage City-owned natural areas and resources to protect and improve their ecological health, in accordance with both the natural area acquisition and restoration strategies, and to provide compatible public access.

Policy 8.98 Urban forest management.

Manage urban trees as green infrastructure with associated ecological, community, and economic functions, through planning, planting, and maintenance activities, education, and regulation. See also Policy 7.10.

Policy 8.99 Recreational facilities.

Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.

Policy 8.100 Self-sustaining Portland International Raceway (PIR).

Provide for financially self-sustaining operations of PIR, and broaden its programs and activities to appeal to families, diverse communities, and non-motorized sports such as biking and running.

Policy 8.101 Self-sustaining and inclusive golf facilities.

Provide financially self-sustaining public golf course operations. Diversify these assets to attract new users, grow the game, provide more introductory-level programming, and expand into other related recreational opportunities such as foot golf and disk golf.

Policy 8.102 Specialized recreational facilities.

Establish and manage specialized facilities within the park system that take advantage of land assets and that respond to diverse, basic, and emerging recreational needs.

Policy 8.103 Public-private partnerships.

Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

Finding: Policies 8.92 through 8.103 provide direction on the City's park system planning. Policies 8.100 and 8.101 apply specifically to the Portland International Raceway and Golf Facilities and so are not applicable to this district. The Lloyd-Holladay TIF District does not amend any of the City's parks and recreation programs or requirements. As demonstrated in the Lloyd TIF District Report, all of the housing units in the Lloyd-Holladay TIF District are within a half mile of a park and meet the City's level of service standards. However, funding streams for repair, replacement, and ADA compliance updates for park facilities in this TIF District are deficient.



The plan authorizes funding for public realm enhancements and inclusive neighborhood improvements that may support development of open space, community centers, recreational, and recreation, arts, and cultural centers. The Lloyd-Holladay TIF District Plan is therefore consistent with these policies.

PUBLIC SAFETY AND EMERGENCY RESPONSE

Policy 8.104 Emergency preparedness, response, and recovery coordination.

Coordinate land use plans and public facility investments between City bureaus, other public and jurisdictional agencies, businesses, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster risk reduction, preparedness, response, and recovery.

Policy 8.105 Emergency management facilities.

Provide adequate public facilities – such as emergency coordination centers, communications infrastructure, and dispatch systems – to support emergency management, response, and recovery.

Policy 8.106 Police facilities.

Improve and maintain police facilities to allow police personnel to efficiently and effectively respond to public safety needs and serve designated land uses.

Policy 8.107 Community safety centers.

Establish, coordinate, and co-locate public safety and other community services in centers.

Policy 8.108 Fire facilities.

Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that meets or exceeds minimum established service levels.

Policy 8.109 Mutual aid.

Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.

Policy 8.110 Community preparedness.

Enhance community preparedness and capacity to prevent, withstand, and recover from emergencies and natural disasters through land use decisions and public facility investments.

Policy 8.111 Continuity of operations.

Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

Finding: Policies 8.104 through 8.111 provide direction on the provision of public safety and emergency response services and facilities. These policies are focused on the operational, facility-based, and inter-agency coordination aspects of emergency management. The Lloyd-Holladay TIF District Plan does not amend or impact any of the public facility or emergency response plans, strategies, or protocols that implement these policies. The Lloyd-Holladay TIF District Plan does authorize funding for seismic upgrades and other climate resilience related improvements so may support community



preparedness within the District without interfering with the implementation of these policies. The Lloyd-Holladay TIF District Plan is therefore consistent with 8.104 through 8.111.

SOLID WASTE MANAGEMENT

Policy 8.112 Waste management.

Ensure land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively and prioritize waste management in the following order: waste reduction, recycling, anaerobic digestion, composting, energy recovery, and then landfill.

Finding: The Lloyd-Holladay TIF District Plan does not impact or amend the City’s land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively. Policy 8.112 does not apply.

SCHOOL FACILITIES

Policy 8.113 School district capacity.

Policy 8.114 Facilities planning.

Policy 8.115 Co-location.

Policy 8.117 Recreational use.

Policy 8.118 Schools as emergency aid centers.

Policy 8.119 Facility adaptability.

Policy 8.120 Leverage public investment.

Policy 8.121 School access.

Policy 8.122 Private institutions.

Finding: Policies 8.114 through 8.122 provide direction on planning for school facilities and school sites. The Lloyd-Holladay TIF District Plan does not impact the Portland Public Schools Long Range Facility Plan or implementation of school facility policies. Policies 8.113 through 8.122 do not apply.

TECHNOLOGY AND COMMUNICATIONS

Policy 8.123 Technology and communication systems.

Policy 8.124 Equity, capacity, and reliability.

Finding: Policies 8.123 and 8.124 provide direction on the provision technology and communication services. The Lloyd-Holladay TIF District plan does not impact or interfere with the implementation of these policies. Policies 8.123 and 8.124 do not apply.

ENERGY INFRASTRUCTURE

Policy 8.125 Energy efficiency.

Policy 8.126 Coordination.

Finding: The Lloyd-Holladay TIF District Plan does not amend the sections of the zoning code that regulate the production of energy or other types of energy infrastructure and



does not impact or interfere with the City’s coordination efforts with energy providers. Policies 8.125 and 8.126 do not apply.

Chapter 9: Transportation

Goals

GOAL 9.A: Safety

The City achieves the standard of zero traffic-related fatalities and serious injuries. Transportation safety impacts the livability of a city and the comfort and security of those using City streets. Comprehensive efforts to improve transportation safety through equity, engineering, education, enforcement and evaluation will be used to eliminate traffic-related fatalities and serious injuries from Portland’s transportation system.

Finding: As shown in the Lloyd-Holladay Area TIF Report, Lloyd-Holladay is part of the Vision Zero High Crash Network with a high number of traffic incidents and pedestrian-involved crashes. Improving transportation safety is a priority of the Lloyd-Holladay Area TIF District Plan. The Plan authorizes fundings for new streets, street improvements, bike lanes, as well as projects that enhance accessibility for individuals with mobility challenges. These projects will support the Plan’s goals of providing safe, accessible and comfortable pedestrian and bicycle networks. The Lloyd-Holladay TIF District Plan is consistent with this goal.

Goal 9.B: Multiple goals

Portland’s transportation system is funded and maintained to achieve multiple goals and measurable outcomes for people and the environment. The transportation system is safe, complete, interconnected, multimodal, and fulfills daily needs for people and businesses.

Finding: Goal 9.B states that the City’s transportation system should be funded and maintained to meet goals of being safe, complete, interconnected, multimodal, and fulfilling daily needs for people and businesses. The Lloyd-Holladay TIF District Plan is aligned with these goals. As shown in Chapter 3.3 of the TIF District Plan, one of the District goals is to “improve street design and function to increase efficiency and safety for all transportation modes and the ability to meet the needs of businesses, shoppers, residents, and visitors [and] establish a system and standards that emphasize walking, bicycling, transit use and freight access while continuing to provide automobile access.” The Plan will provide funding for projects that:

- ◆ Support new streets, street improvements, and bike lanes.
- ◆ Enhance accessibility for individuals with mobility challenges.
- ◆ Create connectivity within and to the district.



The Plan will therefore support the implementation of the multiple goals identified in Goal 9.B.

GOAL 9.C: Great places

Portland's transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.

Finding: The Lloyd-Holladay TIF District Plan will provide a funding source for connectivity and accessibility improvements throughout the District, which is located in the Central City and includes NE 12th Avenue, the Blumenauer Bridge, and Holladay Park. The Plan's transportation improvement projects that will support safe, livable, walkable places in the District that provide complete, livable and connected neighborhoods for residents and workers. The Lloyd-Holladay TIF District Plan is consistent with Goal 9.C.

GOAL 9.D: Environmentally sustainable

The transportation system increasingly uses active transportation, renewable energy, or electricity from renewable sources, achieves adopted carbon reduction targets, and reduces air pollution, water pollution, noise, and Portlanders' reliance on private vehicles.

Finding: The Lloyd-Holladay TIF District Plan includes projects for street improvements, bike lanes, and connectivity that will support safe, active transportation in the District with an emphasis on active transportation modes that help support implementation of this policy. The Lloyd-Holladay TIF District Plan is consistent with Goal 9.D.

GOAL 9.E: Equitable transportation

The transportation system provides all Portlanders options to move about the city and meet their daily needs by using a variety of safe, efficient, convenient, and affordable modes of transportation. Transportation investments are responsive to the distinct needs of each community.

Finding: The Lloyd-Holladay TIF District Plan authorizes funding for new streets, street improvements, and bike lanes to enhance access for a variety of modes of transportation and users. As the Lloyd-Holladay TIF District Report Attachment A demonstrates, more households in TIF District households earn less than \$50,000 (38 percent) compared to Portland at 30 percent and median household income is lower compared Portland overall. The Plan aims to increase opportunities for housing in the TIF District, which will allow these projects will support the Plan's goals of providing safe, accessible and comfortable pedestrian and bicycle networks for existing and future residents. The Lloyd-Holladay TIF District Plan is consistent with Goal 9.E.

GOAL 9.F: Positive health outcomes

The transportation system promotes positive health outcomes and minimizes negative impacts for all Portlanders by supporting active transportation, physical activity, and community and individual health.



Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding for new bike lanes and street improvements, as well as projects that improve pedestrian and bicycle safety and connectivity while enhancing accessibility for individuals with mobility challenges. These projects advance the TIF District Plan’s vision to “design neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities.” The TIF District Plan will therefore support implementation of Goal 9.F.

GOAL 9.G: Opportunities for prosperity

The transportation system supports a strong and diverse economy, enhances the competitiveness of the city and region, and maintains Portland’s role as a West Coast trade gateway and freight hub by providing efficient and reliable goods movement, multimodal access to employment areas and educational institutions, as well as enhanced freight access to industrial areas and intermodal freight facilities. The transportation system helps people and businesses reduce spending and keep money in the local economy by providing affordable alternatives to driving.

Finding: The Lloyd-Holladay TIF District Plan furthers this goal by providing funding to enhance multimodal access to the area’s employment areas, thereby helping to expand access to economic opportunity and the viability of these areas for residents in the district and those commuting into the area. The Lloyd-Holladay TIF District Plan is consistent with Goal 9.G.

GOAL 9.H: Cost effectiveness

The City analyzes and prioritizes capital and operating investments to cost effectively achieve the above goals while responsibly managing and protecting our past investments in existing assets.

Finding: The Lloyd-Holladay TIF District Plan does not impact the City’s procedures for analyzing and prioritizing capital and operating investments. Goal 9.H does not apply.

GOAL 9.I: Airport Futures

Promote a sustainable airport (Portland International Airport [PDX]) by meeting the region’s air transportation needs without compromising livability and quality of life for future generations.

Finding: The Lloyd-Holladay TIF District does not impact any airport facilities and does not amend the Portland International Airport Plan District or any of the plans that implement Goal 9.I. Goal 9.I does not apply.



Policies

DESIGN AND PLANNING

Policy 9.1 Street design classifications.

Policy 9.2 Street policy classifications.

Policy 9.3 Transportation System Plan.

Policy 9.4 Use of classifications.

Finding: Policies 9.1 through 9.4 provide direction regarding transportation system classifications and the Transportation System Plan. The Lloyd-Holladay TIF District Plan does not change the functional classification of any existing or proposed transportation facility, nor does it change the standards implementing a functional classification system. Policies 9.1 through 9.4 do not apply.

Policy 9.5 Mode share goals and Vehicle Miles Travelled (VMT) reduction.

Increase the share of trips made using active and low-carbon transportation modes. Reduce VMT to achieve targets set in the most current Climate Action Plan and Transportation System Plan, and meet or exceed Metro's mode share and VMT targets.

Finding: The Lloyd-Holladay TIF District authorizes funding that can support active transportation infrastructure that enhances access for a variety of modes of transportation and users. Projects including new streets, street improvements, and bike lanes could help to implement this policy by encouraging lower carbon transportation modes. The Plan does not amend targets set in the Climate Action Plan or Transportation System Plan. The Lloyd-Holladay TIF District Plan is consistent with Policy 9.5.

Policy 9.6 Transportation strategy for people movement

Implement a prioritization of modes for people movement by making transportation system decisions according to the following ordered list:

1. *Walking*
2. *Bicycling*
3. *Transit*
4. *Fleets of electric, fully automated, multiple passenger vehicles*
5. *Other shared vehicles*
6. *Low or no occupancy vehicles, fossil-fueled non-transit vehicles*

When implementing this prioritization, ensure that:

- ◆ *The needs and safety of each group of users are considered, and changes do not make existing conditions worse for the most vulnerable users higher on the ordered list.*
- ◆ *All users' needs are balanced with the intent of optimizing the right of way for multiple modes on the same street.*



- ◆ *When necessary to ensure safety, accommodate some users on parallel streets as part of a multi-street corridor.*
- ◆ *Land use and system plans, network functionality for all modes, other street functions, and complete street policies, are maintained.*
- ◆ *Policy-based rationale is provided if modes lower in the ordered list are prioritized.*

Specific modal policies are found below in policies 9.17 to 9.40.

Finding: The Lloyd-Holladay TIF District Plan authorizes funding for proposed projects that include new streets, bike lanes, street improvements, increased pedestrian and bicycle safety and connectivity, and enhanced accessibility for individuals with mobility challenges. The Plan does not amend the City’s prioritization of modes outlined in this policy. The TIF District Plan will therefore support implementation of Policies 9.17 through 9.21 and is consistent with these policies.

Policy 9.7 Moving goods and delivering services.

In tandem with people movement, maintain efficient and reliable movement of goods and services as a critical transportation system function. Prioritize freight system reliability improvements over single-occupancy vehicle mobility where there are solutions that distinctly address those different needs. Multimodal freight policies are found below in policies 9.33 to 9.35.

Finding: Policy 9.7 provides direction on maintaining efficient and reliable movement of goods and service and planning for freight system improvements. The Lloyd-Holladay TIF District Plan does not impact or interfere with the implementation of these polices. Policy 9.7 does not apply.

Policy 9.8 Affordability

Improve and maintain the transportation system to increase access to convenient and affordable transportation options for all Portlanders, especially those who have traditionally been under-served or under-represented or have historically borne unequal burdens.

Finding: The Lloyd-Holladay TIF Districts Plan’s recommended transportation projects focus on increasing efficiency and safety for all transportation modes, emphasize walking, bicycling, and transit use. As shown in the Lloyd-Holladay TIF Report, more households in TIF District households earn less than \$50,000 (38 percent) compared to Portland at 30 percent. Overall, Median Household Income in Portland is \$85,876 compared to \$75,066 in the TIF District. Given that this is a high-opportunity area with good transit access and a concentration of amenities, the Plan’s new investments in housing could serve a broader swath of the community and provide increased access. The Lloyd-Holladay TIF District Plan is consistent with Policy 9.8.

Policy 9.9 Accessible and age-friendly transportation system

Ensure that transportation facilities are accessible to people of all ages and abilities, and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way comply with the Americans with Disabilities Act of 1990. Improve and adapt the



transportation system to better meet the needs of the most vulnerable users, including the young, older adults, and people with different abilities.

Finding: The Lloyd-Holladay TIF District Plan will provide a source of funding for projects that develop new bike lanes and street improvements, improve safety and connectivity, and enhance accessibility for individuals with mobility challenges. These projects will make the District easier for people of all ages and abilities to safely and conveniently access local destinations by walking, biking, or rolling. The Lloyd-Holladay TIF District Plan is consistent with Policy 9.9.

Policy 9.10 Geographic policies

Adopt geographically-specific policies in the Transportation System Plan to ensure that transportation infrastructure reflects the unique topography, historic character, natural features, system gaps, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3: Urban Form as the basis for area policies.

9.10.a *Refer to adopted area plans for additional applicable geographic objectives related to transportation, land use, development, and placemaking*

Finding: The Lloyd-Holladay TIF District Plan does not amend, or impact the implementation of, any geographically-specific policies in the Transportation System Plan. Policy 9.10 does not apply.

LAND USE, DEVELOPMENT, AND PLACEMAKING

Policy 9.11 Land use and transportation coordination

Policy 9.12 Growth strategy

Policy 9.13 Development and street design

Finding: No changes are proposed to street design and policy classifications or land use designations. Policies 9.11 through 9.13 do not apply.

STREETS AS PUBLIC SPACES

Policy 9.14 Streets for transportation and public spaces

Policy 9.15 Repurposing street space

Policy 9.16 Design with nature

Finding: No changes are proposed to street design requirements, and no new streets or street realignments are currently proposed. Policies 9.14 through 9.16 do not apply.

MODAL POLICIES

Policy 9.17 Pedestrian transportation

Encourage walking as the most attractive mode of transportation for most short trips, within neighborhoods and to centers, corridors, and major destinations, and as a means for accessing transit.



Policy 9.18 Pedestrian networks

Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.

Policy 9.19 Pedestrian safety and accessibility

Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.

Policy 9.20 Bicycle transportation

Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

Policy 9.21 Accessible bicycle system

Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities.

Finding: Policies 9.17 through 9.21 provide direction on creating attractive, complete, safe, accessible, and convenient pedestrian and bicycle transportation networks. The Lloyd-Holladay TIF District Plan will provide a source of funding for new bike lanes and street improvements, as well as projects that improve pedestrian and bicycle safety and connectivity while enhancing accessibility for individuals with mobility challenges. The TIF District Plan will therefore support implementation of Policies 9.17 through 9.21 and is consistent with these policies.

Policy 9.22 Public transportation

Policy 9.23 Transportation to job centers

Policy 9.24 Transit service

Policy 9.25 Transit equity

Policy 9.26 Transit funding

Policy 9.27 Transit service to centers and corridors

Finding: Policies 9.22 through 9.23 provide direction on the provision of a public transit system. The Lloyd-Holladay TIF District does not impact or interfere with the implementation of these policies. Policies 9.22 through 9.23 do not apply.



- Policy 9.28 Intercity passenger service
- Policy 9.29 Regional trafficways and transitways
- Policy 9.30 Multimodal goods movement
- Policy 9.31 Economic development and industrial lands
- Policy 9.32 Multimodal system and hub
- Policy 9.33 Freight network
- Policy 9.34 Sustainable freight system
- Policy 9.35 Freight rail network
- Policy 9.36 Portland Harbor
- Policy 9.37 Portland Heliport
- Policy 9.38 Automobile transportation
- Policy 9.39 Automobile efficiency
- Policy 9.40 Emergency response

Finding: Policies 9.28 through 9.40 provide direction on Citywide transportation system planning. The Lloyd-Holladay TIF District does impact the implementation of any of these policies. Policies 9.28 through 9.40 do not apply.

AIRPORT FUTURES

- Policy 9.41 Portland International Airport
- Policy 9.42 Airport regulations
- Policy 9.43 Airport partnerships
- Policy 9.44 Airport investments

Finding: Policies 9.41 through 9.44 provide policy direction related to Portland International Airport. The Lloyd-Holladay TIF District Plan does not change the Portland International Airport Plan District or have any impact on airport facilities. Policies 9.41 through 9.44 do not apply.

SYSTEM MANAGEMENT

- Policy 9.45 System management
- Policy 9.46 Traffic management
- Policy 9.47 Connectivity
- Policy 9.48 Technology
- Policy 9.49 Performance measures
- Policy 9.50 Regional congestion management
- Policy 9.51 Multimodal Mixed-Use Area

Finding: Policies 9.45 through 9.51 provide direction on managing the Citywide transportation system. The Lloyd-Holladay TIF District plan does not impact the implementation of these policies as it does not propose changes to the City's Transportation System Plan, street design standards or guidelines, street classifications, multimodal performance measures, or land use designations. The plan does not impact the City's regional congestion management approach with Metro and does not propose amendments to the Central City Plan. Policies 9.45 through 9.51 do not apply.



TRANSPORTATION DEMAND MANAGEMENT

Policy 9.52 Outreach

Policy 9.53 New development

Policy 9.54 Projects and programs

Finding: Policies 9.52 through 9.54 provide direction regarding transportation demand management. The Lloyd-Holladay TIF District Plan does not affect existing transportation demand management regulations or outreach programs (e.g., requirements in Title 17.107, Chapter 33.266.410, Chapter 33.852, Smart Trips, and Safe Routes to Schools). Policies 9.52 through 9.54 do not apply.

PARKING MANAGEMENT

Policy 9.55 Parking management

Policy 9.56 Curb Zone

Policy 9.57 On-street parking

Policy 9.58 Off-street parking

Policy 9.59 Share space and resources

Policy 9.60 Cost and price

Policy 9.61 Bicycle parking

Finding: Policies 9.55 through 9.61 address parking management and off-street parking. These policies direct the City to reduce and manage parking demand, utilize parking management and pricing tools in areas with high parking demand, limit the development of new parking spaces, encourage the shared use of parking, and promote the development of new bicycle parking facilities in the public right-of-way. The Lloyd-Holladay TIF District Plan does not impact or interfere with the implementation of these policies. Policies 9.55 through 9.61 do not apply.

FINANCE, PROGRAMS, AND COORDINATION

Policy 9.62 Coordination

Coordinate with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services.

Finding: The Lloyd-Holladay TIF District plan does not impact or interfere with the City's coordination with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services. Policy 9.62 does not apply.

Policy 9.63 New development impacts

Prevent, reduce, and mitigate the impacts of new development and redevelopment on the transportation system. Utilize strategies including transportation and parking demand management, transportation system analysis, and system and local impact mitigation improvements and fees.



Finding: The TIF District Plan does not change existing tools for transportation and parking demand management and system improvement and fees. New development is not proposed at this time as part of the establishment of the Lloyd-Holladay TIF District. Prevention, reduction, and mitigation of the impacts on the transportation system from new development and redevelopment within the District will be addressed at the time development is proposed. Policy 9.63 does not apply.

Policy 9.64 Education and encouragement

Policy 9.65 Telecommuting

Policy 9.66 Project and program selection criteria

Policy 9.67 Funding

Finding: Policies 9.64 through 9.67 address the funding and management of the City's transportation system and programs and not development or uses on private or public land outside of the right of way. The Lloyd-Holladay TIF District Plan does not propose any changes to these policies. Policies 9.64 through 9.67 do not apply.

NEW MOBILITY

Policy 9.68 New mobility priorities and outcomes

Policy 9.69 New mobility tools

Finding: Policies 9.68 and 9.69 address the management of automated vehicles. The Lloyd-Holladay TIF District will not impact or interfere with the implementation of these policies. Policies 9.68 and 9.69 do not apply.

Chapter 10: Land Use Designations and Zoning

Goal

Goal 10.A Land use designations and zoning

Finding: The Lloyd-Holladay TIF District Plan will not amend land use designations, Zoning Map, and the Zoning Code. This goal does not apply.

Policies

LAND USE DESIGNATIONS

Policy 10.1 Land use designations

Finding: The Lloyd-Holladay TIF District Plan will not amend land use designations, Zoning Map, and the Zoning Code. This goal does not apply.



THE ZONING MAP AND THE ZONING CODE

Policy 10.2 Relationship of land use designations to base zones

Policy 10.3 Amending the Zoning Map

Policy 10.4 Amending the Zoning Code

Finding: The Lloyd-Holladay TIF District Plan does propose any amendments to land use designations, base zones, the zoning map or zoning code. Policies 10.2 through 10.4 do not apply.



4. Advance Portland

Introduction

In 2023, the City of Portland approved *Advance Portland: A Call to Action for Inclusive Economic Growth* (“Advance Portland”), which established the City’s and Prosper Portland’s five-year economic strategy. Advance Portland embraces a vision of Portland as a model 21st century city that targets and manages growth well and aligns economic growth with equity and climate resiliency to provide a prosperous, vibrant, healthy place for all Portland residents and businesses. The City strives to realize this vision by pursuing a series of four Objectives, which each represent a series of strategies with a common goal.

Goal

The goal of the 2023-2028 strategy is to advance inclusive growth by establishing enduring partnerships, policies, and initiatives, that propel and align economic prosperity with racial equity and climate action.

Finding: The Lloyd-Holladay TIF District Plan aims to align economic prosperity with racial equity and climate action. The Lloyd-Holladay TIF District Plan envisions a district where:

- ◆ The Central City is a successful dense mixed-use center composed of unique, livable neighborhoods with housing, services, and amenities that support the needs of people of all ages, incomes, and abilities.
- ◆ Affordable housing supply maintains and supports the area’s growing racial, cultural, and economic diversity.
- ◆ Vulnerable populations concentrated within the Central City are supported with access to needed human and health services.
- ◆ Well, connected, efficient, and safe transportation network is well used, emphasizing walking, bicycling and transit use. Efficient transportation of freight supports local and regional business growth. Parking is managed to optimize use of the limited supply and balance the need with other uses of rights of way.
- ◆ Public realm is characterized by human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of inviting experiences for public interaction.
- ◆ National leader for innovation in business, higher education and urban development with physical and social qualities that foster and attract diverse creativity, innovation, entrepreneurship, and civic engagement.
- ◆ Economically competitive with robust and expanding business and development activity in line with region’s long term growth plans and Central City 2035



employment and inclusive growth management goals. Urban character and livability make it the leading location in the region for business and commercial activity and an attractive location for new development.

The Plan includes a category of projects for economic development that aim to support access to and expansion of economic opportunities for all groups facing longstanding disparities, including education, housing, and employment to ensure equitable benefits of development. TIF-funded economic development projects will seek to:

- ◆ Offer tenant funding and incentives to attract and retain anchor employers and support entrepreneurship and innovation
- ◆ Target and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center.
- ◆ Invest through grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, and incentives for affordable commercial tenancing and related leasing to:
 - Support small business stabilization and growth with a focus on ground floor tenancing;
 - Support inclusive wealth creation; and
 - Create a vibrant retail environment that attracts diverse visitors from the region and beyond.

The Plan also allocates funding towards projects that “are reflective of and attractive to a diverse demographic” and “pursue infrastructure to meet sustainability and climate goals through innovation” (Lloyd-Holladay TIF District Plan, Chapter 3.1). Finally, the Plan allocates funding for affordable housing projects which will reduce costs for housing, increase economic stability, and offer Portlanders greater means to accumulate savings. . In addition to the City’s set-aside policy to allocate 45 percent of TIF funds to affordable housing, additional TIF funds allocated to Prosper Portland can also be used to support middle-income housing for households at 80-120 percent of AMI. These projects will collectively support economic prosperity and climate action within the District.

By focusing investments in economic and urban development, housing, inclusive neighborhood improvements, and climate resilient infrastructure, the Lloyd-Holladay TIF District Plan supports economic prosperity, climate action, and racial equity. The Lloyd-Holladay TIF District Plan is therefore consistent with the overarching goal of the Advance Portland Strategy.

Objectives

Objective 1 Propel Inclusive Economic Growth & Innovation

in key traded sector clusters and expand green products and services that address barriers to growth.



Finding: Objective 1 aims to support economic growth in the traded sector industry clusters that bring in new income to the area and growing the regional economy. The five priority industry clusters are Athletic & Outdoor, Green Cities, Food & Beverage Manufacturing, Metals & Machinery, and Software & Media. The actions in this objective focus on the City-led development of action plans, initiatives, and partnerships to support these industries. One of the categories of proposed projects for major activities in the Lloyd-Holladay TIF District Plan is “Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries.” This category of projects aims to:

- ◆ Offer tenant funding and incentives to attract and retain anchor employers, and support entrepreneurship and innovation.
- ◆ Target and leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center.
- ◆ Priority project areas include:
 - Redevelopment of Lloyd Center
 - Redevelopment of Portland Bottling and associated properties
 - Regal Cinema/parking lot

These investments will help to solidify and grow the Central City as a hub for key traded sector clusters. The TIF District Plan also includes projects to develop new commercial space or rehabilitate existing buildings, which will help ensure that the building stock in the District’s employment areas is aligned with the needs of modern commercial and employment facilities. The Lloyd-Holladay TIF District Plan is therefore consistent with Objective 1.

Objective 2 Promote Equitable Wealth Creation

by supporting BIPOC-owned small businesses and entrepreneurs to start and grow businesses through partnerships, capital, and relevant support.

Finding: The Lloyd-Holladay TIF District Plan will support small business stabilization and growth within the District. One of the categories of proposed projects for major activities in the Lloyd-Holladay TIF District Plan is “Small Business Support.” This category of projects aims to:

- ◆ Invest through grant and loan programs and direct investment in tenant and façade improvements, related infrastructure improvements, and incentives for affordable commercial tenancing and related leasing to:
 - Support small business stabilization and growth with a focus on ground floor tenancing;
 - Support inclusive wealth creation; and
 - Create a vibrant retail environment that attracts diverse visitors from the region and beyond.



- ◆ Priority project areas include:
 - Commercial and retail corridors along NE Broadway and NE Weidler and NE MLK and NE Grand Avenues near the Oregon Convention Center and hotels
 - Redevelopment of Lloyd Center

Additionally, by reducing costs for housing, the TIF District Plan will increase economic stability, offer residents greater means to generate wealth, and create opportunities for more access for families, BIPOC communities, and a wider range of incomes in the TIF District. Therefore, the Lloyd-Holladay TIF District Plan will support equitable wealth creation through economic development and business support projects, as well as affordable housing investments. The Lloyd-Holladay TIF District Plan is consistent with Objective 2.

Objective 3 Foster a Vibrant Central City and Neighborhood Commercial Districts

with tailored strategies to reimagine and revitalize our commercial centers and corridors as vibrant nodes of employment, small business, entertainment, and cultural amenities.

Finding: Objective 3 includes objectives and actions aimed at revitalizing the Central City and Neighborhood Commercial Districts throughout the City. The Lloyd-Holladay TIF District is within the Central City District. This objective contains many actions related to the Central City that the Lloyd-Holladay TIF District Plan will directly support or help implement, including:

- ◆ 3.2.1 Anchor Business Retention and Recruitment
 - The Lloyd-Holladay TIF District Plan includes a category of projects aimed at “Recruitment and Retention of Large Anchor Employers, National Retailers, and Traded Sector Industries.” These projects will provide funding and incentives to recruit anchor employers; they also leverage anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center.
- ◆ 3.2.2 Commercial Space Activation Support
 - The Lloyd-Holladay TIF District Plan includes projects aimed at updating, rehabilitating, or developing new commercial space. One category of projects for “Small Business Support” is particularly focused on neighborhood commercial space, offering funding and incentives to a) support small business stabilization and growth with a focus on ground floor tenancing; b) support inclusive wealth creation; and c) create a vibrant retail environment that attracts diverse visitors from the region and beyond.
- ◆ 3.3.2 Focused TIF Districts
 - This action in Advance Portland aims to “create highly focused TIF districts to support infrastructure investments to unlock inclusive residential,



commercial, and employment growth for specific sites, and deploy innovative green technology.” One category of projects in this TIF District Plan is “Street and Utilities Improvements to Support Vertical Development,” which provides funding for infrastructure to support new district development and meet climate goals.

- ◆ 3.4.3 Central City Revival / 3.4.4 Public Space Activation
 - These actions aim to enhance and maintain the Central City as a centralized regional gathering place. The Lloyd-Holladay TIF District Plan provides funding for public space activation projects, arts and cultural centers, public realm enhancements, and signage improvements that will support implementation of these actions.

These TIF projects will directly support some of the Central City outcomes under this objective. the Lloyd-Holladay TIF District Plan is consistent with Objective 3.

Objective 4 Connect Portlanders to High Quality Jobs in Future-Ready Sectors

through industry-based and industry-driven job training and improved proximity to quality jobs.

Finding: Objective 4 focuses on connecting Portland residents to high-quality jobs in two ways: job training and improved proximity to jobs. Outcomes 4.1 and 4.2 under this objective focus on the workforce programs and partnerships necessary to accomplish the job training component of the objective. The Lloyd-Holladay TIF District Plan does not affect the City’s efforts to support workforce training programs or partnerships described in this Strategy. Outcome 4.3 is “Improve Connections Between Residential and Employment Centers” and contains the following actions:

- ◆ 4.3.1 Transit-Oriented Housing Initiative
- ◆ 4.3.2 Enhance Job Hub Transit
- ◆ 4.3.3 Industrial Land Strategy
- ◆ 4.3.4 Strategic Economic Investment

The Lloyd-Holladay TIF District Plan does not impact the zoning, public/private partnerships, or transit systems that implement actions 4.3.1 to 4.3.3. However, the TIF District Plan’s funding for affordable housing and connectivity improvements will encourage density and supply of mixed income housing near job centers and augment transportation options to existing job hubs in and around the TIF District.

Action 4.3.4 aims to locate major economic investments and target business growth near underserved areas, defined as areas with lower incomes or higher unemployment rates than the average, or communities with poor transportation connections to job centers. The Lloyd-Holladay TIF District Report demonstrates that the area has lower incomes and higher unemployment rates than the average for Portland, and that the TIF District experiences high traffic volumes, congestion, and increased risk of dangerous crashes on major streets. Therefore, the economic and transportation investments from the Lloyd-Holladay TIF District Plan will improve connections between



residential and employment centers in the Central City and support implementation of
4.3.4. The Lloyd-Holladay TIF District Plan is consistent with Objective 4.



5. Central City 2035

The Central City 2035 plan is a component of the City of Portland’s Comprehensive Plan. It is a guiding policy document for physical development within the Central City, including its defined subdistricts. Each policy in the Central City 2035 plan describes a desirable outcome; however, not all policies are relevant to each particular decision, and it is not required that the proposed TIF Plan advance all of the policies equally well. For this reason, Central City 2035 policies are first examined for their applicability to the decision at hand, and then only applicable policies are considered (Comprehensive Plan, HTU-5.)

The Lloyd-Holladay TIF District boundary includes the Lloyd and Central Eastside subdistricts. Only these subdistrict policies are applicable to the proposed TIF Plan and must be evaluated or consistency in these findings.

1. REGIONAL CENTER

Goals

Goal 1.A

Portland’s Central City is the preeminent regional center for commerce and employment, arts and culture, entertainment, tourism, education and government.

Finding: The Lloyd-Holladay TIF District Report recognizes the importance of repositioning some of the Central City’s retail and commercial assets including the Lloyd Center with the goal to “expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation.” (TIF District Plan Chapter 2.3) The Plan also seeks to foster transformative development around regional attractions located near the District’s boundaries like the Oregon Convention Center and Veterans Memorial Coliseum. Projects in the TIF District Plan include investment in and around regional amenities and targeted support for retail hubs that serve residents, visitors, and workers in the Central City. The Lloyd-Holladay TIF District Plan is consistent with Goal 1.A for regional centers.

Goal 1.B

The Central City is economically competitive, especially relative to West Coast and regional markets, with robust and expanding business and development activity.

Finding: The TIF District Plan includes projects for economic development to pursue recruitment and retention of large anchor employers, national retailers, and traded sector industries with a focus on large opportunity sites in the Lloyd subdistrict.



These projects strengthen the Central City's role as a regional employment center by encouraging catalytic development. These activities will help to advance Goal 1.B by creating opportunities for economic growth in the region.

Goal 1.C

Portland's Central City is a national leader for innovation in business, higher education and urban development with physical and social qualities that foster and attract diverse creativity, innovation, entrepreneurship and civic engagement.

Finding: The TIF Report and Plan acknowledge the current challenges for maintaining an employment core in the post-pandemic environment with reduced volumes of foot traffic, increasing office and retail vacancies, and declining employment in the Central City. Between 2019 and 2022, the Lloyd-Holladay TIF District lost 56 businesses and 1,047 workers accounting for 10 percent of establishments and 7 percent of employees that existed in the area in 2019 (See TIF District Report Attachment A). Projects proposed for the Lloyd subdistrict help to advance Goal 1.C by fostering innovation through support for small businesses and creating more inclusive neighborhoods.

Goal 1.D

The experience of the Central City's urban character and livability make it the leading location in the region for business and commercial activity and an attractive location for new development.

Finding: Increasing the appeal and livability of the Central City are important components of the Lloyd-Holladay TIF District Plan's goals, which includes projects that will help to preserve commercial spaces and encourage new development activity. With a combination of public realm improvements and funding for critical improvements to buildings in the Lloyd subdistrict area the TIF District's objectives align with Goal 1.D.

Policies

CIVIC AND CULTURAL CENTER

Policy 1.1 Regional image

Strengthen the roles of the Central City and Willamette River in enhancing a positive image for the city, region and state.

Finding: The Lloyd-Holladay TIF District Plan includes projects to strengthen the image of the Central City with proposed projects to enhance the public realm through placemaking projects. The TIF District does not overlap with the Willamette riverfront area but is consistent with Policy 1.1.



Policy 1.2 Center of higher education

Support the ability of major universities and other higher education institutions to strengthen the Central City as a center of learning, business and innovation.

Finding: The Lloyd-Holladay TIF District does not propose any projects for major university facilities or higher education institutions related to this policy. Policy 1.2 does not apply.

Policy 1.3 Center of urban innovation

Strengthen the role and stature of the Central City as a laboratory and showcase for innovative urban development and as a regional leader in the development of businesses related to clean technology, green practices and design, and resource conservation.

Finding: The TIF District aligns with this policy by catalyzing innovative urban development in the Central City's Lloyd subdistrict. The TIF District includes support for employment and commercial development that can attract businesses focused on clean technology, green practices, sustainable design, and other target industries as part of repositioning large sites like the Lloyd Center. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.3.

Policy 1.4 Tourism, retail and entertainment

Expand upon activities in the Central City that support tourism and complement economic success, vibrancy, and livability, with a special focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation. See district policies section for related policies in: DT, WE, GH, PL, OT, LD, CE, SW, UD

Finding: Tourism, retail, and entertainment activities are supported in the Lloyd-Holladay TIF District Plan and acknowledged as important drivers for creating a vibrant Central City in the Plan's goals. Retail is a core focus of revitalizing the Lloyd subdistrict as sizable challenges in shifting patterns of consumer demand increase retail vacancies in the area. Projects that align with this policy include support for retail businesses, targeted investments for national retailers, and introducing destination uses (i.e. music and sporting venues, education and cultural hubs, iconic commercial anchors) that attract a diverse variety of users. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.4.

Policy 1.5 Destination Willamette River

Enhance the riverfront as a destination by encouraging shops; restaurants; art; cultural, historic, ecological and maritime attractions; and recreation. Support opportunities and amenities for river tours, river transit and regional cruises to and from the riverfront.

Finding: The Lloyd-Holladay TIF District does not overlap with the Willamette riverfront. Policy 1.5 does not apply.



ECONOMIC VITALITY

Policy 1.6 Traded sector growth

Enhance business development efforts and assistance for targeted industry clusters and high growth sector companies.

Finding: The Lloyd-Holladay TIF District has seen a loss of employment since the onset of the COVID-19 pandemic in 2020 (see the Lloyd-Holladay TIF District Report Attachment A for more detail). This Plan includes considerations for long-term economic recovery and economic development efforts to attract employment opportunities back to the Central City and projects include recruitment and retention of target sector industries through tenant funding and incentives; support for entrepreneurship and innovation; and leveraging anchor employer investments to catalyze large-scale development opportunities at opportunity sites like Lloyd Center. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.6

Policy 1.7 Entrepreneurship and business innovation

Strengthen the Central City as a location for job creation by addressing development issues that affect businesses and supporting economic development strategies and programs that facilitate economic growth in the Central City.

Finding: The TIF District aligns with this policy by addressing key development challenges facing the Central City to make the area more attractive for new investment to spur economic growth and entrepreneurship. While TIF Districts focus on capital investments rather than programs, projects like grant or loan programs for small businesses, façade improvements, and incentives for affordable commercial tenancing and related leasing are critical for encouraging growth. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.7.

Policy 1.8 Innovation Quadrant

Capitalize upon the physical connections created by the Tilikum Crossing to connect Central Eastside industries with Westside institutional assets such as Oregon Health Science University (OHSU) and Portland State University (PSU). Facilitate the growth of traditional and emerging industries in service to the Innovation Quadrant and encourage venues such as the Oregon Museum of Science and Industry (OMSI) to showcase the diversity of research, economic development, and educational activities occurring within the quadrant. Encourage a range of businesses from start-up firms to corporate headquarters, with particular focus on knowledge-based industries such as technology and research and development, to locate in the area (see Regional Center map on page 34).

Finding: The Lloyd-Holladay TIF District does not overlap with these facilities and areas. Policy 1.8 does not apply.



Policy 1.9 Equity and the economy

Support greater access to and expansion of economic opportunities in the Central City for all groups facing longstanding disparities, including education, housing and employment so that they can achieve an equitable allocation of the benefits of development and economic prosperity. Accomplish this through land use tools (e.g., FAR bonuses and transfers) and/or other programs.

Finding: Projects in the TIF District that advance this goal include support for inclusive wealth generation and creating a vibrant retail environment that attracts diverse visitors from the region. The TIF District Plan also includes objectives to enable more opportunities for people to live near services and employment opportunities in line with this policy. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.9.

Policy 1.10 Next generation industrial/employment sanctuaries

Foster the long-term success of Central City industrial districts and the continuation of these areas as prime locations for investment and new industrial businesses, while supporting their evolution into places with a broader mix of businesses, living-wage jobs, and higher employment densities. See district policies section for related policies in: LA, CE

Finding: The Lloyd-Holladay TIF District has a small inventory of industrial land. As the Lloyd-Holladay TIF District Report demonstrates in Attachment A, about 14 percent of parcel acres in the District are designated as Industrial Sanctuary in the City's Comprehensive Plan. The TIF District Plan does not propose any specific development, but projects that support long-term success of the industrial district include funding for investments in both large and small construction or conversion of office space to research and development, light manufacturing, maker spaces, and complementary residential uses. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.10.

Policy 1.11 Commercial affordability

Support efforts to make the Central City a competitive location for development and business location and operation.

Finding: The TIF District Plan does not propose specific new development, but projects in the TIF District Plan include incentives and small business support for affordable commercial tenancing and related leasing in line with this policy to increase economic competitiveness for the Central City. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.11.

Policy 1.12 Day laborer organization and education

Continue efforts and initiatives within the Central City that organize and centralize day laborer services that can provide for worker rights education, outreach, and protect the rights of laborers.

Finding: TIF Districts generally align with capital improvements and investments and generally do not fund ongoing programming. Policy 1.12 does not apply.



Policy 1.13 Surface parking

Support strategies and tools to encourage the redevelopment of surface parking lots. Discourage the development of new surface parking and ensure buildings will not be demolished to provide surface parking. See district policies section for related policies in: WE, GH, OT

Finding: The TIF District Plan does not include any proposed projects for new surface parking that contradict with this policy. Policy 1.13 does not apply.

Policy 1.14 Flexible building design

Encourage flexible building design and construction, including structured parking, that allows buildings to be repurposed and accommodate a variety of uses in the future.

Finding: TIF Districts do not include modifications to building design standards. Policy 1.14 does not apply.

DISTRICT POLICIES

Lloyd

Policy 1.LD-1 Employment core

- a. *Office core.* Foster the Lloyd as an employment center for headquarters office, institutions, professional services and the government sector.
- b. *Retail.* Support existing and new retail development including regionally focused uses in and around the Lloyd Center Mall and neighborhood-serving uses along the NE Broadway corridor.

Finding: The Lloyd-Holladay TIF District Plan advances this policy with its focus on repositioning the district’s existing inventory of commercial and office spaces to current trends. The Plan includes projects for rehabilitation of existing buildings and construction of new commercial spaces and related parking needs, with a focus on conversion of office space to research and development, light manufacturing, maker spaces, and residential uses to adapt to employment shifts. The NE Broadway corridor is also a focus for small business support projects such as tenant and façade improvements, supportive infrastructure, and affordable commercial tenancing. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.LD-1.

Policy 1.LD-2 Sustainability innovation center

Promote Lloyd as a center for innovation and application of sustainable business and development practices, foster job creation in sustainable industries and encourage the incorporation of green technology and practices into businesses and development.

Finding: The Lloyd-Holladay TIF District Plan does not propose any specific implementation of green technology or businesses but provide a funding mechanism for infrastructure to meet sustainability and climate goals through innovation as well



as support for entrepreneurship and innovation. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.LD-2.

Policy 1.LD-3 Tourism, retail and entertainment

Support the continued success of the Rose Quarter and the Oregon Convention Center and encourage new development and businesses that complement and balance the episodic nature of event activity. Expand civic attractions to enhance tourism, regional attractions and the district's growing residential character.

Finding: The boundaries of the Lloyd-Holladay TIF District do not overlap with the Rose Quarter and Oregon Convention Center and the Plan does not propose any specific new development. The TIF District plan includes a goal to “expand activities that support tourism and complement economic success, vibrancy, and livability, with a focus on retail, cultural events and institutions, public spaces, arts and entertainment, urban design, and transportation” (TIF District Plan Chapter 2.3) and includes projects that enhance the public realm in the surrounding area. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.LD-3.

Policy 1.LD-4 Union Pacific alignment

Support relocation of the Union Pacific rail tracks to improve freight and passenger rail operations.

Finding: The TIF District Plan does not propose any projects related to freight or passenger rail and does not interfere with implementation of this policy. Policy 1.LD-4 does not apply.

Central Eastside

Policy 1.CE-1 Next generation industrial/employment sanctuaries

- a. *Industrial center.* Protect the Central Eastside as a centralized hub of industrial businesses and services that support the regional economy by serving other industrial districts and businesses located throughout the Portland metropolitan area.
- b. *Industrial diversification.* Support growth of new industrial sectors, protect existing sectors, and protect the Central Eastside as a place where startups and incubators can transition to mature and established businesses and sectors.

Finding: The Lloyd-Holladay TIF District has a small inventory of industrial land. As the Lloyd-Holladay TIF District Report demonstrates in Attachment A, about 14 percent of parcel acres in the District are designated as Industrial Sanctuary in the City's Comprehensive Plan. The TIF District Plan does not propose any specific development, but projects that support long-term success of the industrial district include funding for investments in both large and small construction or conversion of office space to research and development, light manufacturing, maker spaces, and complementary residential uses. The Lloyd-Holladay TIF District Plan is consistent with Policy 1.10.



Policy 1.CE-2 Employment supportive mixed-use corridors

Enhance the vibrancy of major mixed-use corridors to optimize their potential to attract investment and the development of new retail, commercial office, and residential uses that complement and serve employees and businesses in the Central Eastside.

Finding: The Lloyd-Holladay TIF District has some overlap with the Central Eastside subdistrict but does not intersect with major mixed-use corridors in these areas. Policy 1.CE-2 does not apply.

Policy 1.CE-3 Southern triangle

Encourage redevelopment of large sites to include employment opportunities such as industrial office and headquarters office opportunities, and invest in new infrastructure to address transportation constraints.

- a. *Clinton Station Area.* Facilitate the development of employment and residential, as well as neighborhood serving retail and community services that serve the Central Eastside and inner Southeast Portland neighborhoods.
- b. *OMSI Station Area.* Create a major and active riverfront station area that includes land and water based transportation, as well as educational and recreational opportunities. Promote visitor-serving attractions, amenities, and retail, as well as a mix of high-density commercial office, institutional and industrial employment uses.

Finding: The Lloyd-Holladay TIF District does not overlap with the Central Eastside subdistrict at Clinton or OMSI Station Areas. Policy 1.CE-3 does not apply.

Policy 1.CE-4 Workforce development institutions

Support institutions such as Benson High School, Portland Community College's CLIMB Center, OMSI, and others in their unique roles associated with workforce development through programs and partnerships that prepare Portlanders at different education and skill levels for employment in Central Eastside industries.

Finding: The Lloyd-Holladay TIF District does not propose any projects related to institutions operating in the Central Eastside subdistrict. TIF District funds generally cannot be used for programmatic uses. Policy 1.CE-4 does not apply.

Policy 1.CE-5 Tourism, retail and entertainment

Support river and riverfront uses and activities along the Eastbank Esplanade and near OMSI including active and passive recreation, ecological and maritime tourism, retail kiosks, restaurants and river transportation.

Finding: The Lloyd-Holladay TIF District does not overlap with the Central Eastside subdistrict at the Eastbank Esplanade or riverfront areas. Policy 1.CE-5 does not apply.



2. Housing and Neighborhoods

Goals

GOAL 2.A

The Central City is a successful dense mixed-use center composed of livable neighborhoods with housing, services and amenities that support the needs of people of all ages, incomes and abilities.

Finding: Portland's Central City has a density of social services and amenities that serve residents throughout Portland and the region. The Lloyd-Holladay TIF District offers opportunities to develop more housing and amenities in close proximity to the city's existing hubs for services. The projects identified in the Lloyd-Holladay TIF District Plan will provide funding to the Portland Housing Bureau for multi-dwelling housing development throughout the District that increase access to the Central City's existing inventory in consistency with the City's 45 percent set-aside required for TIF Districts. The Plan also includes projects that encourage commercial development in the Central City through projects related to economic development. The TIF District Plan identifies projects where (in accordance with City policy) rental housing is created and preserved with a focus on households earning less than 60 percent of area median income, and homeownership with focus on households earning 80 to 100 percent or less of area median income (depending on home size). The Lloyd-Holladay TIF District Plan aligns with Goal 2.A.

GOAL 2.B

The Central City's affordable housing supply maintains and supports the area's growing racial, ethnic and economic diversity.

Finding: The TIF District Plan supports Goal 2.B in creating housing opportunities that serve a diverse range of Portland residents in the Central City. Today, the Lloyd-Holladay area has a lower share of people of color than the city overall and lower median household income (see the Lloyd-Holladay TIF Report for detailed data about demographic composition). Increasing the supply of housing available at a range of price points is an objective for the Lloyd-Holladay TIF District that aligns with this goal. The TIF District Plan identifies projects to provide gap funding to create opportunities to allow for more access for households at a range of income levels and BIPOC individuals and families in the TIF District through low-income and middle-income residential development.

GOAL 2.C

Vulnerable populations concentrated within the Central City are supported with access to needed human and health services.



Finding: The TIF District Plan does not propose specific new social service facilities, but investments to support housing development in the Central City can expand access to the area’s existing density of services and opportunities for vulnerable community members. Proposed projects to support the creation of new regulated affordable housing through the redevelopment of properties including the Lloyd Center, Portland Bottling Company, Regal Cinema parking lot, and other sites advance this goal. The Lloyd-Holladay TIF District Plan is consistent with Goal 2.C.

Policies

NEIGHBORHOOD LIVABILITY

Policy 2.1 Complete neighborhoods

Ensure Central City neighborhoods have access to essential public services, including parks, open space and recreation opportunities, senior centers community centers and spaces, family serving amenities such as public schools, urban canopy, grocery stores and other neighborhood-serving retail and commercial services that support sustainable and diverse community structure. See district policies section for related policies in: DT, WE, GH, PL, OT, LD, CE, SW, UD

Finding: The Lloyd-Holladay TIF District identifies projects to support development of services and amenities that complement new and renovated housing (e.g. open space; community centers; recreational, arts and cultural centers, etc.) and will develop inclusive and welcoming neighborhoods that reflect the diversity of Portland. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.1.

Policy 2.2 Promote healthy active living

Design Central City neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation and the density of development needed to support these economically.

Finding: The Lloyd-Holladay TIF District identifies projects to support development of services and amenities that complement new and renovated housing and foster physically and social active lifestyles with public realm improvements. The Plan aims to develop inclusive active transportation infrastructure and implement placemaking strategies to support activation (new and existing), including via car-free zones in the Lloyd subdistrict. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.2.

Policy 2.3 Social services

Support development of social services facilities that are responsive to the needs of vulnerable members of the Portland community. See district policies section for related policies in: WE, PL, OT

Finding: The TIF District Plan does not propose specific new social service facilities, but investments to support housing development in the Central City can expand



access to the Central City's area's density of services for vulnerable community members which advances this policy. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.2.

Policy 2.4 Safe and secure Central City

Maintain adequate public safety and security services and reduce sources of conflict and nuisance crime through design, regulation and management.

Finding: The TIF District Plan does not amend or impact any existing public safety and security services plans, strategies, or protocols that implement this policy. Policy 2.4 does not apply.

Policy 2.5 Mixed-use compatibility

Promote design solutions and construction techniques to ensure that new development is compatible with existing uses, taking into account noise and other pre-existing conditions.

Finding: The Lloyd-Holladay TIF District Plan does not propose any specific new development or suggest design solutions or construction techniques. Any new development in the District will be subject to existing development standards. Policy 2.5 does not apply.

Policy 2.6 Conflict reduction strategies

Expand ongoing strategies and programs that reduce potential conflicts between special needs populations and other Central City residents, employees, visitors and businesses.

Finding: The TIF District Plan does not amend or impact any existing plans, strategies, or protocols that implement this policy. Policy 2.6 does not apply.

Policy 2.7 Reconnecting neighborhoods across infrastructure

Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or other innovative approaches.

Finding: The TIF District Plan does not propose any projects related to freeway capping, burying, or other interventions. Policy 2.7 does not apply.

Policy 2.8 Family-compatible housing

Encourage the development of housing projects and units that are compatible with the needs of families with children.

Finding: The Lloyd-Holladay TIF District includes projects to support development of new affordable multi-dwelling residential uses; including family size units and accessible units, including via site acquisition and direct investment in the redevelopment of large sites like the Lloyd Center, Portland Bottling Company, and Regal Cinema and its parking lot area. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.8.



Policy 2.9 Family supportive services

Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.

Finding: The TIF District Plan does not propose specific new schools, parks, or daycare facilities but seeks to expand access to the Central City's density of services by authorizing funding for new multi-dwelling residential development. The Plan also includes projects for services and amenities that complement housing such as open space improvements, community centers, recreational facilities, and arts and cultural centers. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.9.

HOUSING AFFORDABILITY

Policy 2.10 Minimize displacement

Maintain the economic and cultural diversity of established communities in and around the Central City. Utilize investments, incentives and other policy tools to minimize or mitigate involuntary displacement resulting from new development in the Central City and close-in neighborhoods.

Finding: Over of the TIF District's renter households experience housing cost burden (52 percent), meaning they spend over 30 percent of their income on housing. Housing cost burden puts residents at risk of displacement and suggests a need to stabilize the TIF District's households. The Lloyd-Holladay TIF District identifies projects to support inclusive wealth creation, support development of new affordable multi-dwelling residential buildings, and support new multi-dwelling middle-income residential development via conversion or new development. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.10.

Policy 2.11 Housing diversity

Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. Support new housing opportunities for students, families and older adults. See district policies section for related policies in: DT, WE, GH, PL, OT, LD, SW, UD

Finding: The Lloyd-Holladay TIF District Plan includes projects to increase the supply of housing available at a range of price points, for different tenures, and for different households needs including families. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.11.

Policy 2.12 Housing affordability

Encourage the preservation and production of affordable housing to take advantage of the Central City's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.



Finding: The Lloyd-Holladay TIF District Plan identifies a focus for residential development on creating rental units for households earning less than 60 percent of area median income, and homeownership with focus on households earning 80 to 100 percent or less of area median income (depending on home size). The TIF District Plan also identifies projects to support inclusive and welcoming neighborhoods that reflect the diversity of Portland. Through the City’s set-aside requirement for TIF Districts, 45 percent of all proceeds will be allocated to affordable housing through the Portland Housing Bureau. These funds can be used to create new affordable multi-dwelling housing, preserve existing affordable multi-dwelling buildings, and fund programs for single-dwelling repair or homeownership. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.12.

Policy 2.13 Housing affordability targets

- a. *Low income.* Continue to develop new affordable housing so that approximately 30 percent of the Central City’s total housing is affordable to households in the 0-80 percent MFI bracket.
- b. *No Net Loss.* In accordance with the City’s 2001 No Net Loss policy, retain at least the number, type and affordability levels of Central City housing units for households in the 0-60 percent MFI bracket, through preservation or replacement, as existed in 2001.

Finding: The Lloyd-Holladay TIF District Plan is consistent with City policy, with a focus on both creating and preserving rental units for households earning less than 60 percent of area median income, and homeownership with focus on households earning 80 to 100 percent or less of area median income (depending on home size). Additionally, the 45 percent affordable housing set-aside requirement for TIF Districts will lead to an increase in resources and housing units available to households earning 0 to 60 percent of area median income. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.13.

Policy 2.14 Public investment in affordable housing

For public affordable housing resources, prioritize funding for housing programs and investment to meet the unmet needs of extremely low and very low-income households (0-50 percent MFI).

Finding: In accordance with City policy, the Lloyd-Holladay TIF District Plan identifies a focus for residential development including creation of rental housing affordable to households earning less than 60 percent of area median income. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.13.

Policy 2.15 Transitional housing and services

Provide housing and services that directly assist at-risk populations and allow people to transition to more stable living conditions.

Finding: The Lloyd-Holladay TIF District does not propose any transitional housing or services but expands the range of housing choice within the district at a range of price points. Policy 2.15 does not apply.



DISTRICT POLICIES

Lloyd

Policy 2.LD-1 Complete neighborhoods

Improve access to parks and open space, and encourage development of grocery stores, neighborhood businesses, daycares and schools.

Finding: The Lloyd-Holladay TIF District identifies projects to support development of services and amenities that complement new and renovated housing (e.g. open space; community centers; recreational, arts and cultural centers etc.) and will develop inclusive and welcoming neighborhoods that reflect the diversity of Portland. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.LD-1.

Policy 2.LD-2 Successful neighborhood business districts

Expand local main street business areas within the Lloyd and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail areas.

Finding: The TIF District provides a funding mechanism for small business support and commercial development that supports expansion of local businesses areas in line with this policy. Although the Plan does not propose any specific new development, it includes retail corridors along NE Broadway and NE Weidler Street and NE Martin Luther King Jr. Boulevard and NE Grand Avenue as priority areas to implement projects that support small business stabilization and growth with a focus on ground floor tenanting. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.LD-2.

Policy 2.LD-3 Community building

Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd and with surrounding neighborhoods.

Finding: The Lloyd-Holladay TIF District Plan includes projects that foster development of inclusive neighborhood and enhance public realm amenities in line with this policy. TIF funded investments may include placemaking strategies that are reflective of and attractive to a diverse demographic to support activation, implementing public art initiatives to support art walks and events, and development of services and amenities that complement new and renovated housing such as open space; community centers; recreational, arts and cultural centers, and music and sporting venues that are reflective of and attractive to a diverse demographic. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.LD-3.



Policy 2.LD-4 Housing diversity

Encourage development of new housing, especially in Central Lloyd and on the Irvington and Sullivan's Gulch edges to foster a sense of community and support efficient provision of residential amenities and services.

Finding: The Lloyd-Holladay TIF District Plan does not propose specific new housing development sites but includes large opportunity sites (like the Lloyd Center, Portland Bottling properties, and Regal Cinema) as priority areas for supporting development of new affordable multi-dwelling residential uses, diversifying uses via gap financing for new multi-dwelling middle-income residential development and creating more diverse housing options in the Central City. The Lloyd-Holladay TIF District Plan is consistent with Policy 2.LD-4.

Central Eastside

Policy 2.CE-1 Complete neighborhoods

Policy 2.CE-2 Compatible development and redevelopment

Finding: Policies 2.CE-1 and 2.CE-2 address services in the Central Eastside including public services (parks, open space, schools, and community centers) and compatible development patterns for residential and industrial uses. The Lloyd-Holladay TIF District has minimal overlap with the Central Eastside subdistrict and does not propose any new public services or specific developments. It does not amend any existing requirements for industrial operations or impacts on residential uses. Policies 2.CE-1 and 2.CE-2 are not applicable.

3. Transportation

Goals

GOAL 3.A

The Central City has a safe, affordable, efficient and accessible transportation system that prioritizes walking, bicycling and transit, supports growth and reinforces the role of the Central City as the region's high-density center.

Finding: The Lloyd-Holladay TIF District Plan includes the objective of providing provide safe, accessible, and comfortable pedestrian and bicycle networks within the Central City, including improved access to businesses, institutions, amenities, and parks and open space for users throughout the region. The Plan's proposed projects provide a source of funding for new streets, street improvements, bike lanes, and other projects that improve pedestrian and bicycle safety and connectivity, enhance accessibility for individuals with mobility challenges, and prioritize pedestrian-scale public realm improvements. The Lloyd-Holladay TIF District Plan is consistent with Goal 3.A.



Policies

REGIONAL HUB

Policy 3.1 Regional transportation hub

Strengthen the Central City as the highly accessible and multimodal hub for moving people and goods, reinforcing its regional center roles, enabling successful high density employment and housing development, and thereby affirming its role in Metro's Region 2040 Framework Plan.

Policy 3.2 Portals

Manage entry points into the Central City to provide balanced multimodal access to efficiently accommodate the increase in person trips and goods delivery as a result of growth and development. Discourage through trips from using Central City streets.

Finding: Policies 3.1 and 3.2 address the Central City's role as a regional transportation hub and entryway to Portland. The Lloyd-Holladay TIF District aims to improve transportation systems in the Central City by increasing accessibility for users of different types through projects that expand on the current pedestrian and bicycle facility network, create connectivity between districts, and support street activation including car-free zones. This is paired with initiatives to attract and retain employers and expand housing opportunities in the Central City to strengthen its role as a regional center. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.1 and 3.2.

STREET NETWORK

Policy 3.3 Optimized street network

Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the access needs of businesses, shoppers, residents and visitors. Establish a system and standards that emphasize walking, bicycling, transit use and freight access while continuing to provide automobile access. See District Policies section for related policies in: DT, WE, GH, PL, OT, LA, LD, CE, SW, UD

Policy 3.4 Transportation system management

Manage access and circulation to reduce traffic speeds and provide for safe street crossings, while balancing the need for vehicle and freight access to and from the district. Manage the roadway system within the Central City in a way that allows greater levels of traffic congestion. In congested areas, prioritize modes other than automobiles to accommodate travel demand.

Policy 3.5 Regional multimodal access

Work with the Oregon Department of Transportation on improvements to 1-405, 1-5 and US Highway 26 to enhance regional access to the Central City. Minimize through traffic on Central City streets, improve pedestrian and bicycle connectivity across freeways and create opportunities



for capping freeways to lessen the barrier effect of the freeway and open new areas for potential development and/or parks, open space, and recreational opportunities.

Finding: Policies 3.3 to 3.5 relate to the efficiency, safety, and accessibility of the transportation system within the Central City and as a part of the regional network. The Lloyd-Holladay TIF District does not propose any modifications to any specific local streets or state and regional transportation infrastructure (including I-405, I-5, or US Highway 26 referenced in these policies). Projects related to street improvements, signage, and connectivity between Central City subdistricts include priority areas like NE 12th Avenue (including across I-84), the Blumenauer Bridge, and Holladay Park. These initiatives are aligned with these policies in improving access for residents, workers, and visitors by a variety of modes. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.3 to 3.5.

Policy 3.6 Mode split

Strive to achieve the Central City targets set in the most current Transportation System Plan.

Policy 3.7 Street diversity

Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space and recreation functions in the right-of-way where possible.

Finding: Policies 3.6 and 3.7 guide the Central City to achieve targets in Portland’s Transportation System Plan and differentiate the character of key streets. The Lloyd-Holladay TIF District Plan does not modify the City’s current Transportation System Plan but includes projects that could advance progress to its targets. Proposed projects include funding for new streets, street improvements, and bike lanes to enhance access for variety of modes of transportation, with a focus on the area around the Lloyd Center. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.6 and 3.7.

Policy 3.8 Streetscape

Improve the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses.

Finding: One of the four project categories in the Lloyd-Holladay TIF District Plan is “Infrastructure” which includes potential funding for signage, public art, and street improvements in the District to support high quality pedestrian experiences. The Lloyd-Holladay TIF District Plan is consistent with Policy 3.8

ACTIVE TRANSPORTATION, TRANSIT AND DEMAND MANAGEMENT

Policy 3.9 Walking

Encourage walking as the principal way to get around the Central City, with improved on-street and off-street infrastructure that enhances safety and closes access gaps to areas within, and adjacent to, the Central City.



Policy 3.10 Bicycling

Prioritize bicycling by implementing world-class on-street and off-street infrastructure that is safe, comfortable and convenient for people of all ages and abilities. Augment capital improvements with robust encouragement, education and enforcement efforts.

Policy 3.11 Transit

Continue to strengthen the regional role of transit in the Central City. Support increased frequency, span-of-service, reliability and safety, as well as expansion of the rail, bus and streetcar systems. Explore river transit opportunities. Facilitate safe, pleasant and efficient access and transfer opportunities for transit riders via a clear, intuitive and convenient transit network that consolidates fragmented routes and provides high standards of transit amenities.

Policy 3.12 Transportation demand management

Foster the development of business and property owner supported programs, incentives and activities that encourage employees, residents, students and visitors to use walking, cycling, transit, carpool and car-share, as well as telecommuting and traveling outside the hours of peak congestion.

Finding: Policies 3.9 to 3.12 describe priorities for active transportation and transit in the Central City that include prioritizing on- and off-street infrastructure for walking and bicycling, increasing rail, bus, and streetcar service, and managing transportation demand. The Lloyd-Holladay TIF District Plan does not propose any new transit services or infrastructure, but includes proposed funding for improving connectivity, accessibility for individuals with mobility challenges, signage solutions usable for all age groups, and bike lanes. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.9, 3.10, and 3.12. Policy 3.11 does not apply.

PARKING AND LOADING

Policy 3.13 Auto parking

Policy 3.14 Bicycle parking

Policy 3.15 Public Parking

Policy 3.16 Loading

Finding: Policies 3.13 to 3.16 address parking management in the Central City and recognize the need for balance between automobile parking, goods delivery, and managing demand. The Lloyd-Holladay TIF District Plan does not include any proposed projects for new parking facilities and does not conflict with the implementation of these policies. Policies 3.13 to 3.16 do not apply.

DISTRICT POLICIES

Lloyd

Policy 3.LD-1 Optimized street network

Increase the number of connections across barriers within and to the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.



Policy 3.LD-2 Rose Quarter and regional attractions

Provide access and circulation to and from the Lloyd that attracts and supports regional development, shopping and tourism. Promote the use of walking, bicycling and transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.

Finding: Policies 3.LD.1 and 3.LD.2 address improvements to connectivity within the Lloyd subdistrict and accessibility to regional attractions, emphasizing transit and active transportation. The Lloyd-Holladay TIF District Plan does not propose specific new crossings or connections but includes the area around the Lloyd Center as a priority for projects related to streets and infrastructure. This category of projects covers new streets, street improvements, bike lanes, and enhanced access for a variety of modes of transportation and users in close proximity to regional attractions in the Lloyd subdistrict. Any right of way investments will be coordinated with PBOT and consistent with the Transportation System Plan. The Lloyd-Holladay TIF District Plan is consistent with Policies 3.LD-1 and 3.LD-2.

Central Eastside

Policy 3.CE-1 Optimized street network

Policy 3.CE-2 Freight system

Policy 3.CE-3 Green Streets

Finding: Policies 3.CE-1 to 3.CE-3 address improving the Central Eastside's street network for all transportation modes, including coordination with freight movement and developing Green Streets. The Lloyd-Holladay TIF District has very limited overlap with one the Central Eastside subdistrict and its freight network around industrial properties. Any right of way investments will be coordinated with PBOT and consistent with the Transportation System Plan. These policies do not apply.

Policy 3.CE-4 Reduce trail conflicts

Reduce bicycle and pedestrian conflicts on the Eastbank Esplanade and the Greenway Trail through design modifications like separating bicycle and pedestrian facilities, education, signage and other means.

Finding: The Lloyd-Holladay TIF District has minimal overlap with the Central Eastside subdistrict; it does not intersect with the Eastbank Esplanade trail area and Greenway Trail. The TIF District Plan does not propose any amendments to the City's existing Transportation System Plan. This policy does not apply.



4. Willamette River

Goals

GOAL 4.A

The Willamette River plays a significant role in the environmental health, economy, recreation, urban form and character of the Central City.

GOAL 4.B

The Willamette River is healthy and supports fish, wildlife and people.

GOAL 4.C

The Willamette River and adjacent public areas are accessible and connected.

Finding: The Lloyd-Holladay TIF District does not overlap with the Willamette riverfront. Goals 4.A to 4.C do not apply.

Policies

MULTIFUNCTIONAL RIVER

Policy 4.1 Portland's commons

Policy 4.2 Willamette River recreation

Policy 4.3 Prosperous and vibrant Willamette River waterfront

Policy 4.4 Willamette River transportation

Policy 4.5 Connections to the Willamette River

Policy 4.6 Watershed health and native species recovery

Finding: The Lloyd-Holladay TIF District does not overlap with the Willamette River or riverfront area. Policies 4.1 to 4.6 do not apply.

RIVER-ORIENTED DEVELOPMENT

Policy 4.7 Periodic flooding

Policy 4.8 Relationship to the river

Policy 4.9 Commercial development

Policy 4.10 Bridgehead redevelopment

Policy 4.11 Low impact development

Finding: The Lloyd-Holladay TIF District does not overlap with the Willamette River or riverfront area. Policies 4.7 to 4.11 do not apply.



DISTRICT POLICIES

Lloyd

Policy 4.LD-1 Lloyd urban riverfront

Encourage redevelopment of the Thunderbird site with a unique development that provides public access to and enjoyment of the Willamette River and connects the district to the river.

Finding: The Lloyd-Holladay TIF District does not overlap with Thunderbird site or areas of the Lloyd subdistrict adjacent to the Willamette River. This policy does not apply.

Policy 4.LD-2 Public trails

Improve public trail connections between the Eastbank Esplanade, the Convention Center and the Coliseum and create a public trail connection from the Eastbank Esplanade to the Broadway Bridge.

Finding: The Lloyd-Holladay TIF District does not overlap with the Eastbank Esplanade trail, Oregon Convention Center, Veterans Memorial Coliseum, or Broadway Bridge. This policy does not apply.

Policy 4.LD-3 Watershed health and native species recovery

Enhance watershed health and conditions for native species by replacing invasive, non-native plants with native plants on the river banks between the Steel and Burnside Bridge. Improve in-water and riparian habitat and increase flood capacity near the Duckworth Dock.

Finding: The Lloyd-Holladay TIF District does not overlap with the Steel Bridge, Burnside Bridge, Duckworth Dock, or areas of the Lloyd subdistrict adjacent to the Willamette River. This policy does not apply.

Central Eastside

Policy 4.CE-1 River economy

Policy 4.CE-2 Southeast riverfront

Policy 4.CE-3 Watershed health and native species recovery

Finding: The Lloyd-Holladay TIF District has very limited overlap with the Central Eastside subdistrict and does not intersect with areas of the Willamette riverfront. These policies do not apply in the overlapping area.

5. Urban Design

Goals

GOAL 5.A

The Willamette River is the Central City's defining feature framed by a well-designed built environment that celebrates views to the larger surrounding landscape, encourages east-west access and orientation and supports a range of river uses.



Finding: The Lloyd-Holladay TIF District does not overlap with the Willamette River or riverfront area. Goal 5.A does not apply.

GOAL 5.B

The Central City is composed of diverse, high-density districts that feature high-quality spaces and a character that facilitates social interaction and expands activities unique to the Central City.

Finding: Support for new development proposed in the Lloyd-Holladay TIF District Plan will help to foster more diverse and dense districts in the Central City and reposition older properties to better align with new demands. Incentives for attracting employers, creating more housing, and investing in commercial spaces in the Lloyd and Central Eastside subdistricts will help to foster more economic activity and social interaction that advances this goal. The Lloyd-Holladay TIF District Plan is consistent with Goal 5.B.

GOAL 5.C

The Central City's public realm is characterized by human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of different experiences for public interaction.

Finding: Investments in streets, connectivity improvements, open spaces, and pedestrian infrastructure included in the Lloyd-Holladay TIF District Plan support a Central City that will offer a variety of experiences for users and opportunities for social interaction. The Plan provides a potential source of funding for park improvements at Holladay Park and active transportation throughout the TIF District. It does not interfere with the implementation of the City's existing programs that create new human-scale amenities. The Lloyd-Holladay TIF District Plan is consistent with Goal 5.C.

Policies

CONTEXT AND FORM

Policy 5.1 Experimentation and innovation

Support the design of new places and uses, both permanent and temporary that promote innovation, experimentation and exchange in the Central City.

Policy 5.2 Central, connected Willamette River

Create a network of open space and tree canopy corridors to make ecological and design connections to the river.

Policy 5.3 Dynamic skyline

Encourage the tallest buildings to locate adjacent to transit hubs and corridors, generally stepping down in height to the Willamette River. Allow taller buildings at bridgeheads and encourage



contextually sensitive heights within historic districts. Encourage heights and building forms that preserve sunlight on public open spaces and parks.

Policy 5.4 Scenic Resources

Protect public views of key landmarks and scenic resources (Vista Bridge, Union Station, Mt. Hood, Willamette River bridges) which define the Central City, help with wayfinding, and connect residents, employees and visitors to Portland's varied and unique landscape.

Policy 5.5 Large site development

Encourage redevelopment of large sites that includes new compatible uses, green buildings and equity considerations, scenic resource preservation, new pedestrian connections through the site, strong street presence, green infrastructure, and new open space amenities.

Policy 5.6 Distinct and vibrant districts

Enhance the existing character and diversity of the Central City and its districts, strengthening existing places and fostering the creation of new urban places and experiences.

Policy 5.7 Neighborhood transitions

Establish transitions between the Central City's denser, taller and more commercial and industrial land uses and adjacent neighborhoods, while highlighting key gateway locations.

Finding: Policies 5.1 to 5.7 are related to urban form and guide overall design objectives for the Central City. The TIF District supports redevelopment of existing large sites to reflect changes to employment and retail trends (Policy 5.5). It does not propose changes to the City's existing design standards that would affect implementation of Policies 5.3 and 5.4. The TIF District Plan encourages creation of a more vibrant and activated Lloyd subdistrict and transitions to surrounding areas of the Central City (Policy 5.6 and 5.7). Projects also encourage innovative approaches to infrastructure and meeting goals for sustainability and climate (Policy 5.1). The Lloyd-Holladay TIF District does not overlap with the Willamette River (Policy 5.2 does not apply).

CONNECTED PUBLIC REALM

Policy 5.8 Public realm

Enhance the character and function of the public realm through design standards, guidelines, amenities and land uses that activate the pedestrian environment and encourage community gathering.

Finding: The Lloyd-Holladay TIF District Plan includes potential funding mechanisms for pedestrian environment improvements but does not propose any changes to the City's design standards, guidelines, or land use designations. Policy 5.8 does not apply.



Policy 5.9 Wayfinding

Develop wayfinding strategies and tools that allow residents, employees, visitors and customers to navigate the Central City and locate key attractions, businesses, institutions, the riverfront and other destinations in a safe, intuitive and enjoyable manner.

Finding: The TIF District Plan includes a category of projects for “Infrastructure” which will help to implement strategies and tools that help users to navigate the Central City. Priority areas throughout the Lloyd-Holladay area include NE 12th Avenue (including across I-84), the Blumenauer Bridge, and Holladay Park. The Lloyd-Holladay TIF District Plan is consistent with Policy 5.9.

Policy 5.10 Street hierarchy and development character

Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible. See district policies section for related policies in: DT, WE, GH, PL, OT, LA, LD, CE, SW, UD

Finding: The TIF District Plan does not propose any amendments to street designations or amend existing development standards. Any right of way investments will be coordinated with PBOT and consistent with the Transportation System Plan. Policy 5.10 does not apply.

Policy 5.11 Regional corridors and connections

Promote the presence, character and role of physical and visual corridors such as trails, transit lines, streets and scenic corridors, helping to bridge neighborhoods across physical and psychological barriers.

Policy 5.12 “Green Loop” concept

Create a “Green Loop” that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations, tree canopy, innovative, park-like pedestrian environments, and wildlife habitat connections. Enhance connections to the “Green Loop” alignment on key corridors throughout the Central City to improve access, create activity nodes and support neighborhood attractions and economic development.

Finding: Policies 5.11 and 5.12 focus on the Central City’s trails, transit, streets, and scenic corridors including the Green Loop concept to create greater connectivity throughout the area’s subdistricts and the region. The recently completed Earl Blumenauer Bicycle and Pedestrian Bridge is a key link in the Green Loop on the eastside that connects the Lloyd subdistrict to the Central Eastside subdistrict. The Lloyd-District TIF District Plan includes the Blumenauer Bridge as a priority area for funding signage, connectivity, and accessibility improvements to support activation of the Central City in addition to other bike lanes around the Lloyd Center. The Lloyd-Holladay TIF District Plan is consistent with Policies 5.11 and 5.12.



Policy 5.13 MAX-Portland Streetcar interchanges

Policy 5.14 Streetcar lines

Finding: Policies 5.13 and 5.15 relate to the environment around MAX light rail and Portland Streetcar interchanges and stations. The Lloyd-Holladay TIF District is well connected and served by the Red, Blue, and Green MAX light rail lines as well as the Portland Streetcar-A Loop. The TIF District Plan does not propose any changes to the MAX light rail or Portland Streetcar lines but supports street activation that can support transit connections such as signage, connectivity, and accessibility improvements. Policies 5.13 and 5.14 do not apply.

Policy 5.15 Limit auto-oriented development

Prohibit drive-throughs with new development.

Finding: The Lloyd-Holladay TIF District Plan does not propose specific new development or amend any design standards related to drive-throughs or automobile facilities. Policy 5.15 does not apply.

PARKS AND OPEN SPACE

Policy 5.16 Signature open spaces

Enhance the Central City's iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative, respite and ecological functions to serve an increasingly diverse population of residents, workers and visitors.

Policy 5.17 Open space network

Beyond signature open spaces, acquire new parks and open spaces and expand opportunities in existing parks and open spaces to meet the needs of Central City residents, workers and visitors for both passive and active recreation, especially in areas zoned for high density, mixed use development. Enhance the network by improving connections among parks, open spaces, and the riverfront. Encourage the provision of publicly accessible private plazas and pocket parks with new development. See district policies section for related policies in: DT, WE, GH, PL, LD, CE, SW, UD; see Governor Tom McCall Waterfront Park policies in Willamette River, Downtown district section

Finding: Policies 5.16 and 5.17 describe the Central City's parks and open space networks as an interconnected system that serves users from throughout the region for social, recreational, contemplative, respite, and ecological functions. The TIF District Plan does not propose any new acquisition of parks or open space but expands opportunities for passive and active recreation through its proposed projects for inclusive placemaking, beautification, and activation of Holladay Park and other public spaces. The Plan's objective of fostering a welcoming and vibrant environment in the Central City is consistent with Policies 5.16 and 5.17.



HISTORIC PRESERVATION

Policy 5.18 Rehabilitation and reuse

Encourage the use, preservation, and rehabilitation of historic buildings.

Policy 5.19 Historic resources and districts

Enhance the identity of historically, culturally and architecturally significant buildings and places, while promoting contextually-sensitive infill development on vacant and surface parking lots.

Policy 5.20 Preservation incentives

Provide financial and regulatory incentives that support the economic feasibility of the preservation, rehabilitation and seismic upgrade of historic resources.

Finding: Policies 5.18 to 5.20 address preservation of historic and cultural resources in the Central City. The Lloyd-Holladay TIF District Plan includes projects for renovation and rehabilitation of existing buildings but does not propose any specific developments or amend the City’s standards for historic or cultural resource protections. The Plan includes a funding source for arts, culture and signage to support inclusive neighborhoods near new residential development. The Lloyd-Holladay TIF District Plan is consistent with Policies 5.18 to 5.20.

DISTRICT POLICIES

Lloyd

Policy 5.LD-1 Diverse and distinctive urban places

Foster more intense development in the Central Lloyd area and Rose Quarter while strengthening the distinct character of the existing Lloyd subareas.

Policy 5.LD-2 Connectivity through large blocks

Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.

Policy 5.LD-3 Pedestrian-oriented development

Discourage new automobile-oriented uses and encourage the eventual redevelopment of large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.

Policy 5.LD-4 Street hierarchy and development character

Support the retail/commercial character of NE Broadway, MLK and Grand; the boulevard character of NE Weidler, Interstate Avenue, NE Lloyd and NE 15th; and the flexible character of NE Clackamas, NE 2nd, 6th and 12th.

Policy 5.LD-5 Open space network

Develop a signature sequence of open spaces, linked through a pedestrian wayfinding system that serves the Central Lloyd area, becomes a primary organizing structure for new development, and



offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.

Finding: Policies 5.LD-1 to 5.LD-5 address urban development and design in the Lloyd subdistrict, focusing on intensifying development while maintaining distinct neighborhood character. The Lloyd-Holladay TIF District Plan supports connectivity, enhancing pedestrian-oriented spaces, and investing in open spaces like Holladay Park to serve community needs consistently with these policies. Any new right of way investments will be coordinated with PBOT and consistent with the Transportation System Plan. The Plan does not modify any development standards but provides a funding mechanism to support new development and encourage rehabilitation projects.

Large sites like the Lloyd Center, Portland Bottling Company, and Regal Cinema and parking lot are priority areas in the Plan for incentivizing redevelopment. Proposed small business support projects that support the retail and commercial character of corridors in the district focus on NE Broadway, NE Weidler Street, and NE Martin Luther King Jr. Boulevard and NE Grand Avenue near the Oregon Convention Center, which are highlighted in Policy 5.LD-4. The Lloyd-Holladay TIF District Plan is consistent with Policies 5.LD-1 to 5.LD-5.

Central Eastside

Policy 5.CE-1 East Portland Grand Avenue Historic District

Policy 5.CE-2 OMSI Station area

Policy 5.CE-3 Clinton Station area

Finding: The Lloyd-Holladay TIF District has limited overlap with the Central Eastside subdistrict; the District does not intersect with the Easy Grand Avenue Historic District, OMSI Station Area, or Clinton Station Area. Policies 5.CE-1 to 5.CE-3 do not apply.

Policy 5.CE-4 Urban form on large blocks

Policy 5.CE-5 Open space network

Policy 5.CE-6 Street hierarchy and development character

Policy 5.CE-7 Historic resources and districts

Finding: Policies 5.CE-4 to 5.CE-7 address urban design and development in the Central Eastside district, with a focus on creating a cohesive urban form, increasing recreational opportunities, supporting distinct street character, and preserving historic industrial features. The Lloyd-Holladay TIF District has limited overlap with the Central Eastside subdistrict; it does not overlap with any of its recreational facilities, historic main streets, or historic industrial areas. The Plan does not modify any standards for building massing, orientation, accessways, and open space requirements. Policies 5.CE-4 to 5.CE-7 do not apply.



6. Health and Environment

Goals

GOAL 6.A

The Central City is a living laboratory that demonstrates how the design and function of a dense urban center can: a) equitably benefit human health, the natural environment and the local economy; and b) provide resilience to climate change impacts such as urban heat island, and to natural hazards, including flooding and earthquakes.

Finding: The Lloyd-Holladay TIF District aligns with this policy through its objectives for sustainability and climate resilience in the Central City. The TIF Report recognizes the large-scale shifts that have occurred for retail and employment in the Central City and the importance of repositioning the Lloyd District by adapting to new trends for mixed-use development. Investments proposed in the TIF District Plan can help to advance urban development that improves human health and the natural environment and reduces emissions from new development. Increased density supports active transportation, as well as projects for park improvements near housing and jobs and retrofitting and rehabilitation of major properties in the Lloyd subdistrict. The Lloyd-Holladay TIF District is consistent with Goal 6.A.

Policies

RESILIENCE

Policy 6.1 Natural hazard resilience

Encourage planning, design and education in the Central City to help prevent or minimize the impacts of natural hazards such as earthquakes, floods and other hazards identified in the citywide Natural Hazard Mitigation Plan.

- a) *New development. Encourage approaches to reduce future natural hazard risks and impacts when planning for or evaluating the location and design of new development.*
- b) *Retrofitting. Encourage the retrofitting of buildings and infrastructure to withstand natural hazards. Prioritize the seismic retrofitting of unreinforced masonry buildings while preserving their architectural character. Support Multnomah County's efforts to seismically retrofit Central City bridges, recognizing the Burnside Bridge as the regionally-designated priority.*
- c) *Preparedness. Support Central City residents' and businesses' efforts to prepare for natural hazards. Ensure the Central City's most vulnerable populations are included in these efforts.*
- d) *Code review. Monitor relevant codes to incorporate current knowledge and standards for seismic design and flood protection.*



Policy 6.2 Climate change resilience

Support planning, service system upgrades, and infrastructure in the Central City to anticipate, respond to, and reduce the risks and adverse impacts associated with evolving climate change conditions.

- a) Flooding. Adapt to changes in hydrology, including future river levels, changes in flood frequency and duration, and changes in stormwater runoff rates.*
- b) Heat island. Encourage site designs, building designs and vegetation that reduce the adverse impacts of urban heat islands on public health and safety, especially those affecting more vulnerable communities.*
- c) Fish and wildlife habitat. Improve the quality, diversity, connectivity, safety, and accessibility of terrestrial and aquatic wildlife habitat areas.*

Policy 6.3 Multiple functions

Encourage green infrastructure, parks, open space, and recreation opportunities in the Central City that serve multiple functions to provide capacity during flood event, improve stormwater management, reduce heat island effects, create pockets of fish and wildlife refuge, and provide places of respite and recreation for employees, residents and visitors.

Policy 6.4 Green infrastructure

Increase the use of trees, ecoroofs, vertical gardens, sustainable site development, landscaped setbacks and courtyards, living walls and other vegetated facilities to manage stormwater, improve the pedestrian environment, reduce heat island effects, improve air and water quality and create habitat for birds and pollinators.

- a) Separated storm systems. Promote green infrastructure enhancements within the separated stormwater system to improve water quality in the Willamette River and at riverfront recreation areas.*
- b) Ecoroof. Support progress toward Central City ecoroof coverage targets.*

Policy 6.5 Flood ready development

Flood ready development. Reduce risks of flooding on existing and new buildings, transportation system and infrastructure.

- a) Impervious surface retrofits. Enhance flood capacity within the developed floodplain by retrofitting impervious surfaces with pervious surfaces and landscaping.*
- b) Flood capacity. Improve flood capacity by reducing development impacts and requiring mitigation for fill within the 100-year floodplain.*
- c) Building design. Encourage innovated building design along the Willamette River and in the 100-year floodplain to allow for ground floor flooding.*

Finding: Policies 6.1 to 6.5 address resilience to natural hazards and climate change in the Central City. The Lloyd-Holladay TIF District includes projects addressing sustainability and climate goals that will be a key part of TIF investments in the Lloyd-



Holladay District. The TIF District Plan proposes incentives and support for large redevelopment projects at the Lloyd Center, Portland Bottling Company, and Regal Cinema properties that include renovation of commercial buildings and retrofitting (including unreinforced masonry buildings, seismic upgrades, and other climate resilience related improvements). These initiatives help to reduce risk to natural disasters and improve overall climate resiliency capabilities in the Lloyd subdistrict. Improvements to bicycle and pedestrian transportation and innovative infrastructure also support improved green and climate-friendly infrastructure. The Lloyd-Holladay TIF District Plan is consistent with Policies 6.1 to 6.5.

HEALTH

Policy 6.6 Human health

Encourage the use of active modes of transportation by creating and enhancing a network of bike and pedestrian facilities that provide access to services and destinations including natural areas. Improve access for all people to locally grown and healthy foods. Encourage the use of building construction methods, materials, products and best practices in lighting design that do not have harmful effects on human health and the environment. Encourage social health by fostering community in a hospitable public realm.

Finding: The Lloyd-Holladay TIF District Plan includes objectives to support active transportation and encourage healthy lifestyles, with projects including improvements to Holladay Park and opportunities to foster more walkable neighborhoods. The TIF District aligns with Policy 6.6 by supporting physically and socially active healthy lifestyles. It does not propose specific new development where building construction methods, materials, products and best practices for construction apply. The Lloyd-Holladay TIF District Plan is consistent with Policy 6.6.

Policy 6.7 Light, Noise and Vibration Pollution.

Policy 6.8 Upland habitat connections

Policy 6.9 Strategic tree canopy enhancement

Policy 6.10 Effective tree planting

Finding: Policies 6.7 to 6.10 address urban habitats and tree canopy in the Central City. The Lloyd-Holladay TIF District does not propose specific new tree plantings or specific landscaping projects and does not interfere with the implementation of these policies. Policies 6.7 to 6.10 do not apply.

BUILDING, INFRASTRUCTURE AND SITE DEVELOPMENT

Policy 6.11 Buildings and energy

Increase the energy efficiency of buildings, the use of onsite renewable energy systems, and the development of low-carbon district energy systems. Conserve resources by encouraging the reuse of existing building stock, salvaging architectural elements when demolition is necessary and recycling materials from construction and demolition.



Finding: This TIF District Plan does not propose specific new development, or amendments to the City’s standards for buildings and energy. Investments in building rehabilitation through the TIF District supports implementation of this policy by providing support for building renovation and weatherization and encouraging more compact urban development in the Central City. The Lloyd-Holladay TIF District is consistent with Policy 6.11.

Policy 6.12 City investment in street trees

Policy 6.13 Bird and wildlife-safe development

Finding: Policies 6.12 and 6.23 relate to urban canopy and habitat in the Central City. The Lloyd-Holladay TIF District does not propose specific new developments, tree plantings, or amendments to the City’s design and development standards. Policies 6.12 and 6.13 do not apply.

Policy 6.14 Low-carbon development

Reduce carbon emissions from existing and new buildings, transportation systems and infrastructure.

- a. *Healthy retrofits.* Support retrofits to existing buildings to reduce energy use and improve indoor air quality.
- b. *Green building.* Encourage high-performance new buildings that meet the energy targets of the Architecture 2030 Challenge and 2015 Climate Action Plan, including net-zero energy use in all new buildings by 2030.
- c. *High performance areas.* Encourage “high performance areas” that conserve energy and water; use renewable energy sources; reduce waste and recycle; manage stormwater; improve occupant health; and enhance the character of the neighborhood, particularly in areas with large amounts of planned new development or re development.
- d. *Solar energy.* Encourage the installation of on-site solar photovoltaic systems.
- e. *Clean district energy.* Enable the expansion and establishment of district energy systems that reduce carbon emissions.
- f. *Low-carbon transportation.* Reduce carbon emissions from transportation systems, including supporting electric vehicle infrastructure.
- g. *Carbon sequestration.* Support the use of green infrastructure to increase carbon sequestration and reduce energy needed to cool buildings in summer.

Finding: The Lloyd-Holladay TIF District does not propose specific new developments that would directly implement this policy, but authorizes funding related to street and utility infrastructure that integrates considerations for innovative features to meet sustainability and climate goals. Projects in the TIF District Plan also include funding for building rehabilitation and retrofitting that align with this policy’s support for healthy retrofits, with a focus on the redevelopment of large properties like the



Lloyd Center, Portland Bottling Company, and Regal Cinema parking lot area. The Lloyd-Holladay TIF District Plan is consistent with Policy 6.14.

DISTRICT POLICIES

Lloyd

Policy 6.LD-1 Sustainable district

Promote innovation and leadership in the Lloyd in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate adaptation. Support partnerships that facilitate district-wide strategies.

Finding: The Lloyd-Holladay TIF District Plan includes projects for streets and utilities to support new development in the area. As part of redevelopment of the Lloyd Center, the Plan proposes pursuing infrastructure to meet sustainability and climate goals through innovation and new and/or relocated utilities (water, storm, sanitary sewer) to serve new district development. The Plan also includes funding for multi-dwelling housing and central employment uses that advance climate goals through increased density in the Central City. The Lloyd-Holladay TIF District Plan is consistent with Policy 6.LD-1.

Policy 6.LD-2 Sullivan’s Gulch

Enhance natural resources within Sullivan’s Gulch to improve its function as a habitat corridor, reduce the risk of wildfire and landslide, and maintain and enhance public views, while providing flexibility to incorporate a recreation trail.

Finding: The TIF District Plan does not propose any modifications to habitat corridors or projects related to existing natural resources in Sullivan’s Gulch. The Lloyd-Holladay TIF District does not amend any requirements for public viewsheds. Policy 6.LD-2 does not apply.

Central Eastside

Policy 6.CE-1 Freight-compatible green infrastructure

Policy 6.CE-2 Strategic tree canopy enhancement

Finding: Policies 6.CE-1 and 6.CE-2 address the need for green infrastructure and tree canopy improvements especially in the Central Eastside’s mixed-use commercial corridors. The Lloyd-Holladay TIF District includes projects that can be broadly used for innovative infrastructure and public realm improvements but does not propose specific new tree plantings or specific landscaping projects in the Central Eastside subdistrict and does not interfere with the impl these policies. These policies do not apply.

