

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** June 22, 2021      **Approx. Start Time:** 1:30pm      **Approx. Length:** 1 hr.

**Presentation Title:** Anti-Displacement 101

**Departments:** County Administration  
Equity and Inclusion Office  
Department of Transportation and Development

**Presenters:** Martine Coblentz, Clackamas County EDI Officer  
Lisa Bates, Portland State Univ. Professor  
Nikotris Perkins, ODOT Asst. Director for Social Equity  
Carmen Madrid, Micro Enterprise Services of Oregon Deputy Director

**Other Invitees:** Everett Wild – County Administration, Dan Johnson – DTD, Jamie Stasny – DTD, Karen Buehrig – DTD

### **WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?**

No action requested; informational only.

### **EXECUTIVE SUMMARY:**

The Clackamas County Board of Commissioners has expressed interest in a conversation about displacement in our community, and potentially developing a set of anti-displacement strategies. Clackamas County will be joining many other jurisdictions nationwide who are working to better understand displacement and to develop mitigating strategies and policies.

Displacement occurs when external economic factors—like rapidly rising rents or large-scale development—force people, families, businesses, and communities to involuntarily move out of a neighborhood or community. Residents vulnerable to displacement include seniors on a fixed income, people with a disability, communities of color, immigrants and refugees, the formerly incarcerated, and others. Contributing factors to displacement include zoning changes, public and private development, changes to availability of public transit, changing market forces and economic conditions, and more.

A report for the City of Vancouver, Washington, defines anti-displacement as:

*“A set of goals and strategies used to mitigate the negative impacts of change in economic and physical conditions in neighborhoods with high concentrations of residents vulnerable to displacement.”*

On July 14, 2020, Commissioner Paul Savas asked the Board of County Commissioners to discuss anti-displacement strategies at a future policy session. Additionally, in December 2020,

staff presented a high-level overview of displacement and shared a plan to have a longer informational session to hear from experts.

Today's presentation will include a high-level overview of displacement, its effects, and approaches to mitigation with Portland State University Professor Lisa Bates (Attachment A), followed by a deeper dive into transportation-related displacement with Nikotris Perkins, Oregon Department of Transportation Assistant Director for Social Equity, and business displacement with Carmen Madrid, Deputy Director of Micro Enterprise Services of Oregon (MESO).

In researching the issue, staff learned that multiple County departments are already doing some form of anti-displacement work. Business and Community Services; Health, Housing, and Human Services; the Department of Transportation and Development; and the Housing Authority all receive a variety of regional, state, and federal dollars that require the County to abide by federal and State policies around anti-displacement measures. For instance:

- The Community Development division must abide by the "Uniform Relocation Act" for any displacement that occurs due to Community Development Block Grant projects; the Department of Transportation and Development also has to comply with the Uniform Relocation Act for right-of-way acquisition for capital improvement projects
- A Residential Anti-Displacement Best Practices memo was developed as part of the Park Avenue Community Project (Attachment B). The memo includes ten common anti-displacement strategies, as well as links to more detailed information. In addition, a Business Community Investment Strategy was developed that identified actions to support businesses' ability to stay in an area experiencing investment and rising property values (Attachment C).

Metro is considering displacement in their ongoing work on the SW Corridor plan, which includes a new light rail line. The Oregon Department of Transportation, the City of Portland, and others are considering ways to reverse historical displacement and prevent additional displacement in the I-5 Rose Quarter project.

While the County can benefit from clear policy guidance from the Board on a unified approach among County departments in the development and application of anti-displacement strategies, the intent of today's session is to deepen the Board's awareness of the issue and its effect on residents and businesses.

**FINANCIAL IMPLICATIONS (current year and ongoing):**

Is this item in your current budget?  YES  NO

What is the cost? \$ N/A

What is the funding source? N/A

Today's session is informational only. Many anti-displacement policies have financial implications. Should the Board decide to move forward with discussion of a blanket or project-specific anti-displacement policy or strategy, staff would assess potential financial needs.

**STRATEGIC PLAN ALIGNMENT:**

This conversation aligns with the following County Performance Clackamas goals:



- Build public trust through good government
  - Strategic result: By 2024, County policies and decisions, service delivery, and Board deliberations will be equitable, inclusive, and transparent.
- Grow a vibrant economy
  - Strategic result: By 2024, 75% of businesses working in Clackamas County report a business-friendly environment that supports stability and growth.
  - Strategic result: By 2026, 15% increase in jobs that meet the self-sufficiency standard wage in Clackamas County
- Build a strong infrastructure
  - Strategic result: By 2026, 100% of County residents and businesses—where served—have access to safe and affordable infrastructure: multimodal transportation including roads, sewer, and broadband services.
- Ensure safe, healthy, and secure communities
  - Strategic result: By 2025, 1,500 affordable housing units will be developed. These units will be stratified across Area Median Income (AMI) ranges as follows: 700 units at 61-110% AMI and 800 units at 0-60% AMI.

**LEGAL/POLICY REQUIREMENTS:** Some regional, state, and federal funding sources mandate the inclusion of anti-displacement efforts.

**PUBLIC/GOVERNMENTAL PARTICIPATION:** N/A

**OPTIONS:**

No BCC action requested at this time.

**RECOMMENDATION:**

No BCC action requested at this time.

**ATTACHMENTS:**

- Attachment A: Equitable, Inclusive Development without Displacement, Dr. Lisa Bates (presentation)
- Attachment B: Residential Anti-Displacement Best Practices Memo, MultiCultural Collaborative (memo)
- Attachment C: Business Community Investment Action Plan for the Park Ave. Community Project (plan)

**SUBMITTED BY:**

Division Director/Head Approval \_\_\_\_\_

Department Director/Head Approval \_\_\_\_\_

County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments, please contact Martine Coblentz at 503-655-8579



# *Equitable, inclusive development without displacement*

Lisa K. Bates, Ph.D.

Toulan School of Urban Studies & Planning

June 21, 2021

Clackamas County Commission





***The paradox of development/displacement***

***Who is most at risk for displacement?***

***Why should we care (more)?***

***What can the public sector do about it?***

**New paradigm: equitable and inclusive development**



# ***THE PARADOX OF DEVELOPMENT/DISPLACEMENT***

Public goals of improving neighborhoods and commercial areas for current residents, creating new investment opportunities, and increasing access

results in making neighborhoods more attractive to newcomers and investors, which can lead to rising rents and values and involuntary displacement

Community members don't experience improvements and change can feel out of control



# ***WHO IS MOST AT RISK FOR DISPLACEMENT?***

## Vulnerable Households / Families

- Low-income
- Renters
- POC/Immigrant
- Older folks
- People with disabilities

## Small businesses



# ***WHY SHOULD WE CARE (MORE)?***

*Real costs to individuals, families, and communities*

Spillover effects on other systems

Income segregation and inequality is bad for regions

# ***WHAT CAN THE PUBLIC SECTOR DO ABOUT IT?***

## **DEVELOPMENT WITHOUT DISPLACEMENT**

Commit to equity and inclusion

*Engage with communities, business owners,  
and development actors*

Recognize how public investments  
affect markets

*Anticipate change, including unintended  
consequences*

# *INCLUSIVE AND EQUITABLE DEVELOPMENT*

1

Assess contexts and understand the vulnerabilities

2

Plan with community engagement

3

Align tools to the context-  
Regulation, incentives, partnership

4

Track changes in neighborhoods and business districts to update strategies





## Memorandum

**Date:** October 5, 2020  
**To:** Karen Buehrig, Clackamas County  
**From:** Anita Yap, MultiCultural Collaborative  
Erin Reome, SERA Architects  
**Subject:** Residential Anti-Displacement Best Practices Memo  
**Project:** Park Avenue Community Project Development and Design Standards

As communities develop and redevelop over time, especially when government agencies construct major public infrastructure, such as light rail lines and change zoning regulations to encourage new development, existing residents have a risk of being displaced. Low income and seniors on fixed incomes and communities of color are particularly at risk.

Communities around the country are putting in place strategies to help prevent displacement. Many of the strategies include other initiatives besides zoning restrictions, as it takes several approaches to help keep communities stable during rapid development and redevelopment to stay in the neighborhood.

This memo provides a high-level overview of some best practices for anti-displacement strategies and resource links for more information.

### **Increasing opportunity and preventing displacement**

Many times, people become priced out of rents or housing or job opportunities in the area when neighborhoods redevelop with either higher density residential or new commercial development. Listed below are strategies that government agencies can take to help prevent, mitigate or provide assistance to existing residents in rapidly changing areas.

- Capture increase in property value that development and zoning changes provide to property owners and invest in renter assistance programs.
- Require all new residential development provide mitigation measures to assure existing residents are not priced out of the area.
- Create a program to help low-income and moderate-income tenants purchase their homes when landlords sell.
- Include requirements for affordable housing units on all new multifamily developments.

- Provide density or other amenity bonuses that will provide affordable rental rates within new development. These bonuses could include lot area coverage, setbacks, additional density, other SDC credits.
- Allow for transfer of density rights to properties that provide affordable housing units close to transit and jobs.
- Provide incentives for property owners to rent units at affordable rates to lower include tenants.
- Create a community land trust or work with an existing land trust to help purchase properties for development of affordable housing before land values increase from zoning changes. Community land trusts are agreements between a non-profit and community that ensure the long-term affordability of housing. The land trust, which has community members on the board will buy land and lease parcels or units to individuals or families at an affordable price. Though residents can build some equity, they can't sell the homes for large profits. This ensures that the community land trust can keep the homes affordable for future residents.
- Create a special zone for Mobile Home/Manufactured Home Parks to preserve existing parks in the area. The city of Portland created a new zone for Mobile and Manufactured Home Parks and provided density transfers for property owners.

### **Links to Anti-Displacement Best Practices**

#### **Mobile Home Park zoning**

<https://pamplinmedia.com/pt/9-news/404226-301726-portland-enacts-new-zone-to-prevent-redevelopment-of-mobile-home-parks->

<https://www.opb.org/news/article/portland-mobile-home-park-zoning-rule-change-city-council/>

#### **Community Land Trusts**

<https://community-wealth.org/strategies/panel/clts/index.html>

#### **Anti-Displacement Best Practices/Building Community Wealth**

<https://thenextsystem.org/fighting-gentrification-best-practices>

<https://www.sanjoseca.gov/your-government/departments-offices/housing/resource-library/housing-policy-plans-and-reports/citywide-anti-displacement-strategy>

<https://www.cityofvancouver.us/ced/page/reside-vancouver-anti-displacement-strategy>

<https://housingmatters.urban.org/research-summary/how-policymakers-can-prevent-displacement-and-foster-inclusive-neighborhoods>

<https://www.portland.gov/bps/adap/gentrification-and-displacement-studies>

[https://www.portland.gov/sites/default/files/2020-04/pl-adpn-portland-site-visit-memo\\_aug-2019.pdf](https://www.portland.gov/sites/default/files/2020-04/pl-adpn-portland-site-visit-memo_aug-2019.pdf)

<https://www.opengovpartnership.org/members/austin-united-states/commitments/AUS0008/>

<https://www.urbandisplacement.org/policy-tools-prevent-displacement>

<https://www.policylink.org/aboutUs/internships/anti-displacement-policy-research>

[https://www.nationalcapacd.org/wp-content/uploads/2017/08/anti\\_displacement\\_strategies\\_report.pdf](https://www.nationalcapacd.org/wp-content/uploads/2017/08/anti_displacement_strategies_report.pdf)

<https://community-wealth.org/about>

# COMMUNITY INVESTMENT ACTION PLAN (2020 TO 2025)

## TAKE CARE OF EXISTING BUSINESSES FIRST

Actions	2020	2021	2022	Year 4&5	Lead Org/ Staff	County Staff Support	Partners	Resource Required
<b>Action 1.1 Provide small business skills development and funding</b>								
<b>Outcome: Provide needed services to existing small business</b>								
A. Provide funding to MESO to engage services	X							
B. MESO meets with Park Avenue businesses and others along McLoughlin once a week		X	X	X				
C. Designate a specific county economic development staff person to focus on Park Avenue area for a portion of his or her time.		X	X	X				
<b>Action 1.2 Enhance Safety</b>								
<b>Outcome: Improve physical environment of small business to retain/attract more customers</b>								
A. Educate Park Avenue business on sex offender housing nearby and foster collaboration.		X	X	X				
B. Determine if improvements to trees and lighting can be made in right-of-way		X	X					
<b>Action 1.3 Foster Customer Base</b>								
<b>Outcome: Foster regional growth of industry clusters</b>								
A. Host annual event in retail center parking lot.		X	X	X				
<b>Action 1.4 Engage with Courtney Plaza Owner</b>								
<b>Outcome: Enhance certainty for business owners</b>								
A. Encourage owner to improve signage on site for no loitering and parking "for sale" vehicles.		X	X	X				

B. Encourage new owner to communicate with tenants regarding approach to new management and anticipated leases.		X	X	X				
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**COMMUNITY INVESTMENT ACTION PLAN (2020 TO 2025)**

**DEFINE A DISTRICT OF EXISTING OPPORTUNITY**

Actions	2020	2021	2022	Year 4&5	Lead Org/ Staff	County Staff Support	Partners	Resource Required
<b>Action 2.1</b>								
<b>Outcome:</b>								
<b>Action 2.2</b>								
<b>Outcome:</b>								
<b>Action 2.3</b>								
<b>Outcome:</b>								