

Modernizing Inclusionary Zoning in Oregon

Lessons from Portland, 2017-2025

Journal of the American Planning Association

2025 | Volume 91 Number 1

@ OPEN ACCESS

Can New Housing Supply Mitigate Displacement and

Evidence from Los Angeles and San Francisco Karen Chapple @ Taesoo Song @

Anstract
Problem, research strategy, and findings: The housing affordability crisis is exacerbating displacement and
exclusion in built-up urban entiphorhoods. Although new housing development might help, it faces local
exposition. Researchers have struggled to infind this debate because of data challenges, so we constructured a internet database on construction and beneathird found mobility to determine how development
to determine how development. opposition, Researchers have struggled to inform this debate because of data challenges, so we constructed a unique database on construction and household-level metality to determine how development, and analysis and analysis in the advances of the Annuals (a narried metallics). stricted a unique database on construction and household-level mobility to determine how development affects displacement and exclusion in the subsequent years in Cas Angeles (a typical Costatal "hot man-bet" in Californial and Cas Province; the extrema "sursector city" case in California (the found that affects digitalement and exclusion in the subsequent System in Los Angeles (a Sysical coastal *hot mais lest 'in cultivosa' dass Francisco (the extreme "suprems city" case in California). We found that dieveloping need wheterate households in Los Angeles (a System California). We found that dies consumes for businesses households in Los Angeles and helped acrosses incompanies and weekers. developing new market-rate housing generally helped slightly to alleviate both displacement and exclusion pressures for low-income households in its Angeles and helped increase in-migration into weaker according to the formal market, and market are market at the new market are market at the new mark sion pressures for low-income households in Los Angeles and helped increase in-migration into wester market neighborhoods in San Francisco. But particularly in the hottest markets the new market can be per and modelness store households' in signation with the new market can under the same of the control o could fall to spur low- and moderate-income households' in-migration and exacerbate their out-migra-tion. Likewise, the positive impacts of the new market-rate units may fade over time. Subsidiced housing energies with saved hoofs exclusion and disclarations clubely in most moutants. Forum research should ion, likewise, the positive impacts of the new market-rate units may fade over time. Subsidized housing generally mitigated both exclusion and displacement alignly in most market. Future research should examine form-serm effects in a variety of coverage, controlling for the role of housing professes such as a controlling of the role of housing professes such as the controlling of the role of housing professes such as the controlling of the role of housing professes such as the controlling of the role of housing professes such as the controlling professes and the controlling professes are controlling to the role of housing professes such as the controlling professes are controlling to the role of housing professes generally mitigated both exclusion and displacement slightly in most markets. Future research should examine long-term effects in a variety of contests, controlling for the role of housing policies such as rent stabilization.

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Takenessy for practice: Market-rate housing development may help alleviate rent pressures locally and regionally, but it is not sufficient to address displacement and exclusion at the neighborhood level.

Local new constitution basis to mitients related and exclusion in some contrasts for exceedingless. regionally, but it is not sufficient to address deplacement and exclusion at the neighborhood level.

Because new production halps to mitigate deplacement and exclusion in some contexts but exceedings in others, relarness need to use-feverant the modes and neighborhood evolutions for femalest productions. Because new production helps to mitigate displacement and exclusion in some contexts but exceedables in others, planners need to understand the makes and neighborhood context for development, he add not not exceeded to the context and additional flouriest development through zonom and fixed is in others, planners need to understand the masket and neighborhood context for development. In an income to supporting more market rate and subsidized housing development through zoning and fiscal tion to supporting more market-rate and subsidized housing development through zoning and fiscal tools, planners should implement complementary policies such as housing preservation and tenant consecutions. recovering the security of the

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posterium not cosposite that and execution recent in 2019). Regardless, this local opposition has often Color version available at tandforline.com/rjpa



"Market-rate housing development will undoubtedly help alleviate the housing affordability crisis at the city or regional level."

At the neighborhood level, "new subsidized housing development helped slightly more than market-rate construction to alleviate displacement and exclusion."

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Market-rate apartments are good

At the neighborhood level, "new subsidized housing development helped slightly more than market-rate construction to alleviate displacement and exclusion."

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Market-rate apartments are good

Subsidized apartments are also good (and in some ways better)

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HOMES ARE EXPENSIVE



HOMES ARE EXPENSIVE

\$300,000

public subsidy per LIHTC home (at 60% AMI)



HOMES ARE EXPENSIVE

\$0

public subsidy per home (market rate) \$300,000

public subsidy per LIHTC home (at 60% AMI)



What is inclusionary zoning?



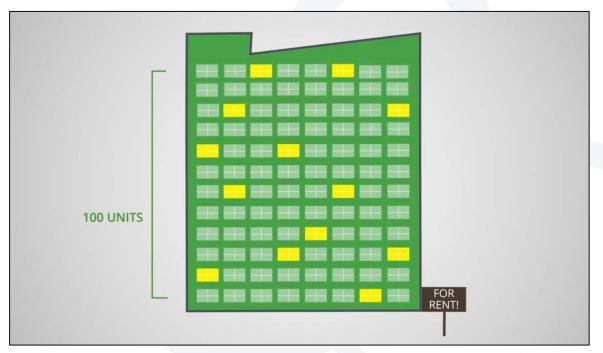


Image: Rick Jacobus



Vast New Study Shows a Key to Reducing Poverty: More Friendships Between Rich and Poor

By Claire Cain Miller, Josh Katz, Francesca Paris and Aatish Bhatia Aug. 1, 2022



Jimarielle Bowie at her alma mater, Angelo Rodriguez High School, in Fairfield, Calif. A lawyer, she credits some of her success to the friendships she made in high school.

Marissa Leshnov for The New York Times



1999: Banned by Oregon legislature



1999: Banned by Oregon legislature

2011, 2013, 2015: Efforts to lift the ban fail. Its supporters, including some cities, ask for full local design flexibility



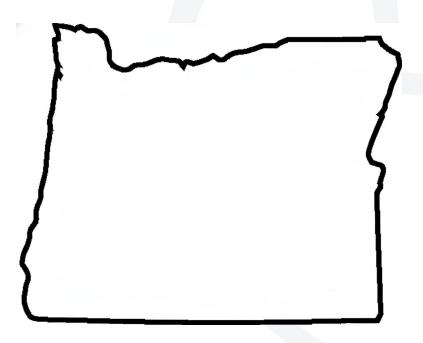
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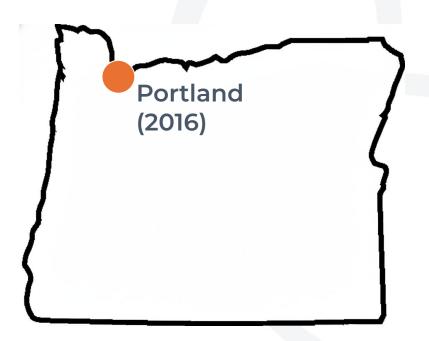
2016: Re-legalized by SB 1533, subject to "sideboards":

- Must target exactly 80% AMI
- Cannot apply to buildings below 20 homes
- Funding required, but at no particular level
- No check-ins required on whether policy is working











PORTLAND'S 2016 PROGRAM

- Fully funded in central city
- Underfunded in surrounding neighborhoods



Underfunded Inclusionary Zoning

cost of development





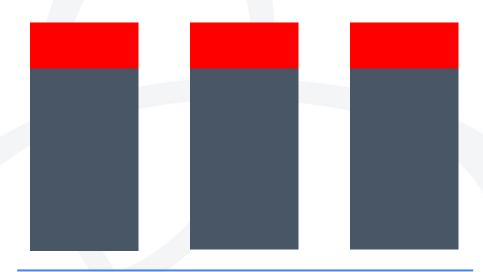








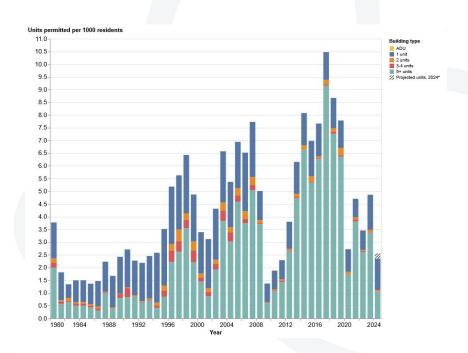




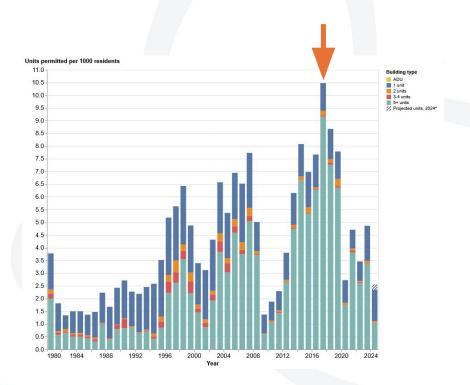




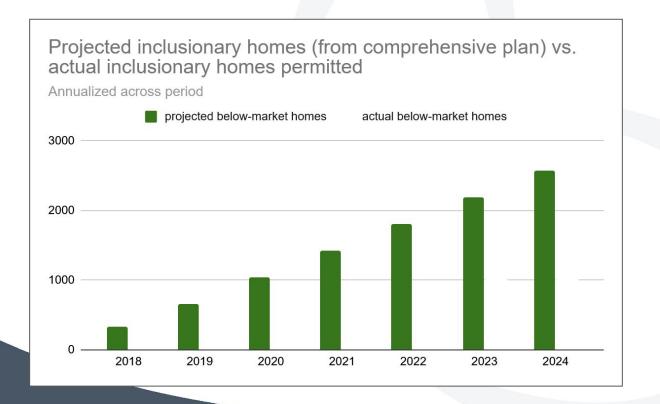








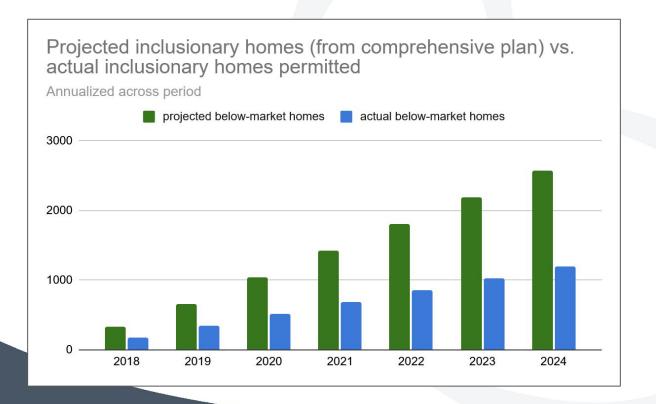






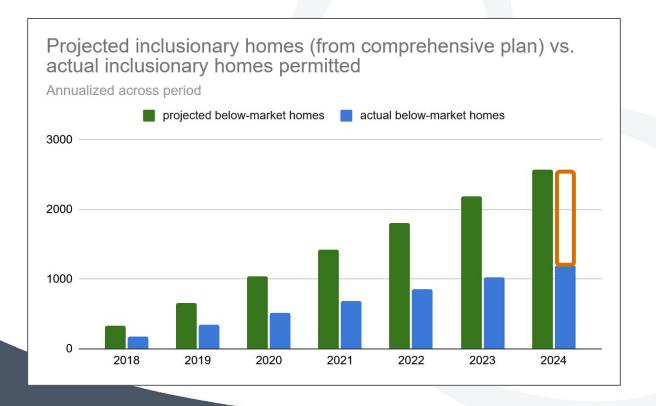
















- 1,375 missing affordable homes
- ~50% less tax base growth from new homes
- Thousands of unbuilt market-rate homes





Northbound 30 Collaborative/ 2135 NW 29th Ave

- Lot Size: > 20,000 sq ft
- Zoned EX
- Thirteen 16 to 19-unit buildings
- Totaling 219 housing units but no affordable units



12-to-19-unit building analysis Briefing | 7/18/2022 | 15





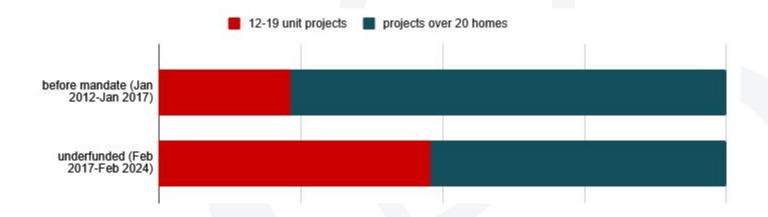
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12-to-19-unit building analysis Briefing | 7/18/2022 | 15









2017-2022: zero check-ins



PORTLAND, MARCH 2024: FULLY FUNDED INCLUSIONARY ZONING



PORTLAND, MARCH 2024: FULLY FUNDED INCLUSIONARY ZONING

 Use 10-year tax abatement from future buildings to fully offset lost rents



PORTLAND, MARCH 2024: FULLY FUNDED INCLUSIONARY ZONING

- Use 10-year tax abatement from future buildings to fully offset lost rents
- Prioritize 60% AMI in higher-priced neighborhoods



20-146519	Koz on Interstate	Approved	FINAL	Changed option post issuance
20-203458	Cap Hill Apartments A	Approved	FINAL	Changed option post issuance
20-211439	Cap Hill Apartments B	Approved	FINAL	Changed option post issuance
20-212156	Tabor Heights	Approved	FINAL	Changed option post issuance
21-096326	Killingsworth Apartments	Approved	FINAL	Changed option post issuance
21-105873	Laurel Lofts	Approved	FINAL	Changed option post issuance
19-217418	Vibrant Cities Fargo	In Process	Issued, under construction	Changed option post issuance
20-218783	Davis Apartments	In Process	Issued, under construction	Chan
23-091717	Pettygrove Apartments	Approved	Issued, under construction	Chan
20-213134	Burnside Apartments	In Process	FINAL	Exter
21-087403	Brooklyn Apartments	Approved	FINAL	Exter First
19-250217	West Hill Heights	In Process	Issued, under construction	Exter
20-129170	Pepsi Blocks (A) - aka Splash	Approved	Issued, under construction	Exter
20-145803	Wheelhouse II	Approved	Issued, under construction	Exter
20-167723	Alberta 29	In Process	Issued, under construction	Exter
21-069762	SW Park Avenue Apartments	Eligible	Issued, under construction	Exter
21-117297	SE 27th & Division Street	Approved	Issued, under construction	Exter
22-212375	Graham Street Apartments	In Process	Issued, under construction	Exter
23-054847	Russell Street Apartments	In Process	Permit Review Process	Subm
24-039925	Pepsi B	In Process	Permit Review Process	Subm
24-029720	Kiley40	In Process	Permit Review Process	Subm

First six months:



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20-167723	Alberta 29	In Process	Issued, under construction	Exter
21-069762	SW Park Avenue Apartments	Eligible	Issued, under construction	Exter
21-117297	SE 27th & Division Street	Approved	Issued, under construction	Exter
22-212375	Graham Street Apartments	In Process	Issued, under construction	Exter
23-054847	Russell Street Apartments	In Process	Permit Review Process	Subm
24-039925	Pepsi B	In Process	Permit Review Process	Subm
24-029720	Kiley40	In Process	Permit Review Process	Subm

First six months:

20 projects opting in



20-146519	Koz on Interstate	Approved	FINAL	Changed option post issuance
20-203458	Cap Hill Apartments A	Approved	FINAL	Changed option post issuance
20-211439	Cap Hill Apartments B	Approved	FINAL	Changed option post issuance
20-212156	Tabor Heights	Approved	FINAL	Changed option post issuance
21-096326	Killingsworth Apartments	Approved	FINAL	Changed option post issuance
21-105873	Laurel Lofts	Approved	FINAL	Changed option post issuance
19-217418	Vibrant Cities Fargo	In Process	Issued, under construction	Changed option post issuance
20-218783	Davis Apartments	In Process	Issued, under construction	Chan
23-091717	Pettygrove Apartments	Approved	Issued, under construction	Chan
20-213134	Burnside Apartments	In Process	FINAL	Exter
21-087403	Brooklyn Apartments	Approved	FINAL	Exter First
19-250217	West Hill Heights	In Process	Issued, under construction	Exter
20-129170	Pepsi Blocks (A) - aka Splash	Approved	Issued, under construction	Exter • 20
20-145803	Wheelhouse II	Approved	Issued, under construction	Exter
20-167723	Alberta 29	In Process	Issued, under construction	Exter • 15
21-069762	SW Park Avenue Apartments	Eligible	Issued, under construction	Exter
21-117297	SE 27th & Division Street	Approved	Issued, under construction	Exter
22-212375	Graham Street Apartments	In Process	Issued, under construction	Exter
23-054847	Russell Street Apartments	In Process	Permit Review Process	Subm
24-039925	Pepsi B	In Process	Permit Review Process	Subm
24-029720	Kiley40	In Process	Permit Review Process	Subm

First six months:

20 projects opting in

154

24

27

78

62

100

1,542 total homes



20-146519	Koz on Interstate	Approved	FINAL	Changed option post issuance
20-203458	Cap Hill Apartments A	Approved	FINAL	Changed option post issuance
20-211439	Cap Hill Apartments B	Approved	FINAL	Changed option post issuance
20-212156	Tabor Heights	Approved	FINAL	Changed option post issuance
21-096326	Killingsworth Apartments	Approved	FINAL	Changed option post issuance
21-105873	Laurel Lofts	Approved	FINAL	Changed option post issuance
19-217418	Vibrant Cities Fargo	In Process	Issued, under construction	Changed option post issuance
20-218783	Davis Apartments	In Process	Issued, under construction	Chan
23-091717	Pettygrove Apartments	Approved	Issued, under construction	Chan
20-213134	Burnside Apartments	In Process	FINAL	Exter
21-087403	Brooklyn Apartments	Approved	FINAL	Exter First
19-250217	West Hill Heights	In Process	Issued, under construction	Exter
20-129170	Pepsi Blocks (A) - aka Splash	Approved	Issued, under construction	Exter • 20
20-145803	Wheelhouse II	Approved	Issued, under construction	Exter
20-167723	Alberta 29	In Process	Issued, under construction	Exter • 1.5
21-069762	SW Park Avenue Apartments	Eligible	Issued, under construction	Exter
21-117297	SE 27th & Division Street	Approved	Issued, under construction	Exter
22-212375	Graham Street Apartments	In Process	Issued, under construction	Exter
23-054847	Russell Street Apartments	In Process	Permit Review Process	Subm
24-039925	Pepsi B	In Process	Permit Review Process	Subm
24-029720	Kiley40	In Process	Permit Review Process	Subm

First six months:

20 projects opting in

154

24

27 78

69

62

- 1,542 total homes
- >120 below-market homes



20-146519	Koz on Interstate	Approved	FINAL	Changed option post issuance
20-203458	Cap Hill Apartments A	Approved	FINAL	Changed option post issuance
20-211439	Cap Hill Apartments B	Approved	FINAL	Changed option post issuance
20-212156	Tabor Heights	Approved	FINAL	Changed option post issuance
21-096326	Killingsworth Apartments	Approved	FINAL	Changed option post issuance
21-105873	Laurel Lofts	Approved	FINAL	Changed option post issuance
19-217418	Vibrant Cities Fargo	In Process	Issued, under construction	Changed option post issuance
20-218783	Davis Apartments	In Process	Issued, under construction	Chan
23-091717	Pettygrove Apartments	Approved	Issued, under construction	Chan
20-213134	Burnside Apartments	In Process	FINAL	Exter
21-087403	Brooklyn Apartments	Approved	FINAL	Exter First
19-250217	West Hill Heights	In Process	Issued, under construction	Exter
20-129170	Pepsi Blocks (A) - aka Splash	Approved	Issued, under construction	Exter • 20
20-145803	Wheelhouse II	Approved	Issued, under construction	Exter
20-167723	Alberta 29	In Process	Issued, under construction	Exter • 1.5
21-069762	SW Park Avenue Apartments	Eligible	Issued, under construction	Exter
21-117297	SE 27th & Division Street	Approved	Issued, under construction	Exter >1
22-212375	Graham Street Apartments	In Process	Issued, under construction	Exter
23-054847	Russell Street Apartments	In Process	Permit Review Process	Subm
24-039925	Pepsi B	In Process	Permit Review Process	Subm
24-029720	Kiley40	In Process	Permit Review Process	Subm

First six months:

20 projects opting in

154

24

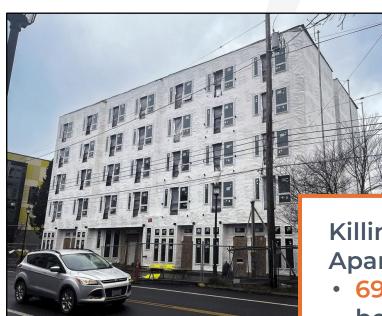
27

78

62

- 1,542 total homes
- >120 below-market homes
- ~\$220,000 waived revenue per 60% AMI home





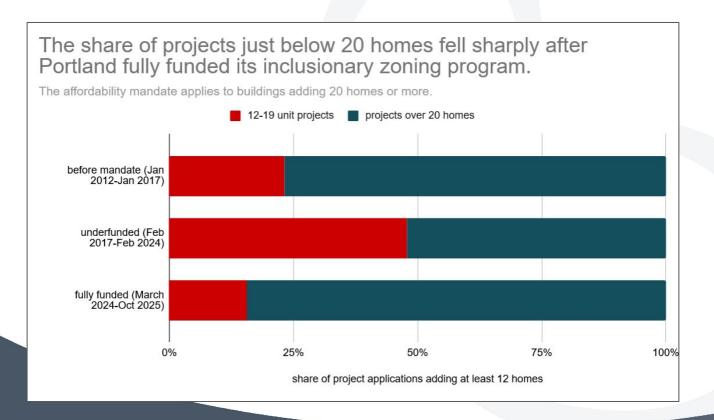
Killingsworth Apartments:

69 total homes, 7
 below market









OTHER PLACES MOVING AWAY FROM UNFUNDED IZ

- Washington state
- Florida
- Baltimore
- Illinois
- greater Paris





1. Keep it optional for jurisdictions



- 1. Keep it optional for jurisdictions
- 2. More local design flexibility can work if it's fully funded



- 1. Keep it optional for jurisdictions
- 2. More local design flexibility can work if it's fully funded
- 3. Regular check-ins on program balance are important



QUESTIONS?

