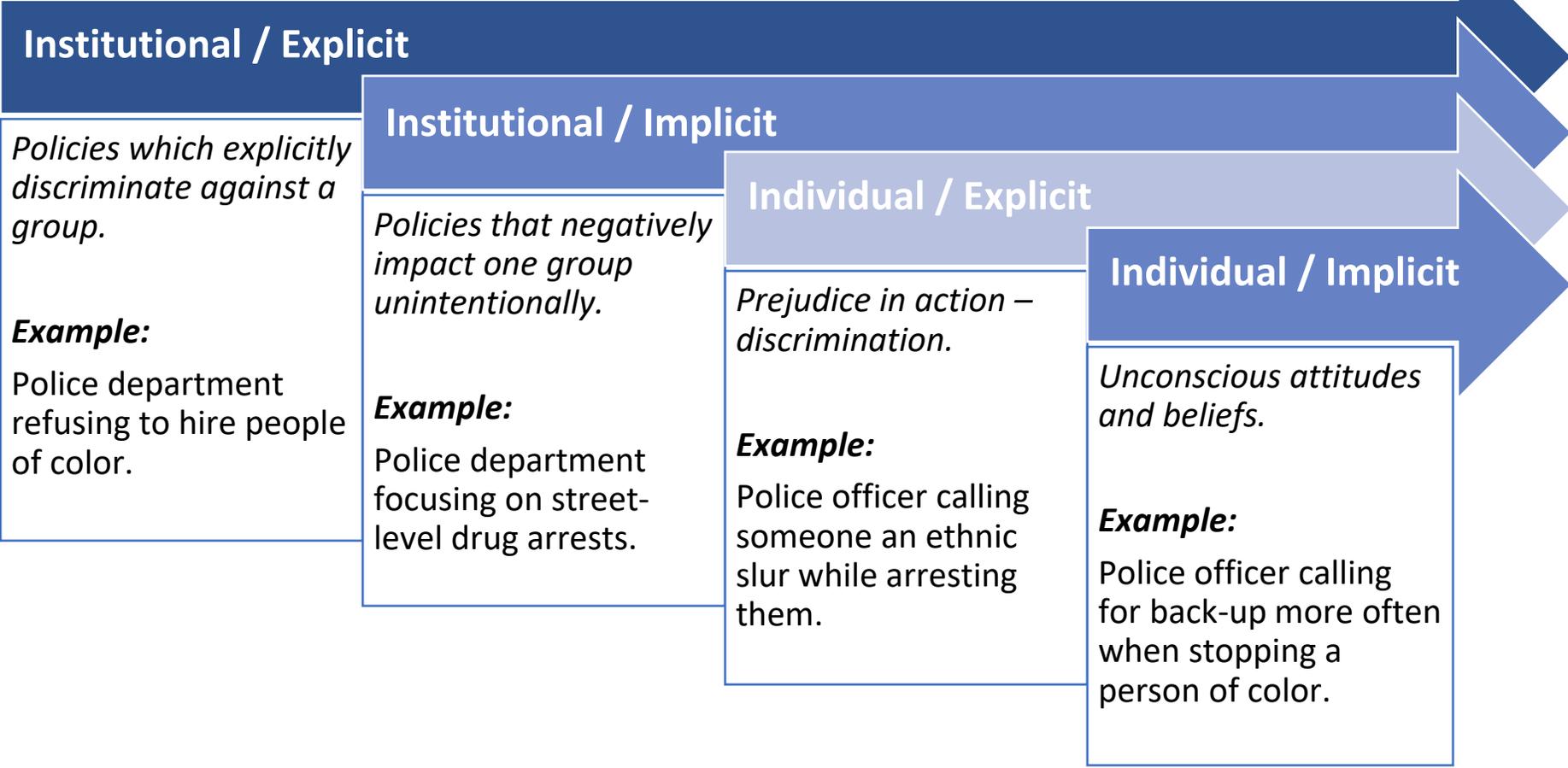
A historical map of Portland, Oregon, showing a grid of streets and various colored zones. Several areas are highlighted in yellow, indicating specific land use planning zones. The map is oriented with North at the top. A black banner with white text is overlaid on the map.

Historical Context of Racist Planning

How land use planning segregated Portland



- Pivotal moment in time when we have the opportunity to do something differently
- Residential Infill Project, Better Housing by Design, Anti-Displacement Action Plan

But in order to move forward, we must first acknowledge our past ...



Affirmatively Furthering Fair Housing Rule

- Provides a framework to more effectively further the Fair Housing Act
- **“Recipients also must take actions to address segregation and related barriers for groups with characteristics protected by the Act, as often reflected in racially or ethnically concentrated areas of poverty.”**

U.S. Department of Housing and Urban Development, “Affirmatively Furthering Fair Housing; Final Rule”

Key Points in Portland's Racist Planning History



1900-1930	Early Zoning
1924	Portland's first zoning code
1930s-1980	Expansion of single-family zoning
1968	The Fair Housing Act
1977	Population Strategy
1980-Early 2000s	Contemporary Planning
1980	Portland's first Comprehensive Plan
1981-2000	Annexation of East Portland
1993	Albina Community Plan
1996	Outer Southeast Community Plan
2000	Southwest Community Plan

Early Zoning

1900 to 1930

Buchanan v. Warley, 1917

- In the early 1900s, some U.S. cities created separate areas for black and white households
- Ordinances overturned in the Supreme Court case Buchanan vs. Warley
- Many cities found workarounds and continued to segregate using other zoning tactics

RACE SEGREGATION LAW IS ATTACKED

—
Louisville Case Argued in
Supreme Court; Other
Cities Affected.

WASHINGTON, April 10.—Constitutionality of race segregation ordinances was argued Monday before the supreme court in a case investigating the validity of the Louisville, Ky. regulation, mak-

Racially Restrictive Covenants in Deeds

#33191 2

premises have a frontage on two streets, the foregoing
20-foot restriction shall apply as to each of such front
streets); nor shall said premises or any building thereon
be used or occupied otherwise than strictly for residence
purposes (or for church or school purposes, and then only
with the prior consent of the first party, or its successors
or assigns); nor shall the same or any part thereof be in any
manner used or occupied by Chinese, Japanese or negroes, except
that persons of said races may be employed as servants by
residents; nor shall any old buildings be placed on said
premises; nor shall any building or any part thereof, on said
premises, be erected, maintained or used for flats, apartments,
stables, stores or business or manufacturing purposes; nor

Racist covenant found in Laurelhurst, 1913

Concentration of African Americans in Albina

**REALTY MEN INTEND
TO STOP SALES TO
NEGROES, ORIENTALS**

Property Values Said to Drop
With Influx of Any but
White Residents.

Members of the Portland Realty
board will not be permitted to sell prop-
erty in white residence districts of this
city to colored people or orientals if a
proposed amendment to the code of
ethics governing the board carries at



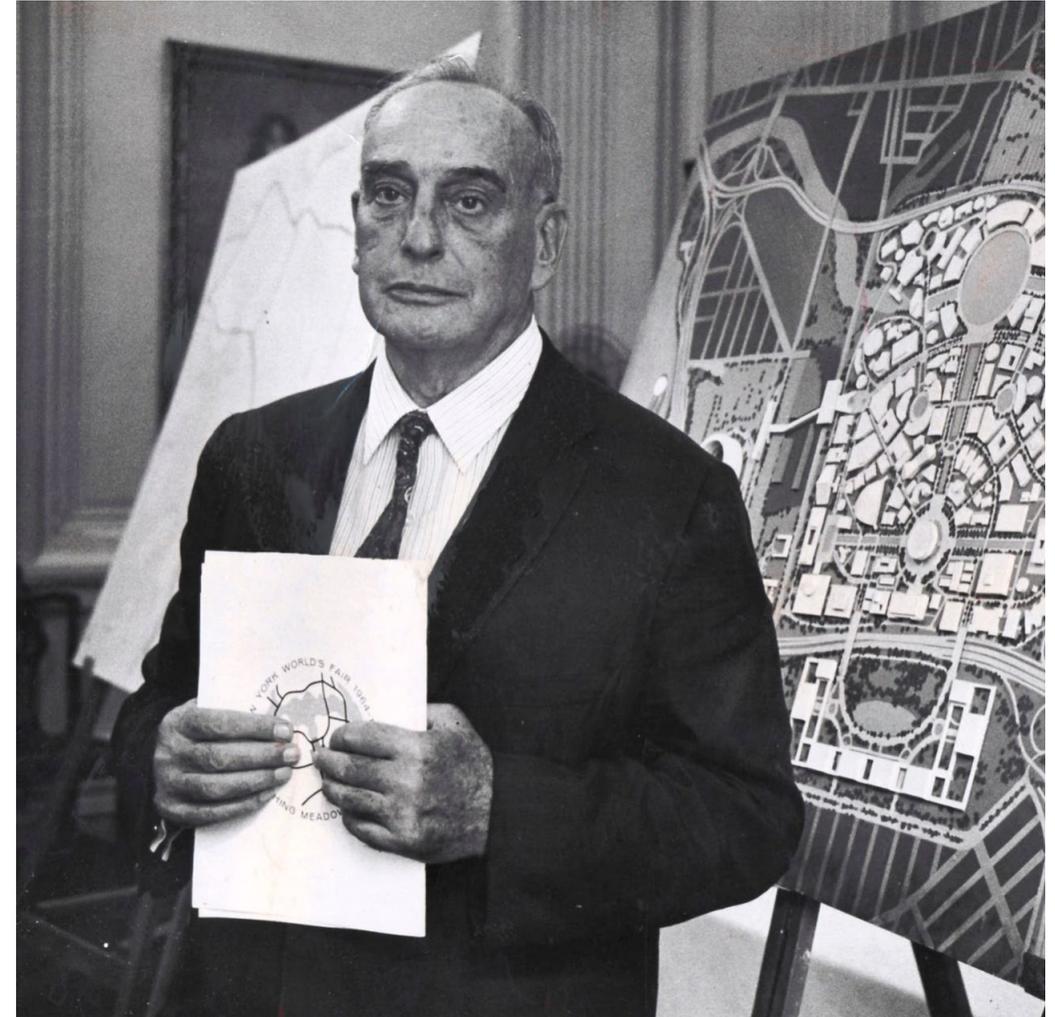
Source: OPB

Expansion of Single-family Zoning

1930s to 1980s

Robert Moses' Portland Improvement Plan, 1943

“Excessively large areas have been zoned for apartments, occupying 40% of the total area of the City. **Portland is a city of single family homes.** We are therefore of the opinion that only a very small percentage of the area of the City should be set apart for multiple dwellings.”



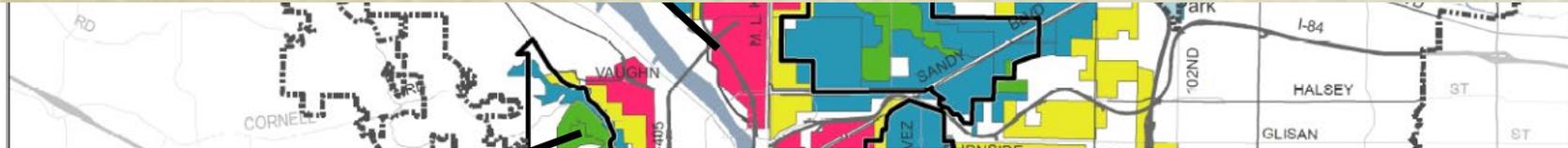
Redlining (and Greenlining)

4. AVAILABILITY OF MORTGAGE FUNDS: a. Home purchase None; b. Home building None

5. CLARIFYING REMARKS: Zoned multi-family residential and business. This area constitutes Portland's "Melting Pot" and is the nearest approach to a "slum district" in the city. Three-quarters of the negro population of the city reside here and in addition there are some 300 Orientals, 1000 Southern Europeans and Russians. Many of the improvements are in a dilapidated condition and maintenance in general is of poor quality throughout. Notwithstanding all this, there are some fair districts in the northern parts and the record indicates that 35% of the dwellings in the area are owner-occupied. The area is accorded a low red grade.

6. NAME AND LOCATION Lower Albina SECURITY GRADE D AREA NO. 2

HOLC loans in area approximate 61 for an aggregate of \$105,000.



4. AVAILABILITY OF MORTGAGE FUNDS: a. Home purchase Ample; b. Home building Ample

5. CLARIFYING REMARKS: Deed restrictions expired in 1935 but is zoned single-family residential which with terrain and price levels is believed to be ample protection. Development of this area, which would naturally be slow, was undoubtedly arrested by the depression and has not since gained momentum, however the pattern is definitely established and it is believed that as Portland develops this area will progress along the lines of present development. The area is therefore accorded a high green grade.

6. NAME AND LOCATION Kings Heights SECURITY GRADE A+ AREA NO. 6

HOLC loans in area approximate 4 for an aggregate of \$30,000.

Portland, 1937

map was derived from City
data. Care was taken in the
creation of this map to ensure
that it is provided "as is". The
City of Portland does not
accept any responsibility for
positional accuracy.



Planning and Sustainability
Department. Practical Solutions.

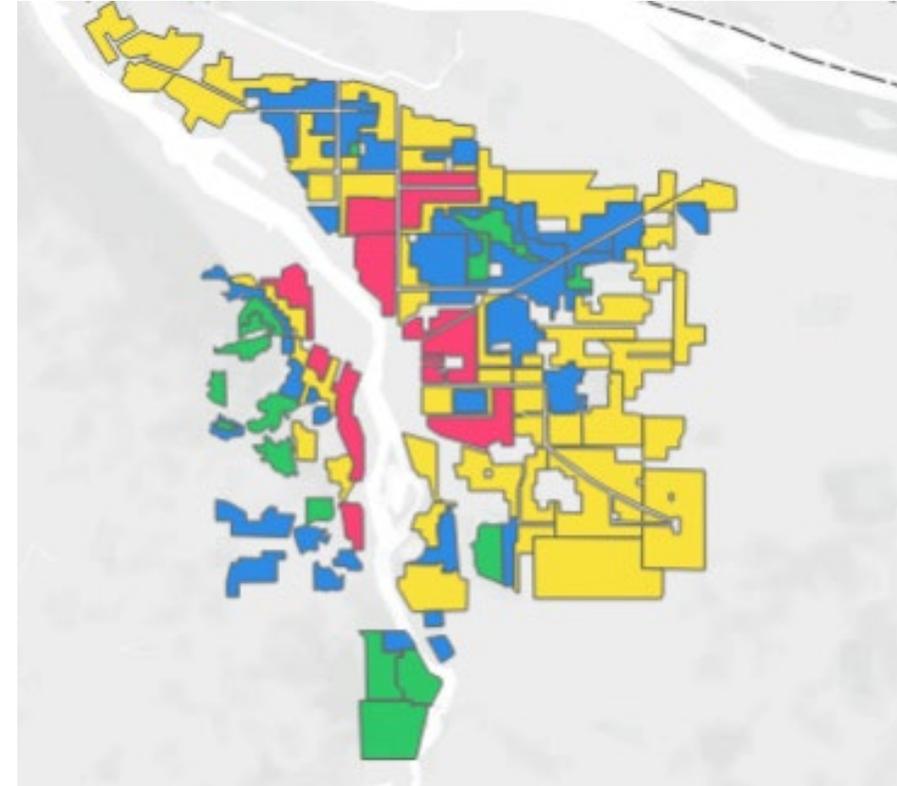
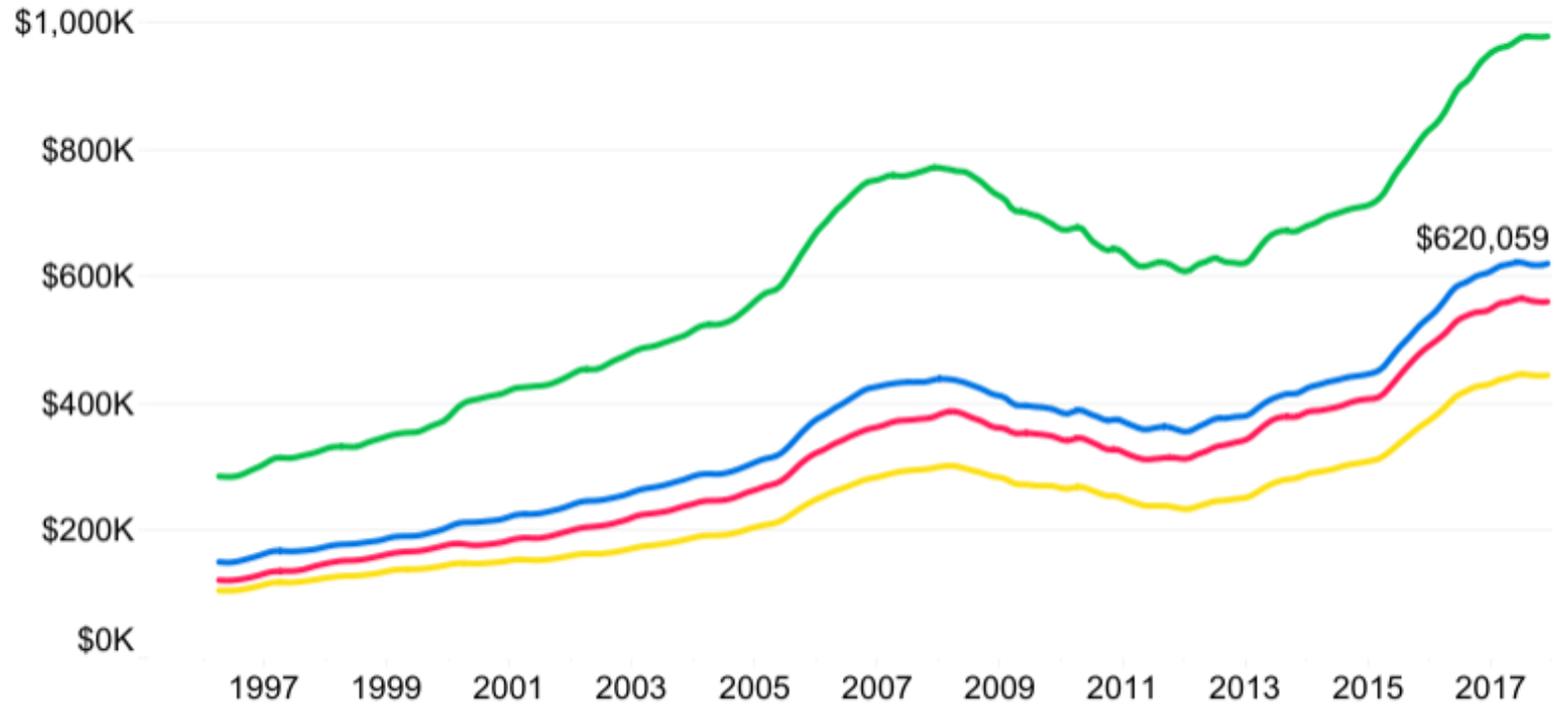


Portland, Oregon
Susan Anderson, Director

\\cs\BPS Tech Services Team
Residential_Infill\Maps
Planning_History_maps
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Home Values Still Lag in Most Redlined Neighborhoods

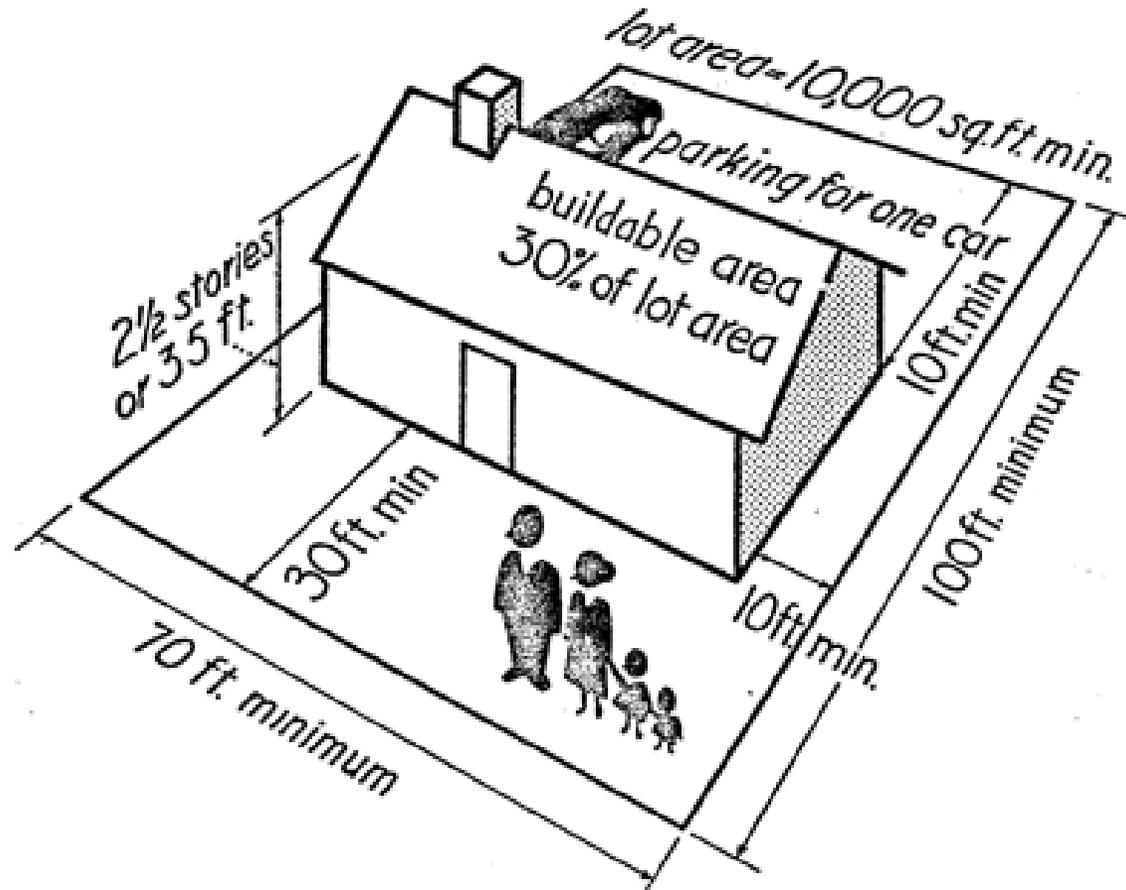
Median home values for areas the government designated **best**, **still desirable**, **definitely declining** and **hazardous** for mortgage lending



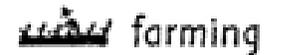
Source: Zillow median home values and data from Mapping Inequality (<https://dsl.richmond.edu/panorama/redlining>)

1959 Zoning Code

- Expansion of single-family zoning
- Duplexes and apartments **outlawed** in much of the city



other typical permitted uses



farming



* schools



* churches



* parks



* golf courses

* permitted by Plan. Comm.
after public hearing

Illustration of R10 One-Family Residential Zone, 1959

National Context

Fair Housing Act, 1968

- Prohibited discrimination in housing based on federally protected classes

Community Reinvestment Act, 1977

- Financial institutions must provide credit assistance to all neighborhoods, especially those historically affected by redlining
- Banks still continued to discriminate in those areas



Contemporary Planning

1980 to Early 2000s

Population Strategy, 1977

“Increasingly the city is becoming a community of extremes, populated by the young and the old, the lower income and unemployed, minorities and renters.”

- Prioritized educated, employed, middle class families to reverse “white flight”
- Guided the 1980 Comprehensive Plan

4


THE CITY OF
PORTLAND
OREGON

MEMORANDUM June 27, 1977

OFFICE OF
THE MAYOR
NEIL GOLDSCHMIDT
MAYOR
122 S. W. FIFTH AVE.
PORTLAND, OR, 97204
503 248-4200

TO: Members of the Policy Council
FROM: Alan Webber *AW*
RE: Population Strategy

Attached you will find a rough draft of a paper which attempts to describe the derivation, purpose and contents of the Population Strategy. The objective is to develop a finished draft in the coming month. Please review this, comment upon it, and direct your responses to Dan Churchill.

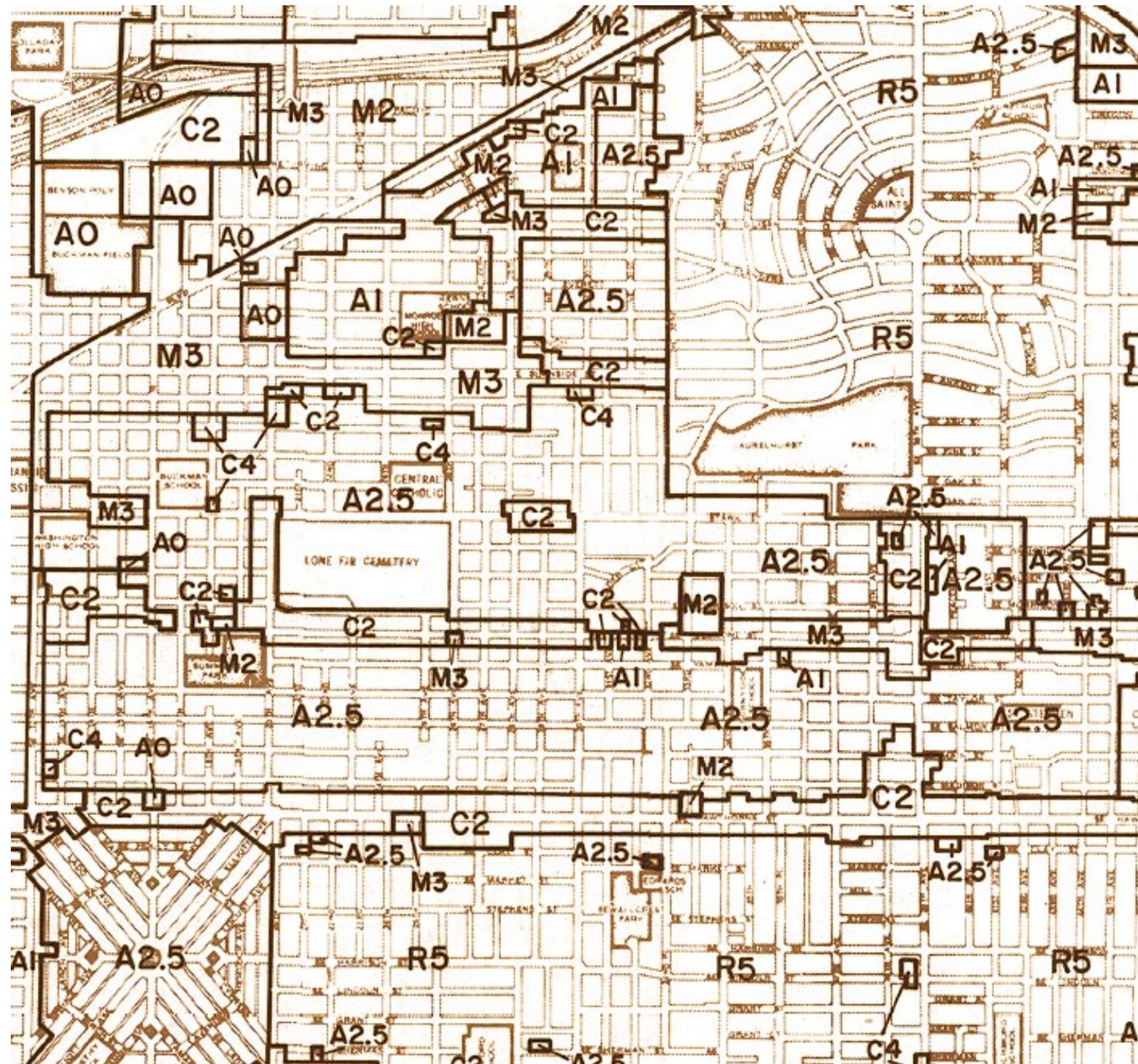
Thank you.

AW:pjr
Attachment

CONFIDENTIAL DRAFT

1980 Comprehensive Plan

Map of inner SE Portland, 1979

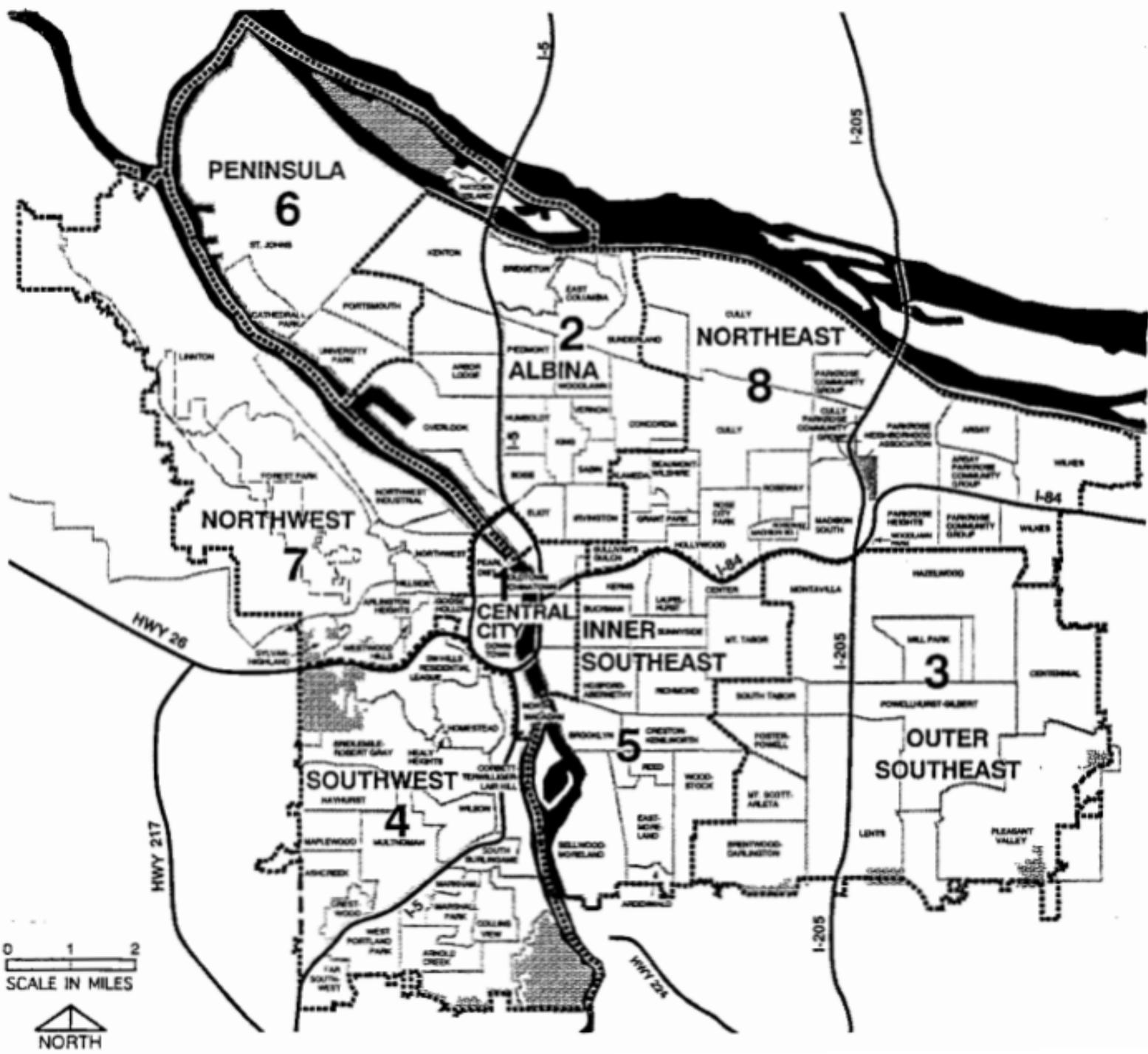


Community Planning

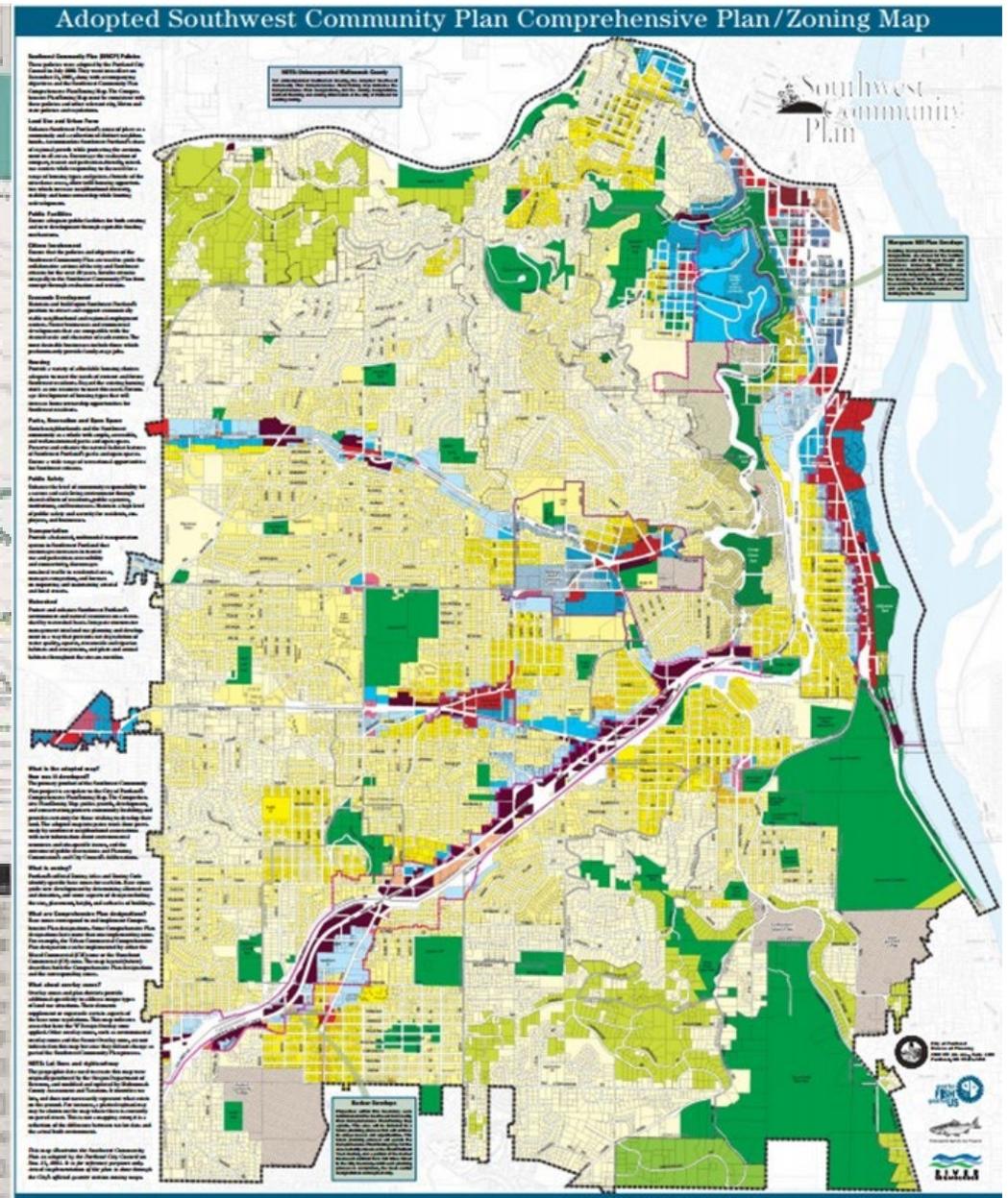
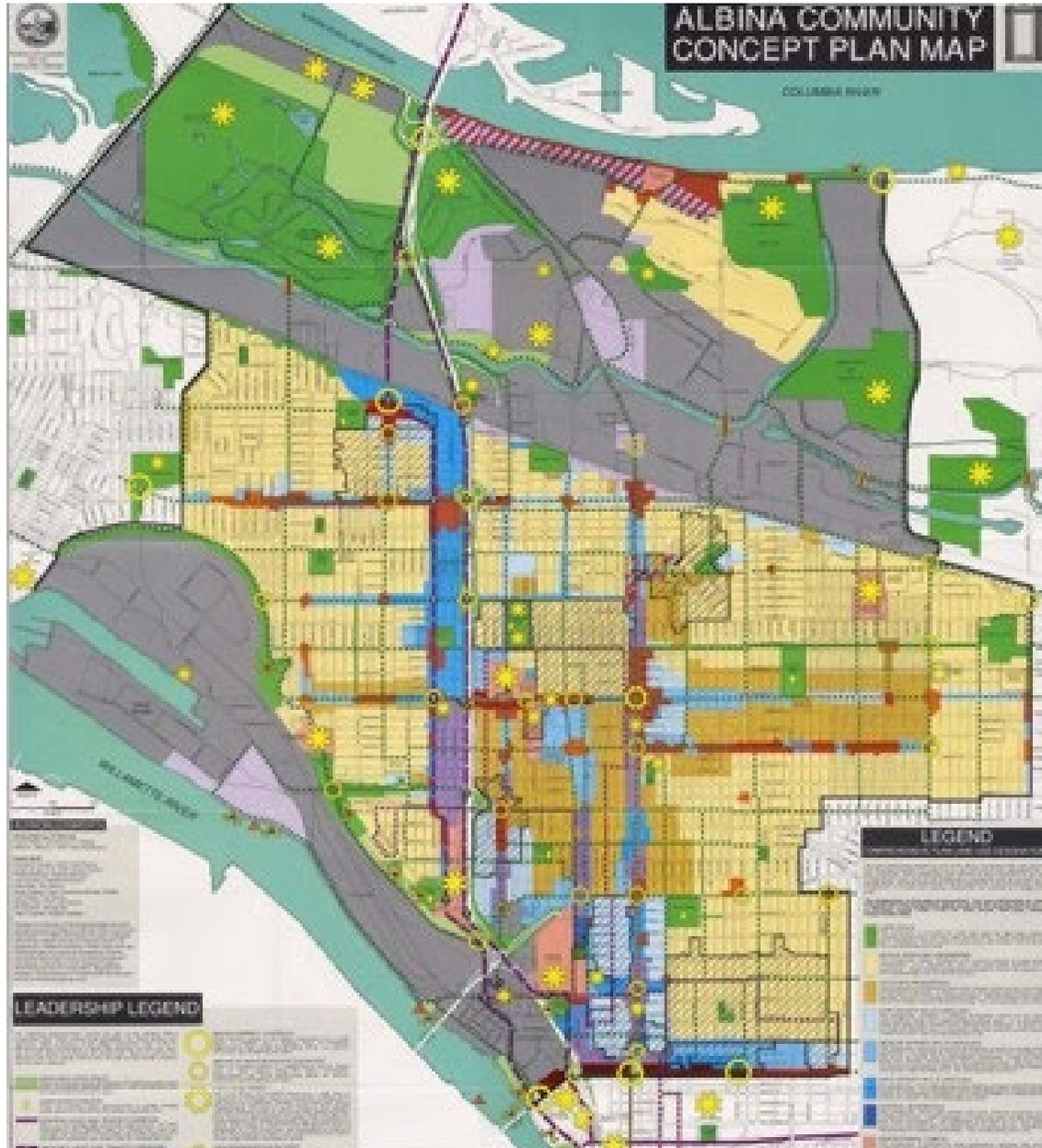
1980 • Comprehensive Plan

1990s • Community Planning Program

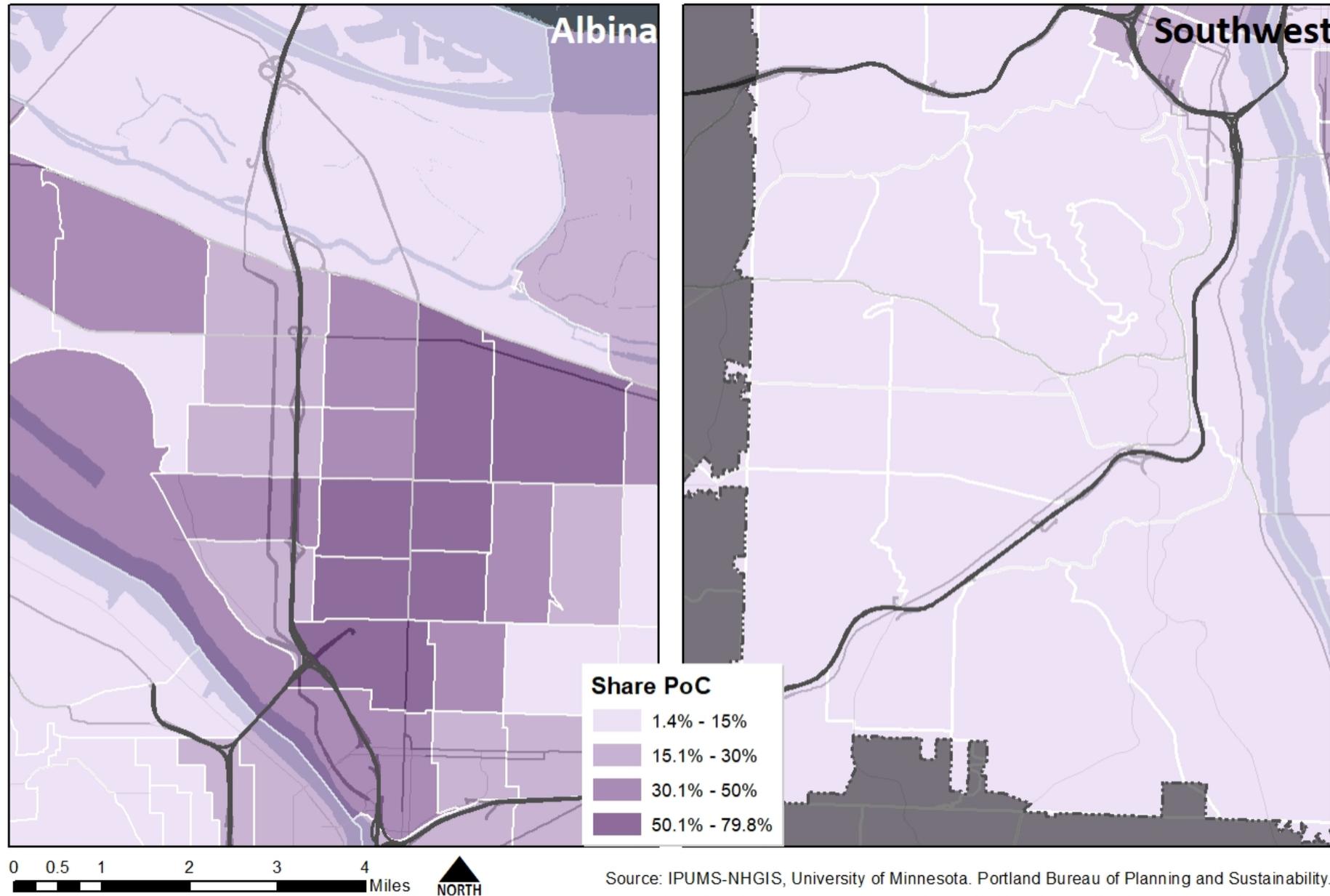
Early 2000s • Area Planning



Disparate Treatment: Albina vs. Southwest



Share of People of Color in 1990: Albina vs. Southwest



Interstate Corridor Urban Renewal Area (ICURA) Plan, 2000

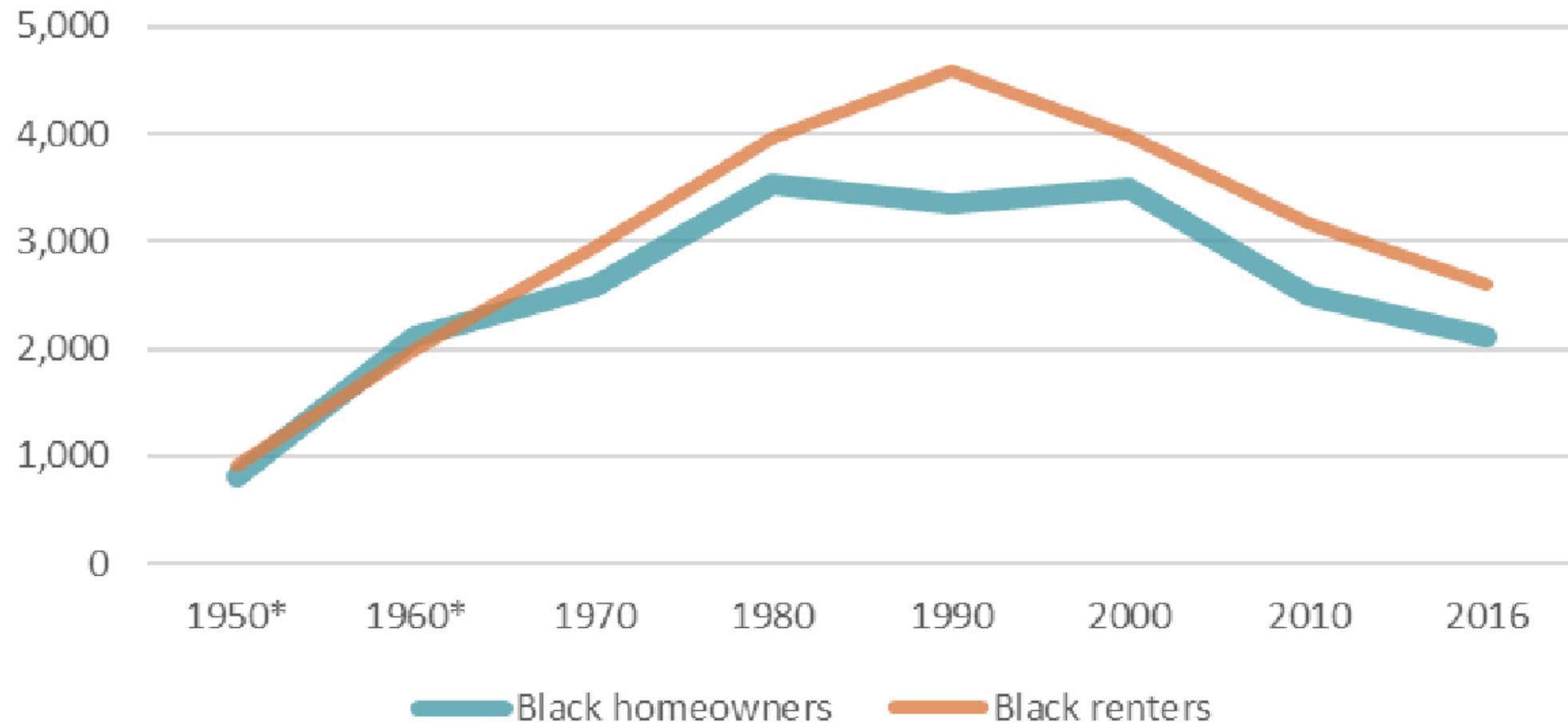
- Goal #6 of the Housing Strategy:

“Increase the housing stability of existing residents and **protect them from involuntary displacement caused by gentrification**, increases in housing costs and loss of housing choices.”

- Promised 2,000 units of affordable housing in the area.
- The City **failed** to implement these anti-displacement goals.

NUMBER OF BLACK HOUSEHOLDS BY TENURE

INTERSTATE CORRIDOR URA, 1950 - 2016



* 1950 and 1960 censuses mark race of householder as either white or non-white.

Source: University of Minnesota, NHGIS. Portland BPS.

Racial Equity in Planning

Current Era

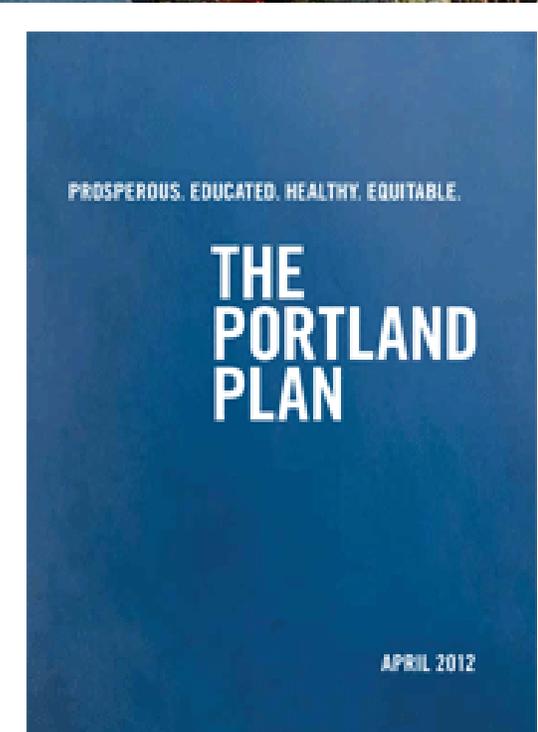
VisionPDX, 2008

Engaged community members, particularly underrepresented groups, in shared vision of Portland



The Portland Plan, 2012

“**Advancing equity** in Portland means improving the way the city works — starting with how the city government and its partners **make decisions, invest, and engage** with Portlanders and each other to measure success.”



Regional Analysis of Impediments to Fair Housing Choice, 2011

- City of Portland, City of Gresham, and Multnomah County
- Fair housing complaints, demographics, mortgage data, zoning, and land use policies
- **Findings:**
 - Single-family zoning contributes to overwhelmingly high white student body at Alameda Elementary and Grant High School
 - Low-income residents and communities of color concentrated in low opportunity areas

City's Response: New practices and investments

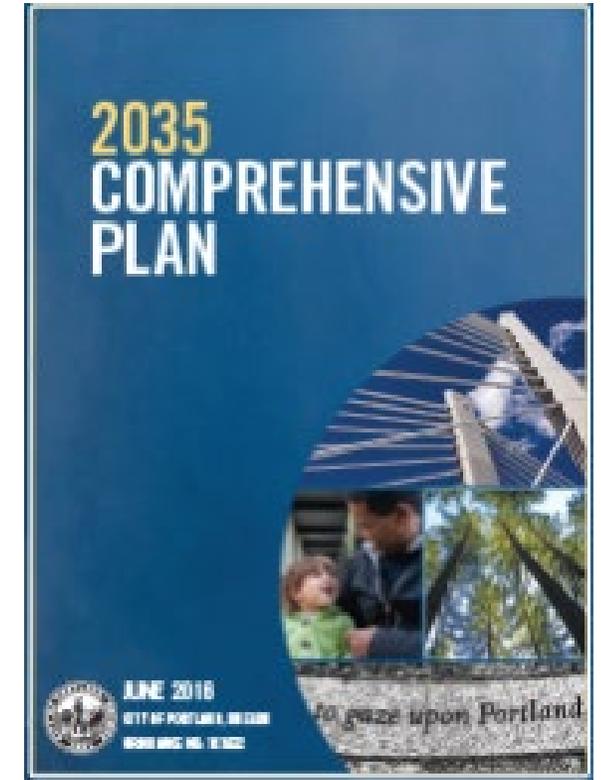
- Fair Housing Advocacy Committee - Portland Housing Bureau
- Annual State of Housing report - Portland Housing Bureau
- Preference policy for Northeast Portland - Portland Housing Bureau
- Opportunity mapping - Portland Housing Bureau
- Housing Bond - Portland Housing Bureau
- Landlord discrimination testing - Portland Housing Bureau
- Rental Services Commission, Rental Services Office - Portland Housing Bureau
- Tax Exemption Program changes - Portland Housing Bureau
- Inclusionary Housing - Bureau of Planning and Sustainability

Offices of Bureau of Planning and Sustainability and Bureau of Development Services - 2015



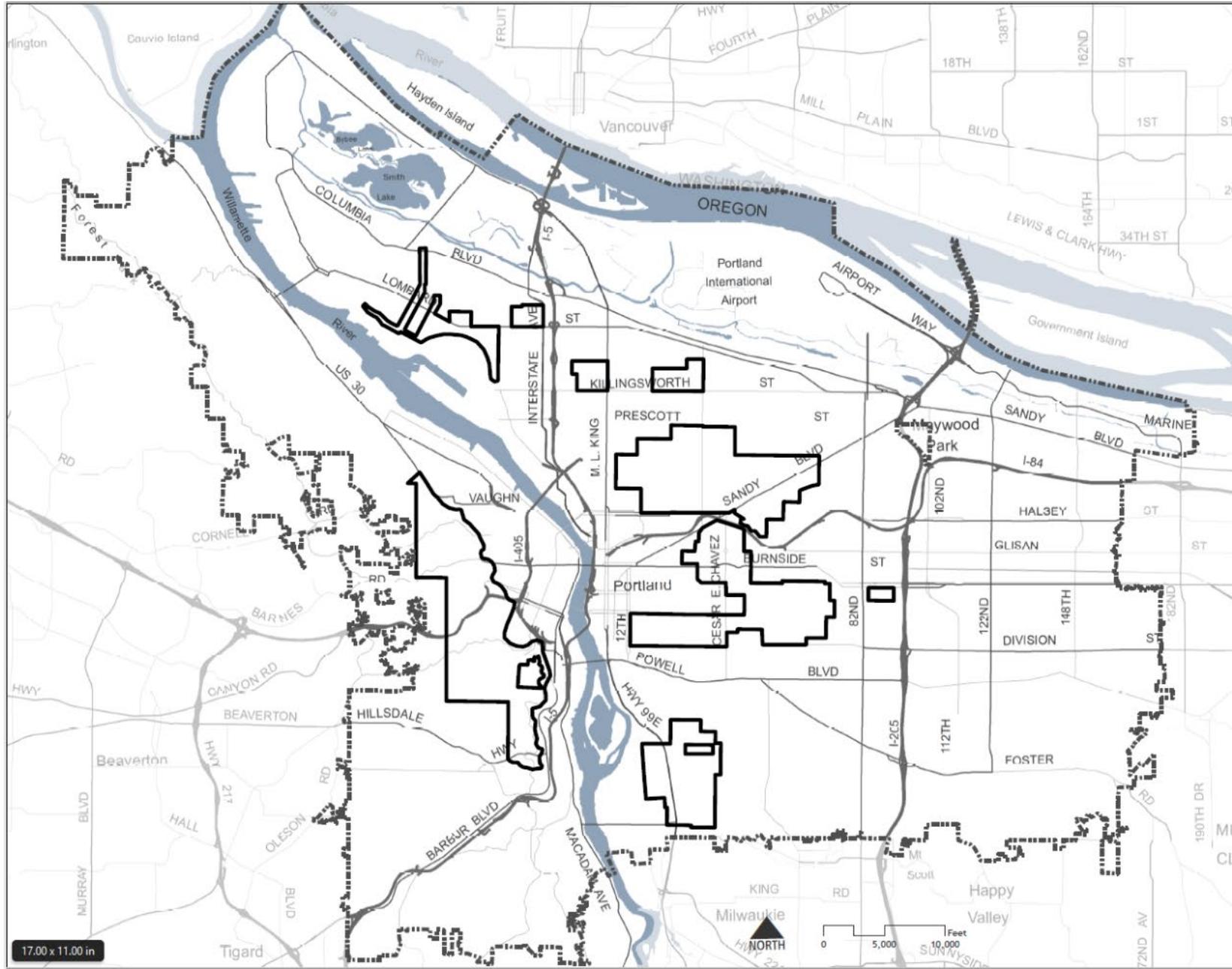
2035 Comprehensive Plan, 2016

- 5.10: Coordinate with fair housing programs
- 5.11: Remove barriers
- 5.12: Impact analysis
- 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.**
- 5.18: Rebuild communities



Current Land Use and Demographic Conditions

Racially Concentrated Areas of Affluence



July 17, 2019

City of Portland, Oregon
Bureau of Planning & Sustainability
Geographic Information System

1927 Zone I Single-dwelling Areas

Legend

-  1927 Zone I Areas
-  City Boundary

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.



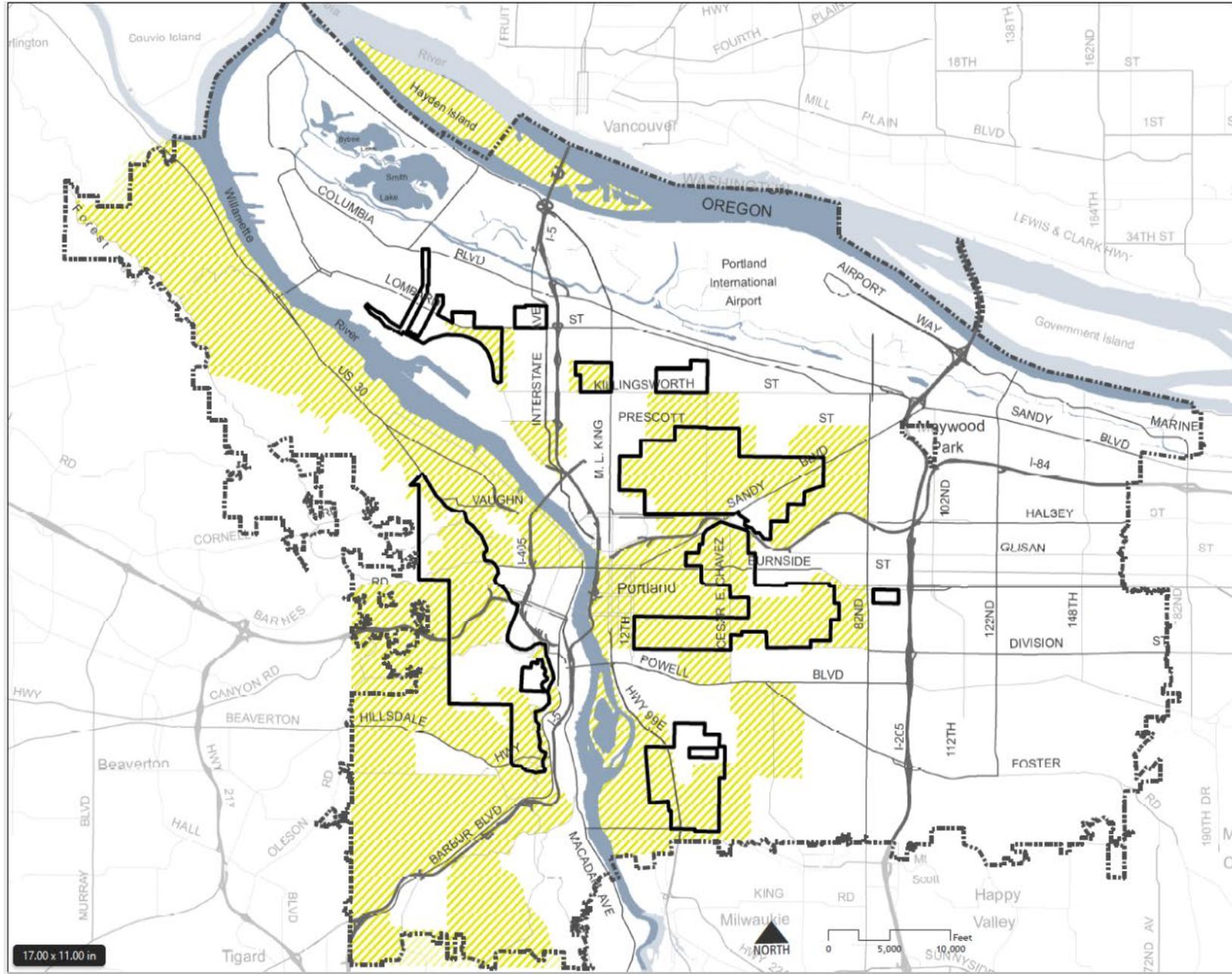
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City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

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Racially Concentrated Areas of Affluence



July 17, 2019
 City of Portland, Oregon
 Bureau of Planning & Sustainability
 Geographic Information System

Concentrated White Population Areas

Legend

-  1927 Zone I Areas
-  Percentage of White Population (Highest 2 Quintiles)
-  City Boundary

Source(s):
 American Community Survey (ACS) 5-year estimate, 2017

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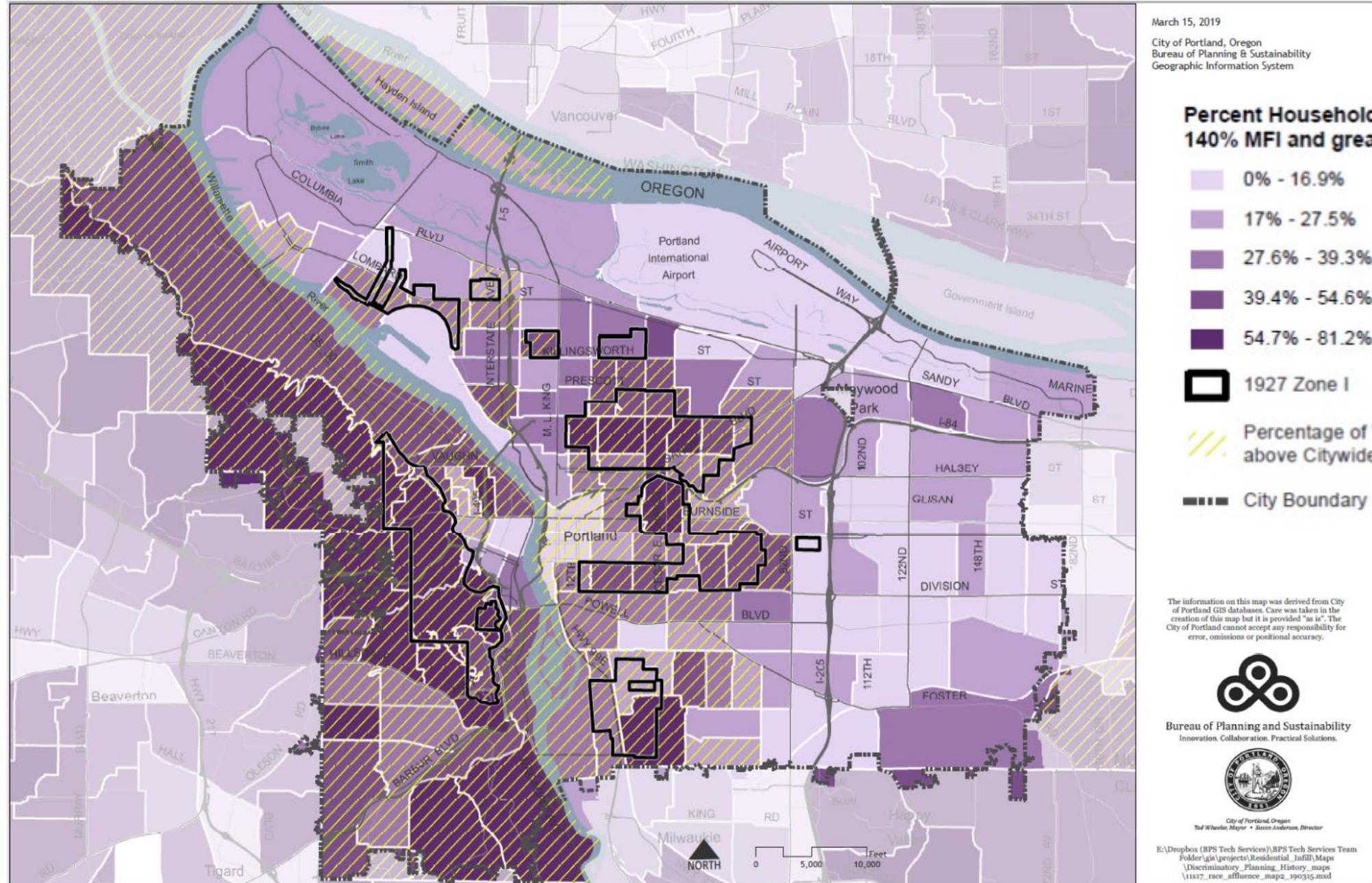
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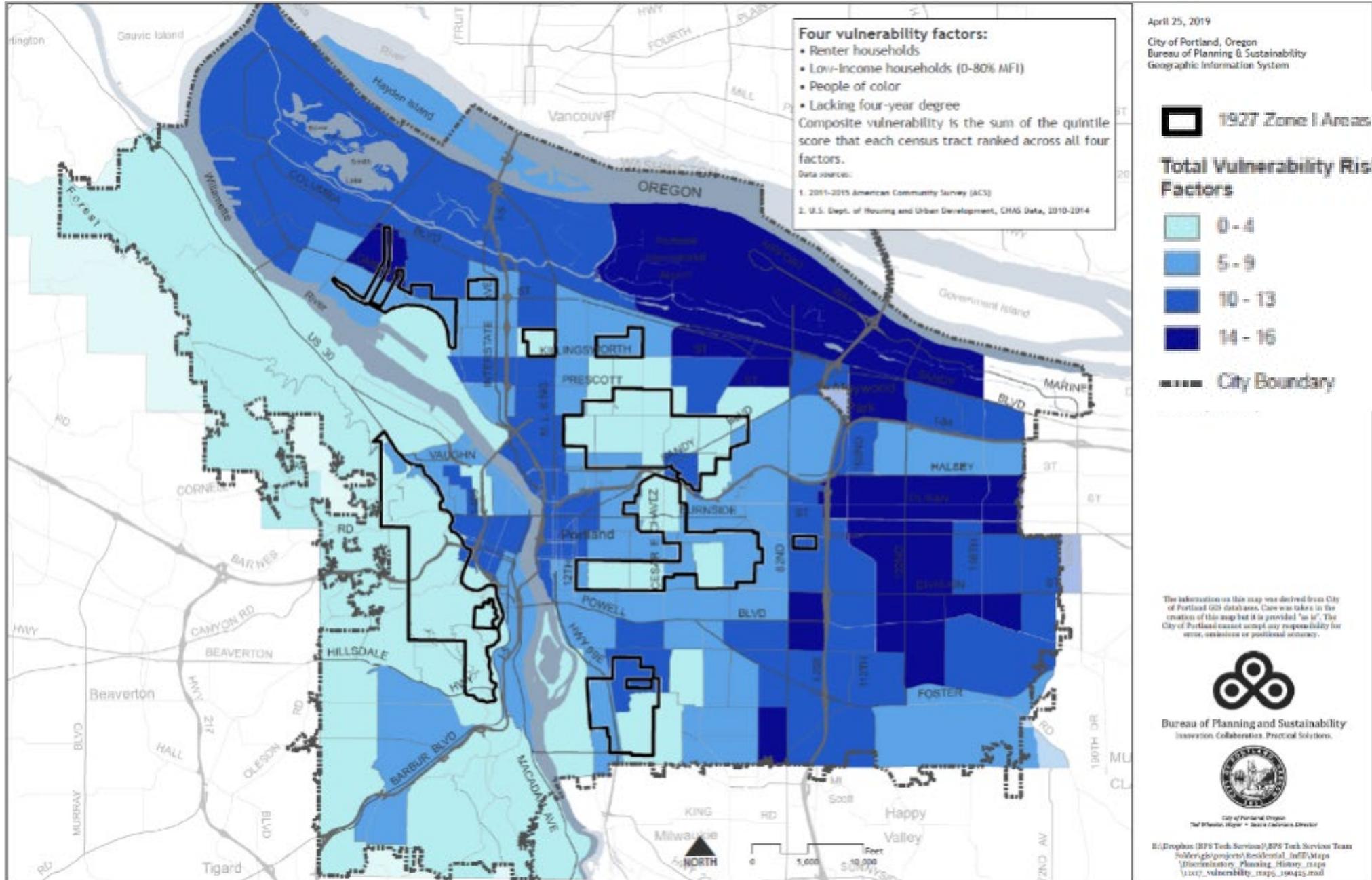
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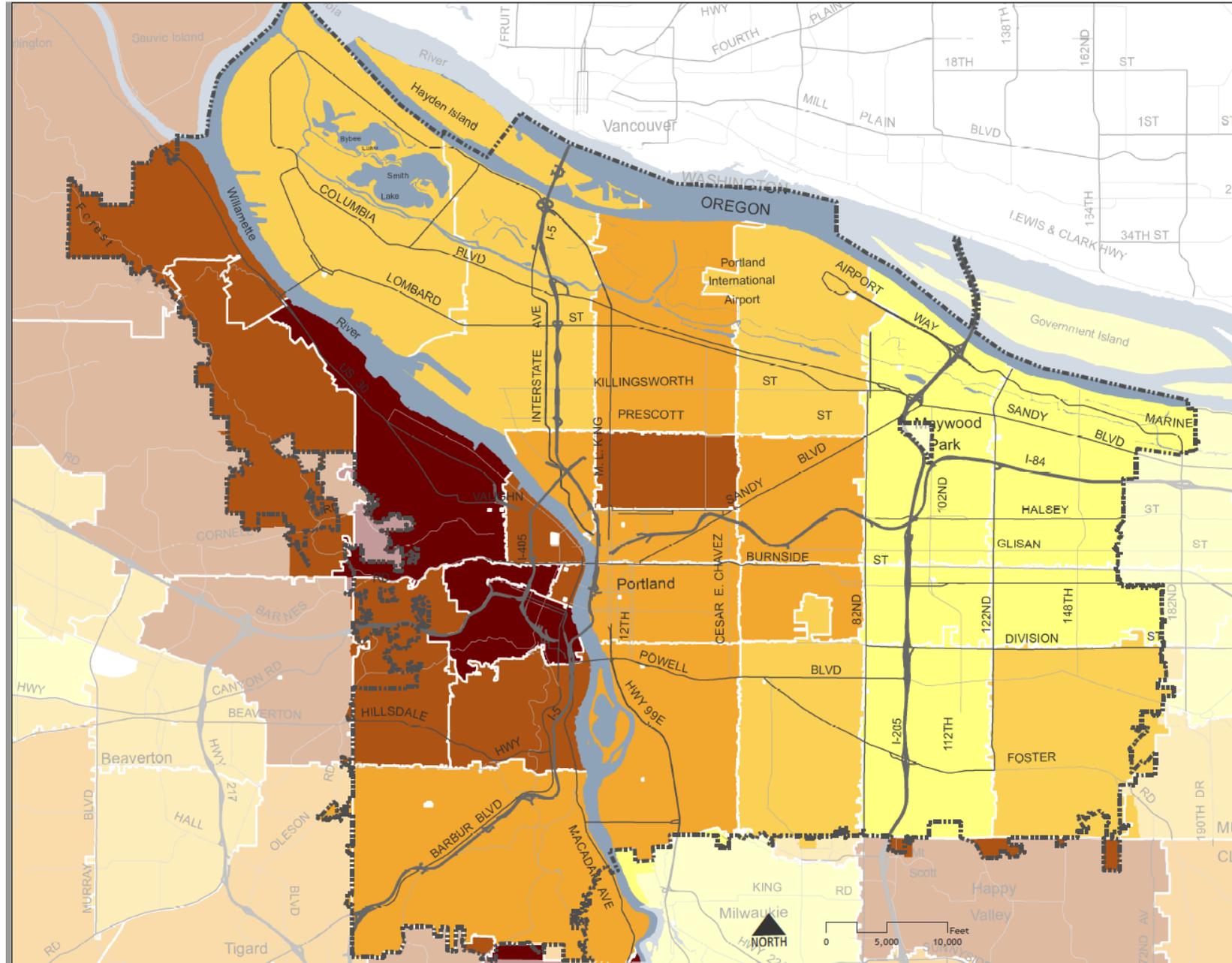
Racially Concentrated Areas of Affluence



Areas of Vulnerability



Average Mortgage Interest Deductions



July 30, 2019

City of Portland, Oregon
Bureau of Planning & Sustainability
Geographic Information System

Average Mortgage Interest Deduction (MID), per Claimant

Legend

Average MID, per claimant (2016)

- \$5,814.29 - \$7,265.38
- \$7,265.39 - \$8,314.78
- \$8,314.79 - \$9,810.39
- \$9,810.40 - \$11,473.81
- \$11,473.82 - \$14,004.88
- City Boundary

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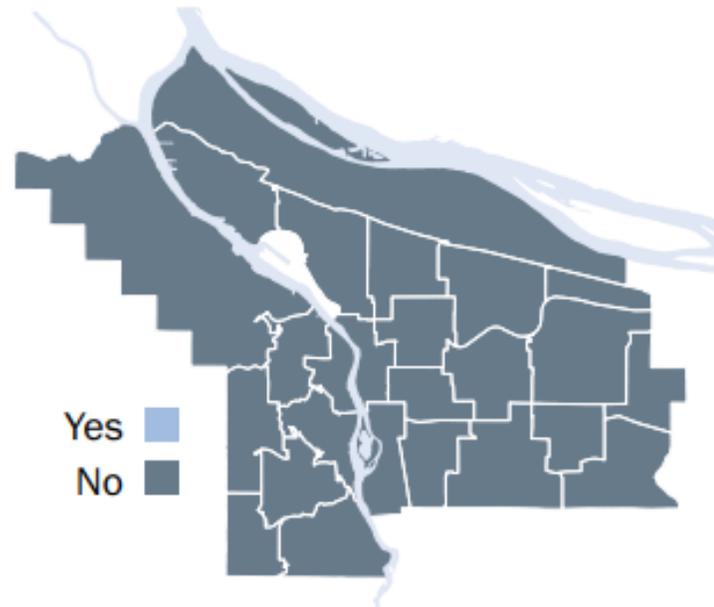
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City of Portland, Oregon

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Average Black Household



On average, a **Black** Portland household could afford to purchase a home without becoming cost burdened and spending more than 30% of their monthly income on housing, not including taxes, insurance, or utilities, as indicated below.

AVERAGE HOUSEHOLD PROFILE

Portlanders	-
Households	-
Household Composition	
Households with Children	
Median Income	\$26,675
Maximum Monthly Housing Cost Considered Affordable	\$667
Homeowners	-
Median Income for Homeowners	-
Renters	-
Median Income for Renters	-
Poverty Rate	-

“Hold the City, County, and Metro accountable for the HUD mandate to Affirmatively Further Fair Housing by **ending racial segregation** from opportunity, providing **community development** and **investment without displacement.**”



The People's Plan, PAALF, 2017

Significance

- Current **zoning patterns uphold and reinforce** past harmful practices of **exclusion and speculation**
- **Exclusion in some areas** contributes to **displacement in other areas**
 - Inequitable benefits for privileged white homeowners
 - The Black community and other people of color have been repeatedly excluded, displaced and otherwise harmed

This is unacceptable. **We are obligated and authorized to do better.**

Questions

1. What is coming up for you after hearing this history?
2. How might lessons from this history be applied to how our city develops today?

Resources

Videos:

- Segregated by Design: www.segregatedbydesign.com
- Invisible Walls Shutting You Out? www.sightline.org/upzoning

Books:

- The Color of Law by Richard Rothstein
- Zoned Out! by Tom Angotti and Sylvia Morse
- Capital City by Samuel Stein

