

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



Introductions

- 1. Why we choose to live in our neighborhoods originally**
- 2. What we love about our neighborhoods**

Shared values

Why we choose to live in our neighborhoods originally



Shared values

What we love about our neighborhoods



Institutional / Explicit

Policies which explicitly discriminate against a group.

Example:

Police department refusing to hire people of color.

Institutional / Implicit

Policies that negatively impact one group unintentionally.

Example:

Police department focusing on street-level drug arrests.

Individual / Explicit

Prejudice in action – discrimination.

Example:

Police officer calling someone an ethnic slur while arresting them.

Individual / Implicit

Unconscious attitudes and beliefs.

Example:

Police officer calling for back-up more often when stopping a person of color.

**So, how did
we get here?**

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

1917
Buchanan
v. Warley,

- Some U.S. cities created separate areas for black and white households
- This practice was overturned by the Supreme Court in Buchanan vs. Warley
- Still, cities ways to continue to segregate through zoning.



Early Zoning - 1900 to 1930

Racially Restrictive Covenants

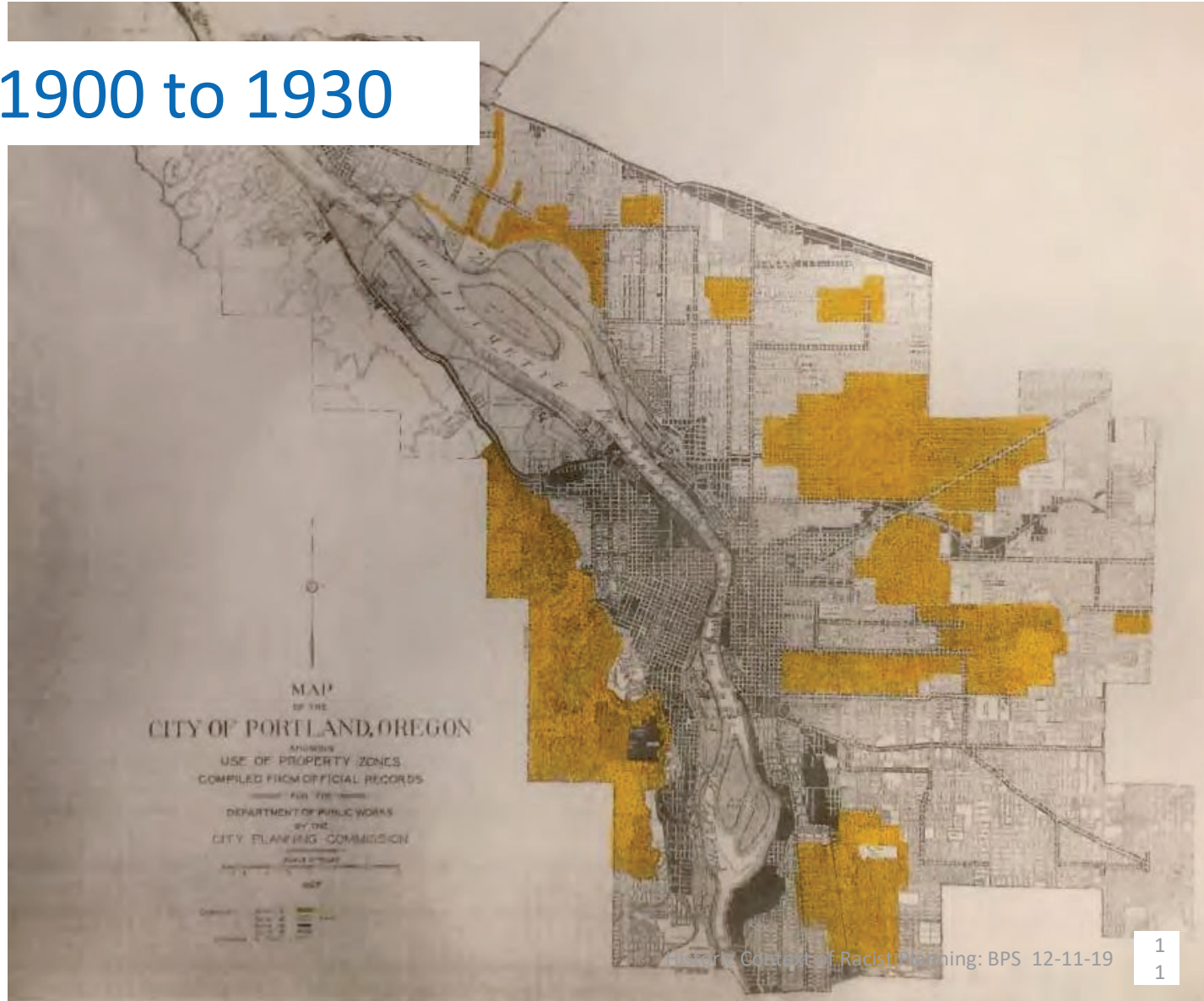
Racist covenant on property in Laurelhurst, 1913

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

Early Zoning - 1900 to 1930

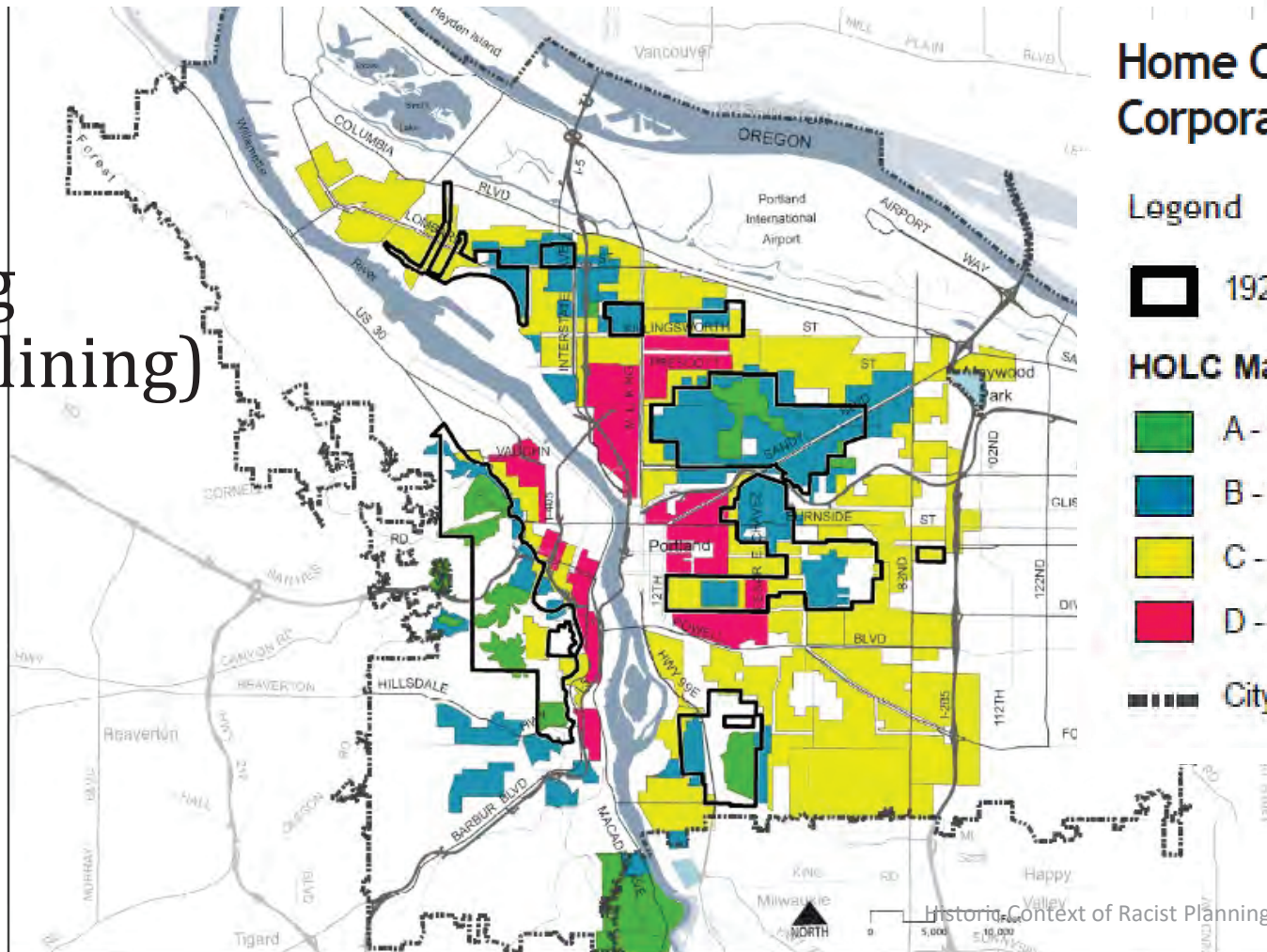
1924 Portland's First Zoning Code

■ Zone I - Single Family




Single-family Zoning 1930s to 1980s

1937
Redlining
(& Greenlining)



Home Owners' Loan Corporation Redlining

Legend

-  1927 Zone I Areas
- HOLC Map Grades**
-  A - "Best"
-  B - "Still Desirable"
-  C - "Definitely Declining"
-  D - "Hazardous"
-  City Boundary

Albina Redlined

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.

Kings Heights Greenlined

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 \$20,000.

Single-family Zoning 1930s to 1980s

1943
Portland Improvement
Plan

1959 Portland Zoning
Code

- Single-family expanded.
- Duplexes & apartments **reduced**.



Robert Moses

Federal and State changes - 1950 to 1980

Prohibiting housing discrimination

1958 Oregon Fair Housing Act

1968 U.S. Fair Housing Act

New models of community development

1966 U.S. Model Cities Program (Used in Albina)

Oregon land use system

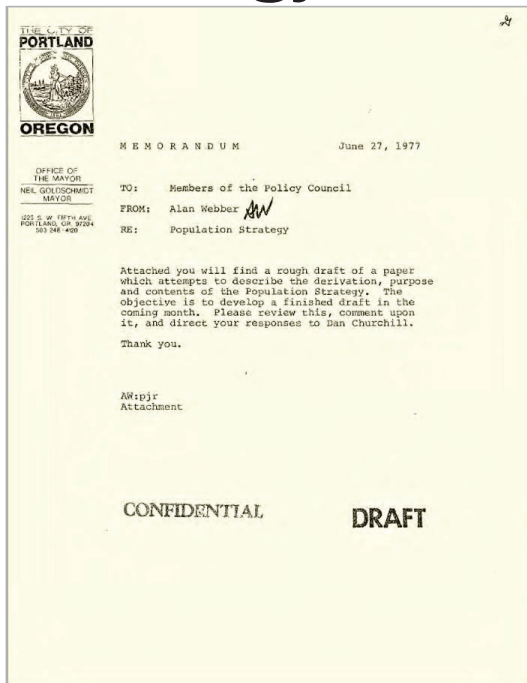
1973 Oregon SB100

Addressing impacts of redlining

1977 U.S. Community Reinvestment Act

Contemporary Planning - 1980 to 2000s

1977 Population Strategy



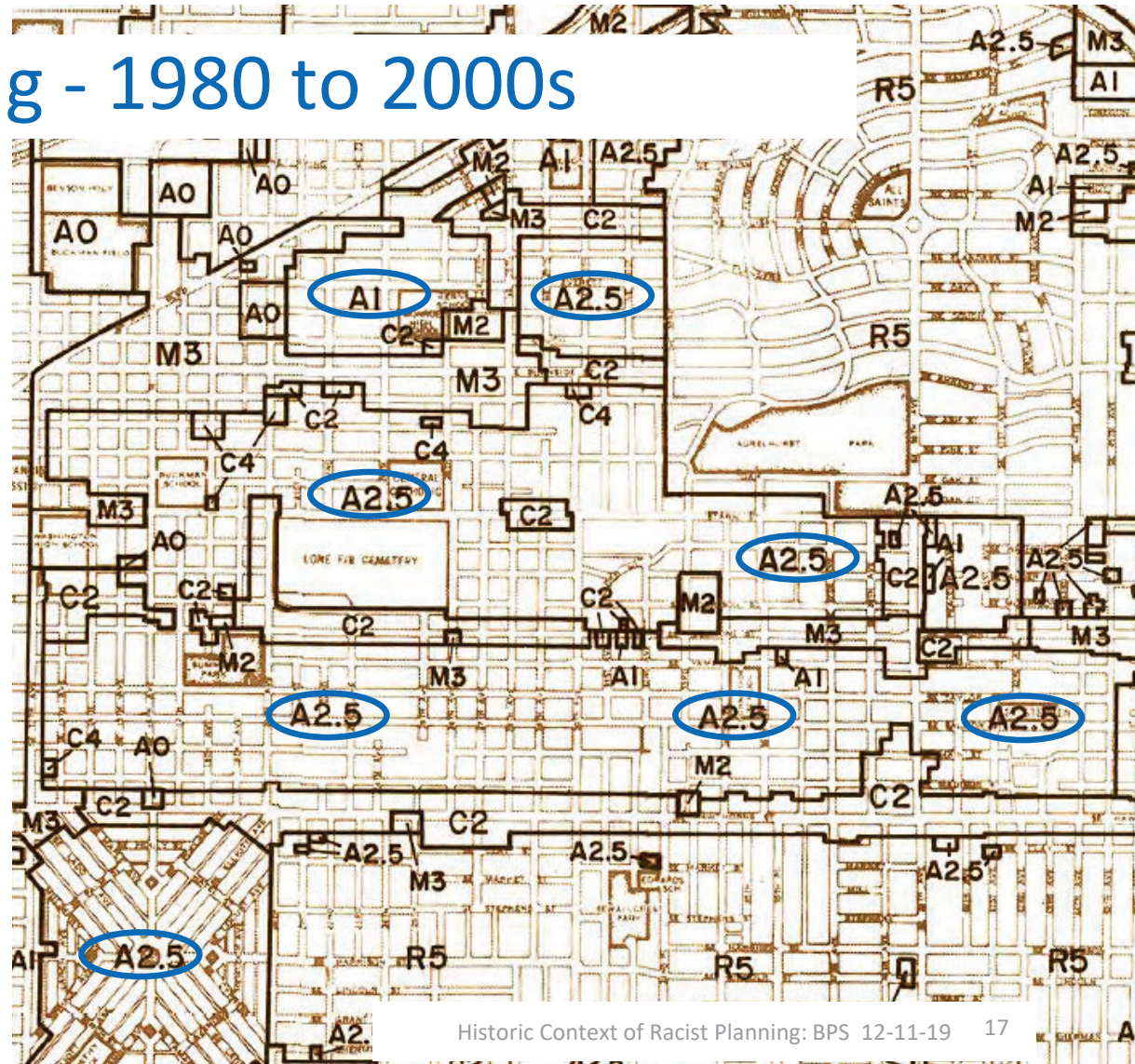
“Increasingly the city is becoming a community of extremes, populated by the young and the old, the lower income and unemployed, minorities and renters.”

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

Contemporary Planning - 1980 to 2000s

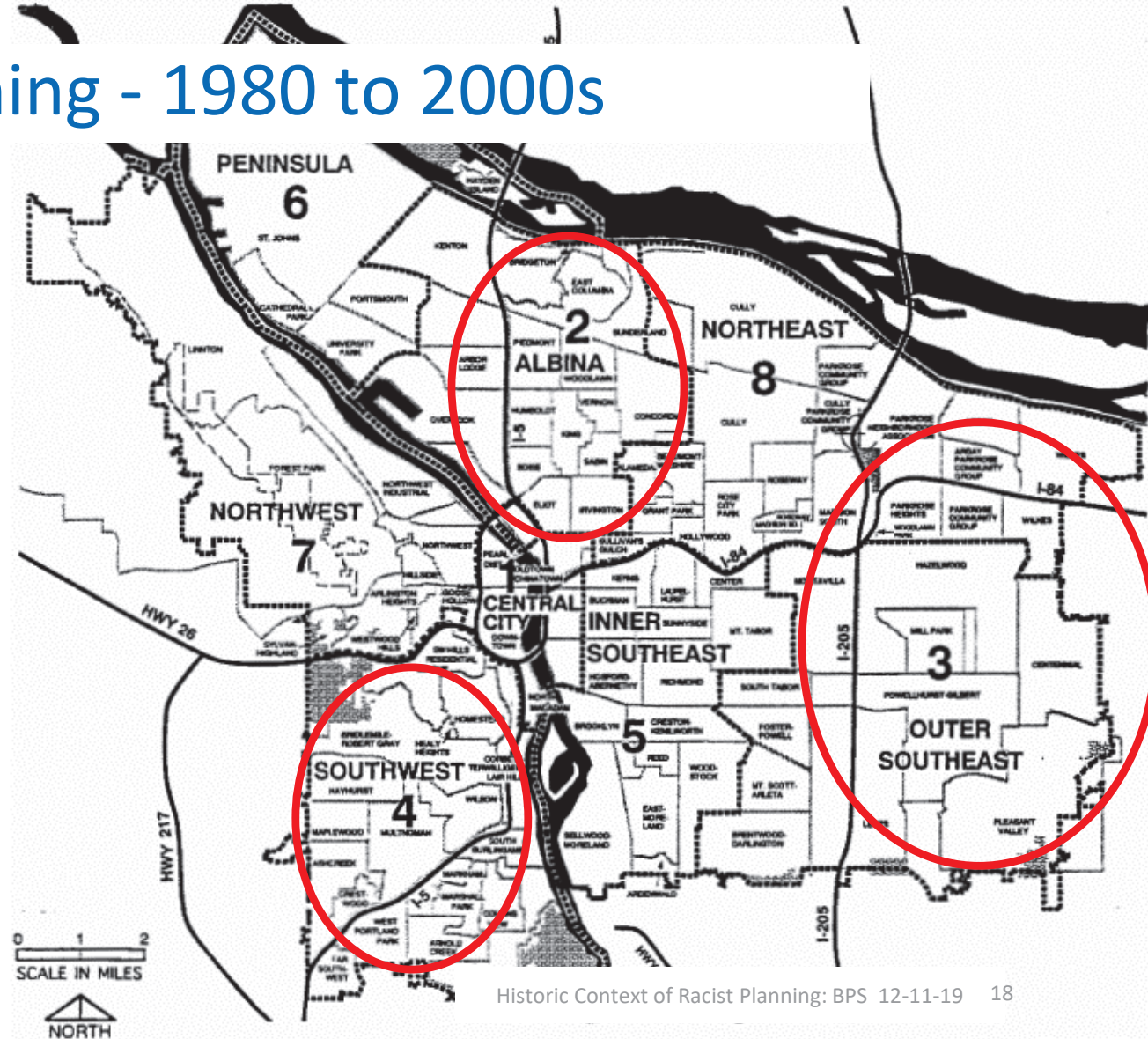
1980
Comprehensive
Plan

Inner SE Portland,
pre 1980 Comp Plan

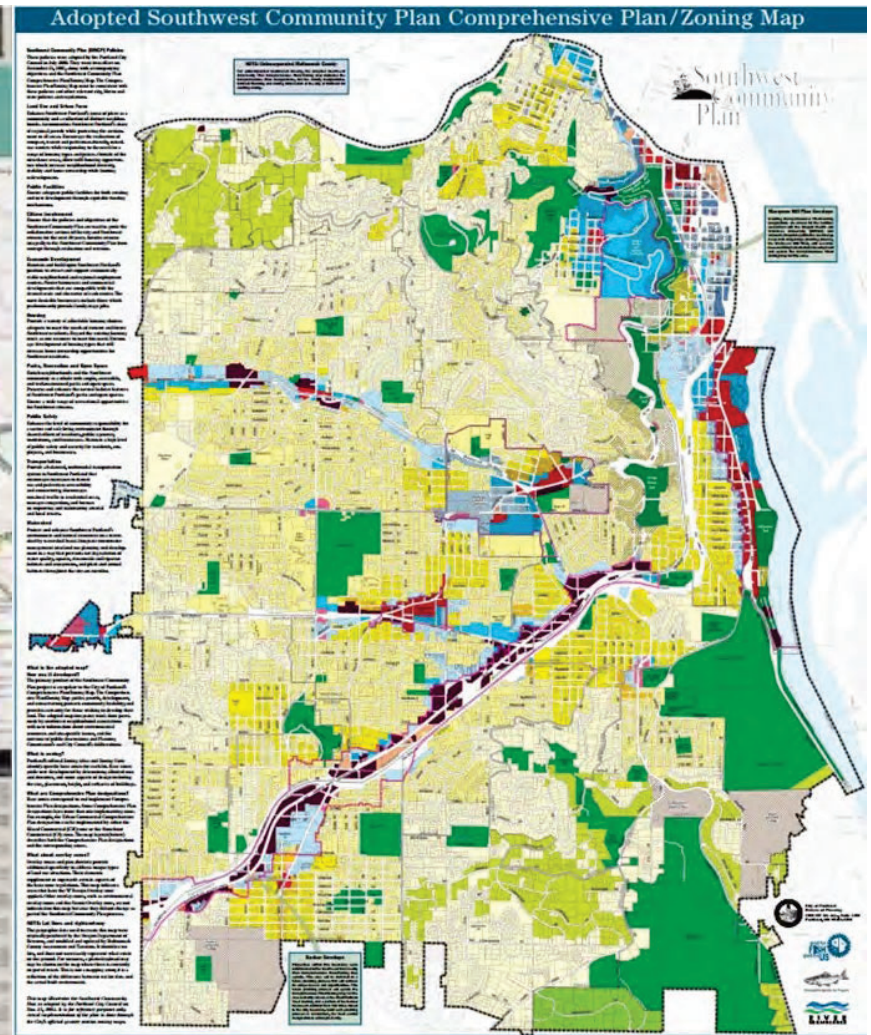
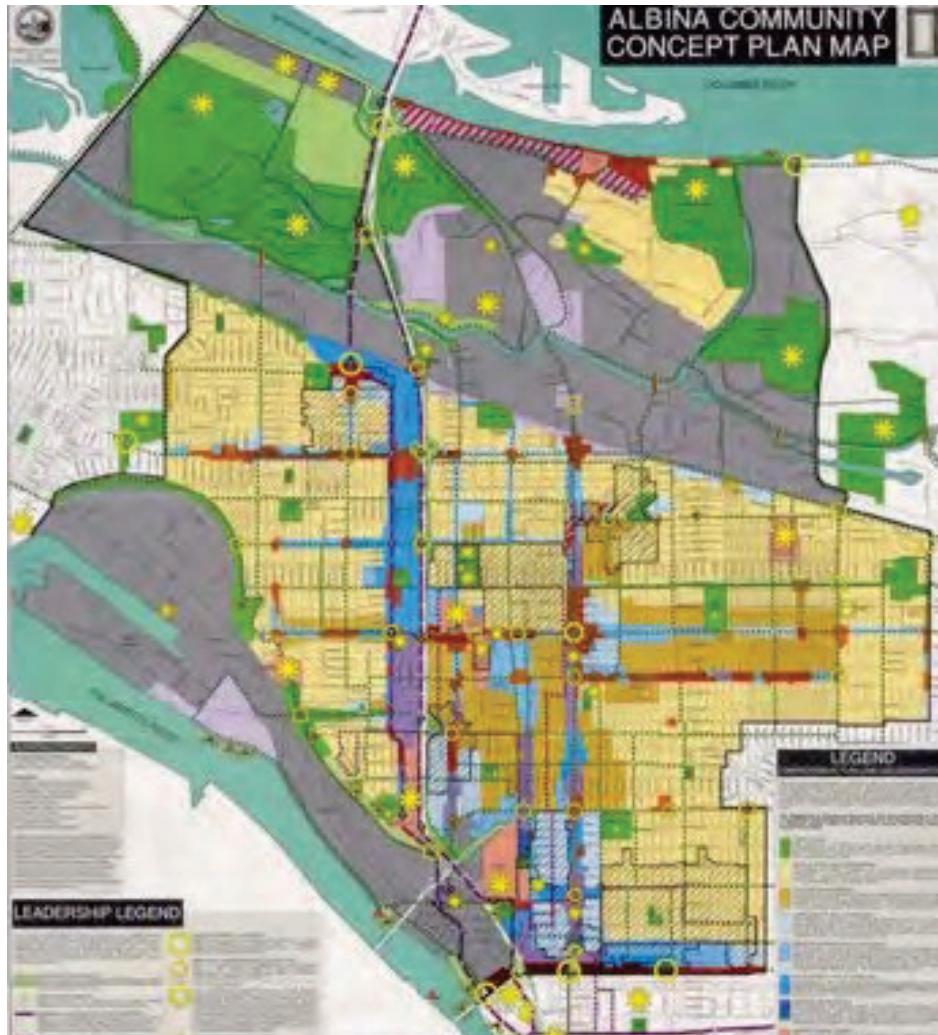


Contemporary Planning - 1980 to 2000s

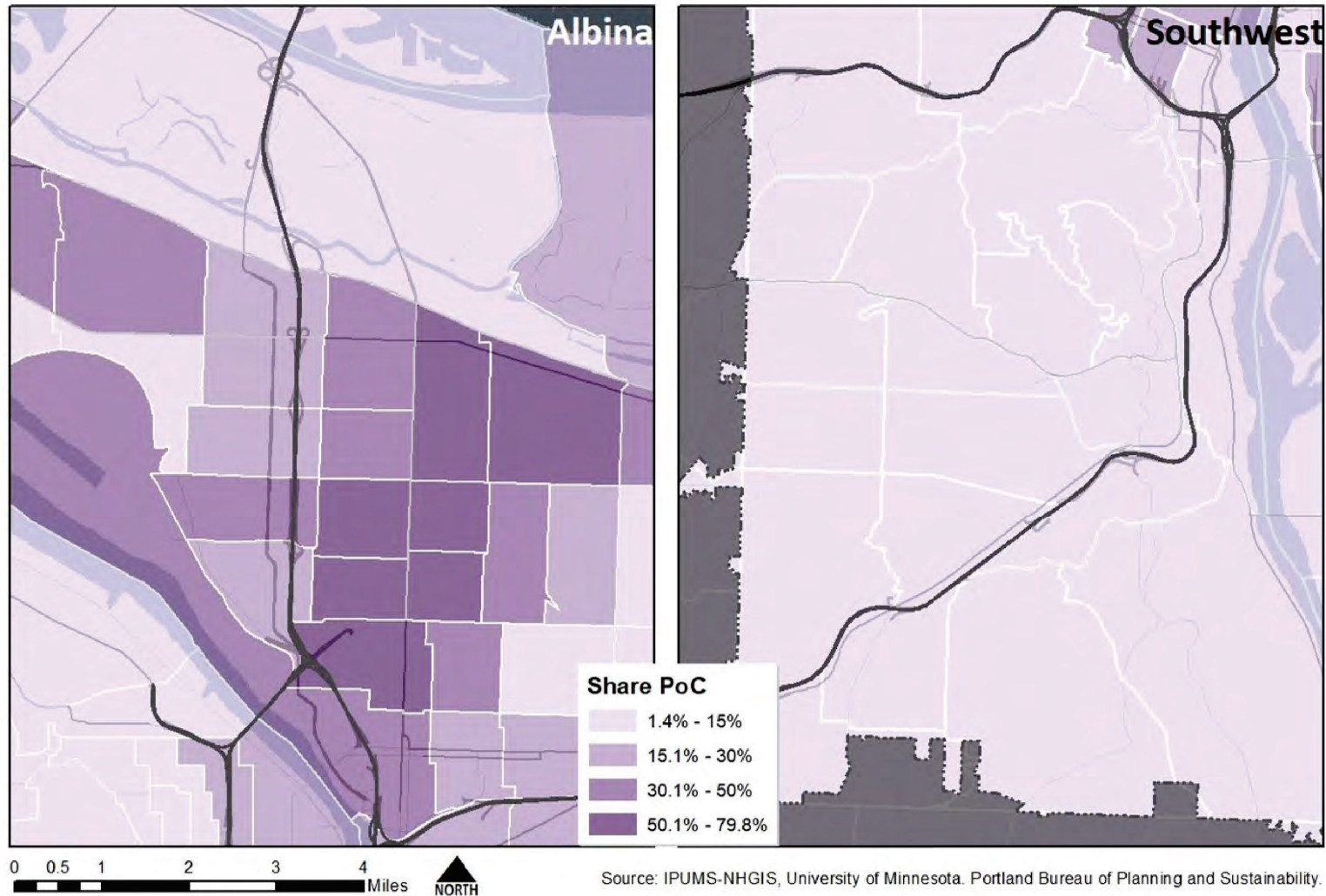
1980s Community Planning Program



Disparate Treatment: Albina vs. Southwest



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






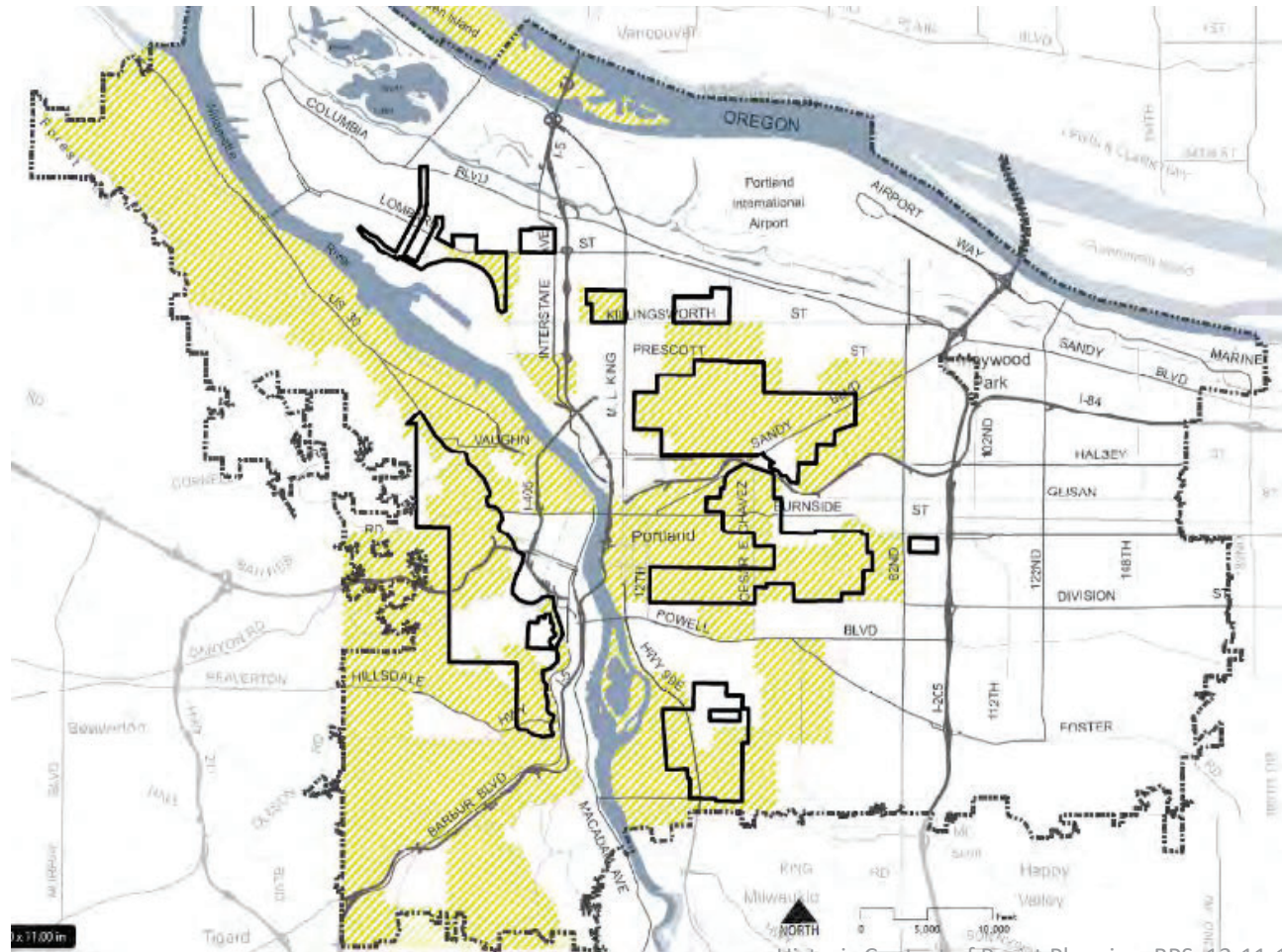
**Where is
here?**

Persistent patterns of inequity

Racially Concentrated Areas of Affluence

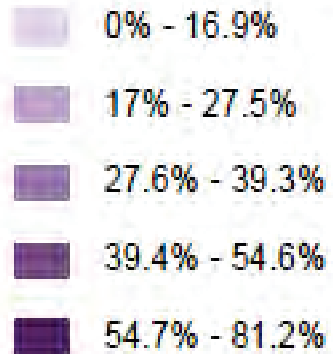
Legend

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



Persistent patterns of inequity

Percent Household living at 140% MFI and greater (2015)

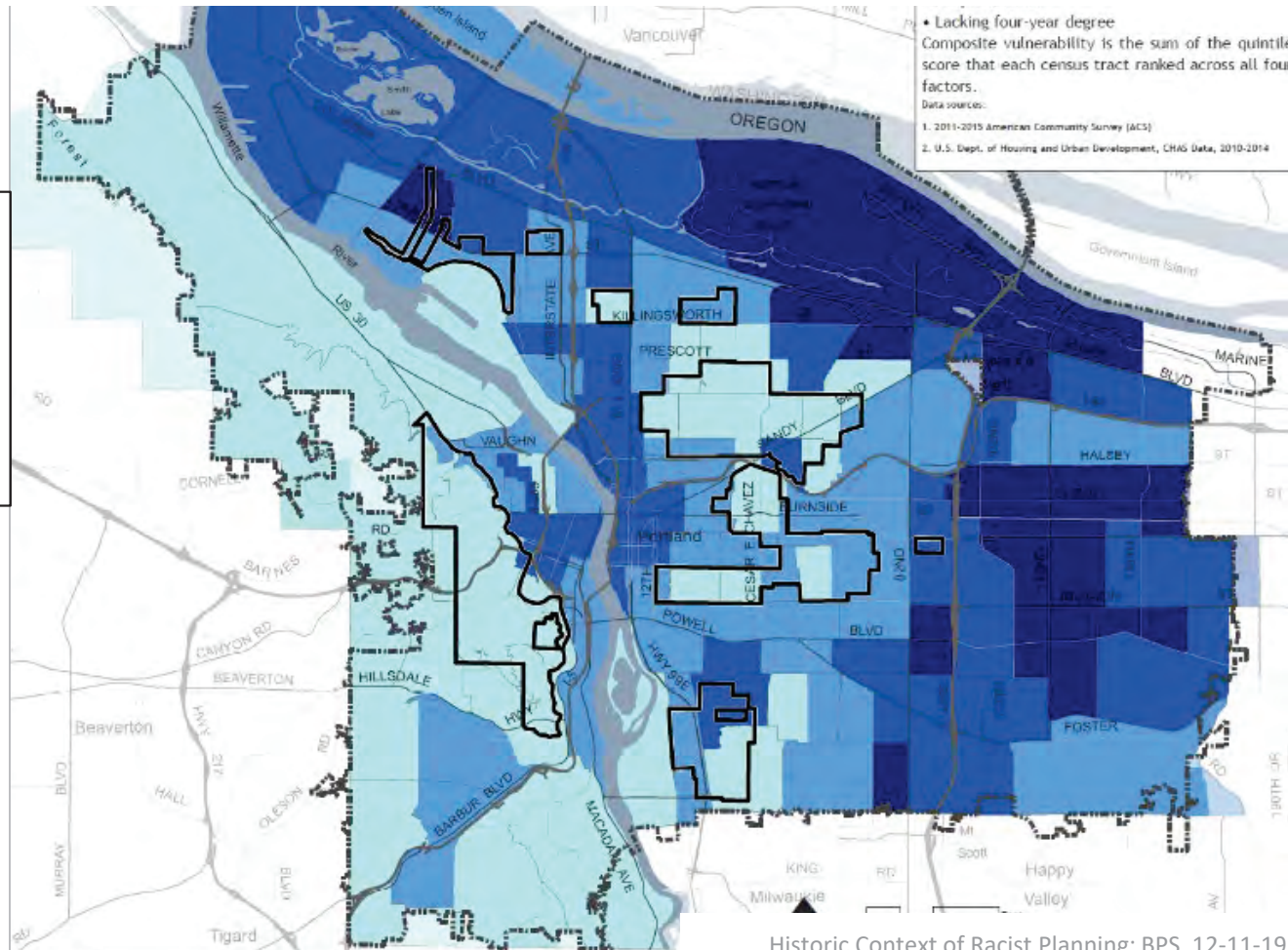
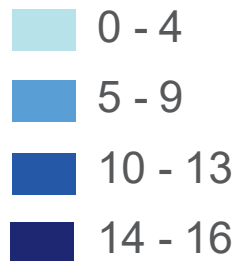


Persistent patterns of inequity

Households Vulnerable to Housing Insecurity

- Renter households
- Low-income households (0-80% MFI)
- People of color
- Lacking four-year degree

Housing Insecurity Risk Score



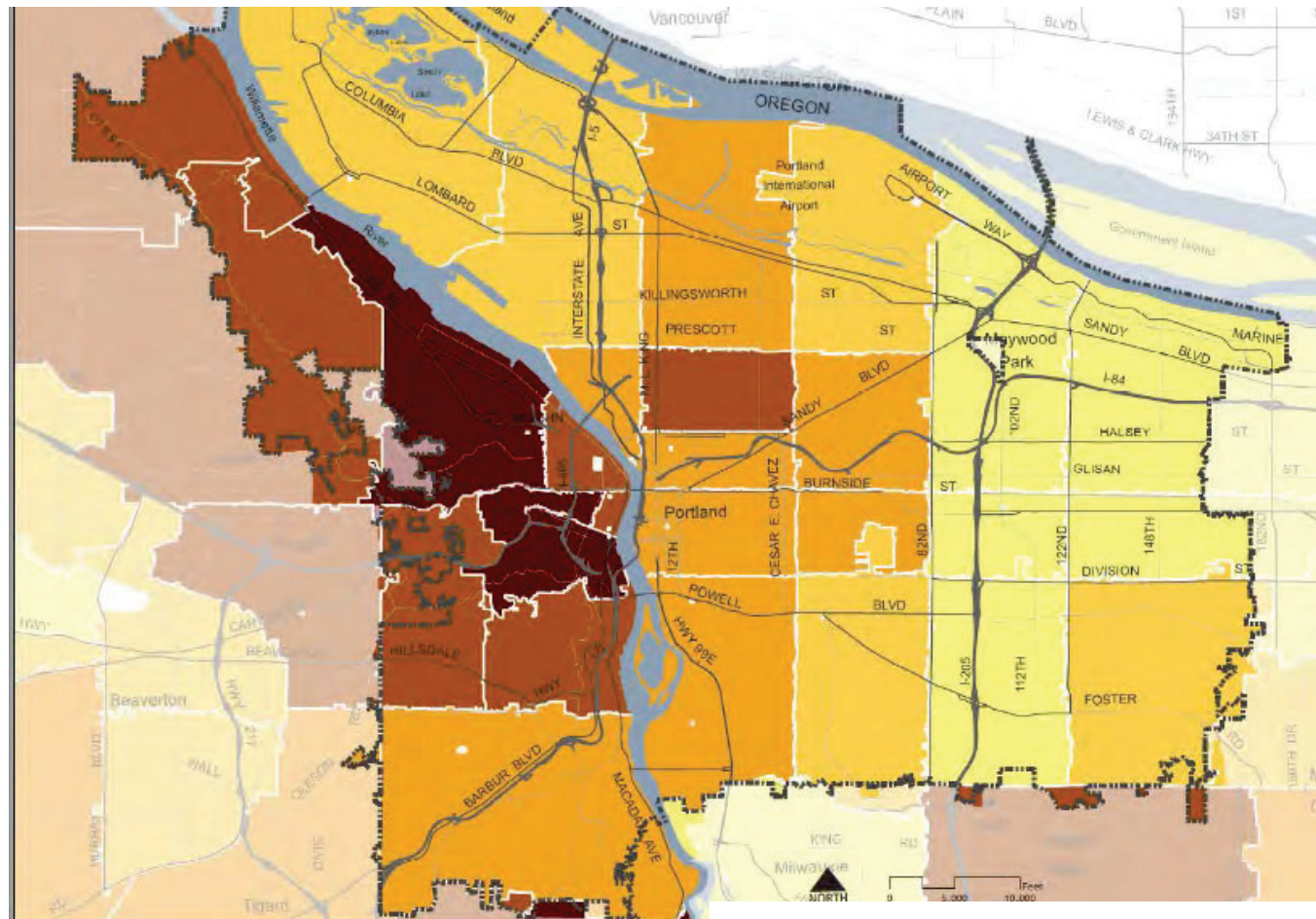
Persistent patterns of inequity

Average Mortgage Interest Deduction (MID), per Claimant

Legend

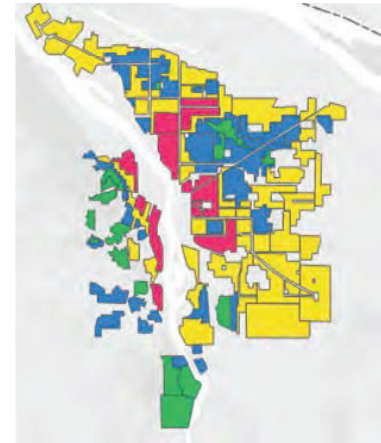
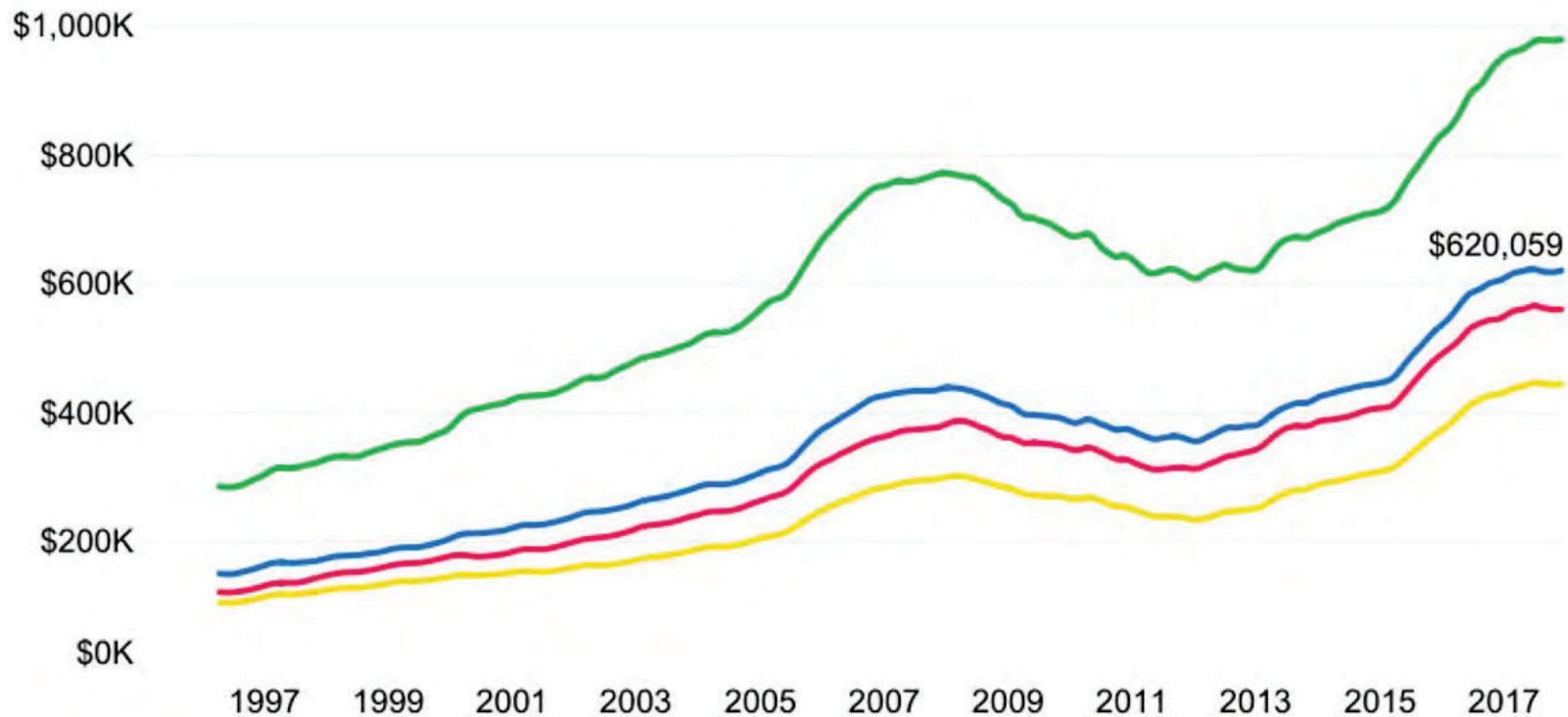
Average MID, per claimant (2016)

- \$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



Persistent patterns of inequity

Change in Home Value for 1937 Neighborhood Rating



Source: Zillow median home values and data from Mapping Inequality (<https://ds>)

**Intentional
Outcomes?**

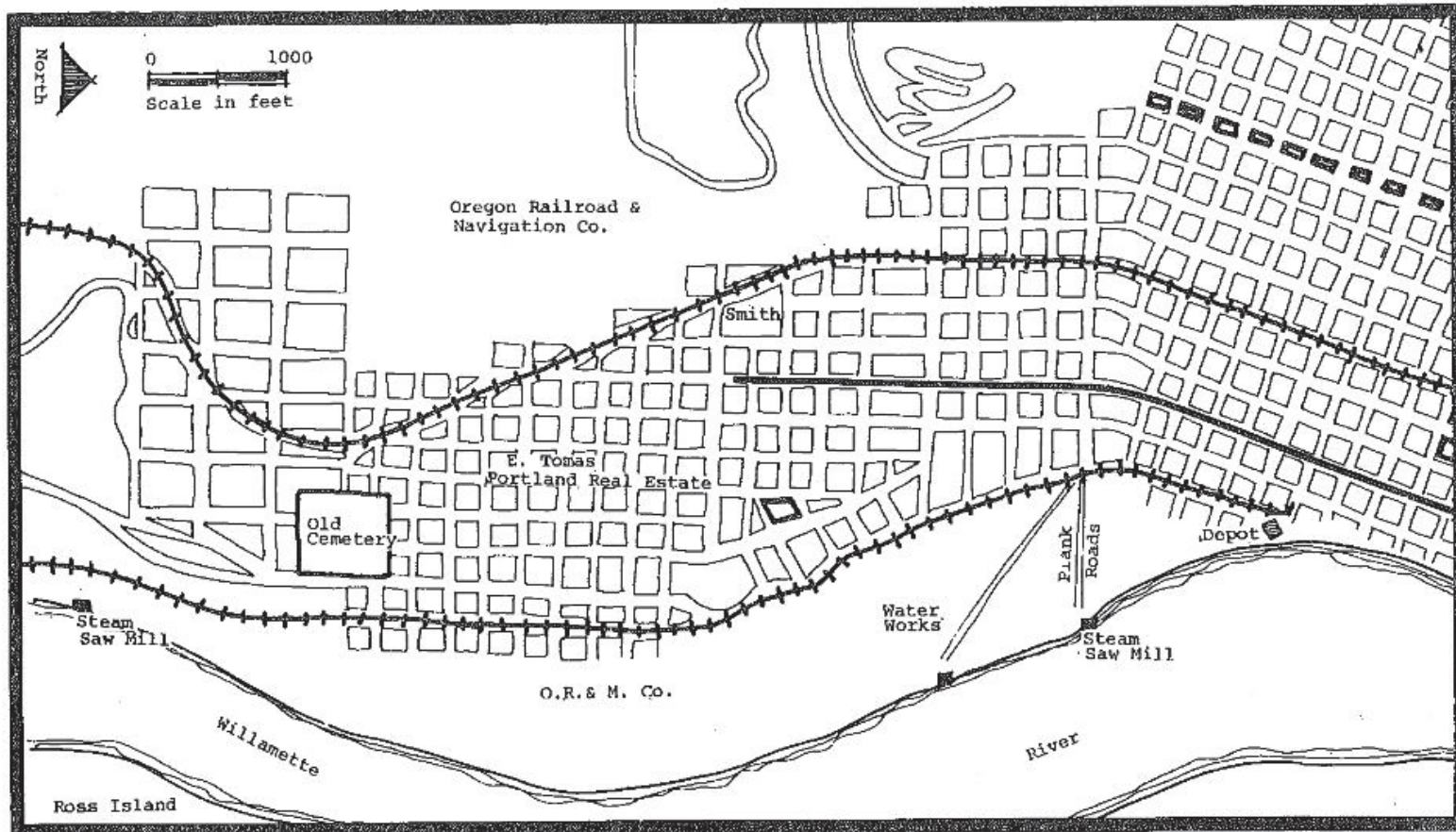


Figure 4; South Portland ca. 1886.

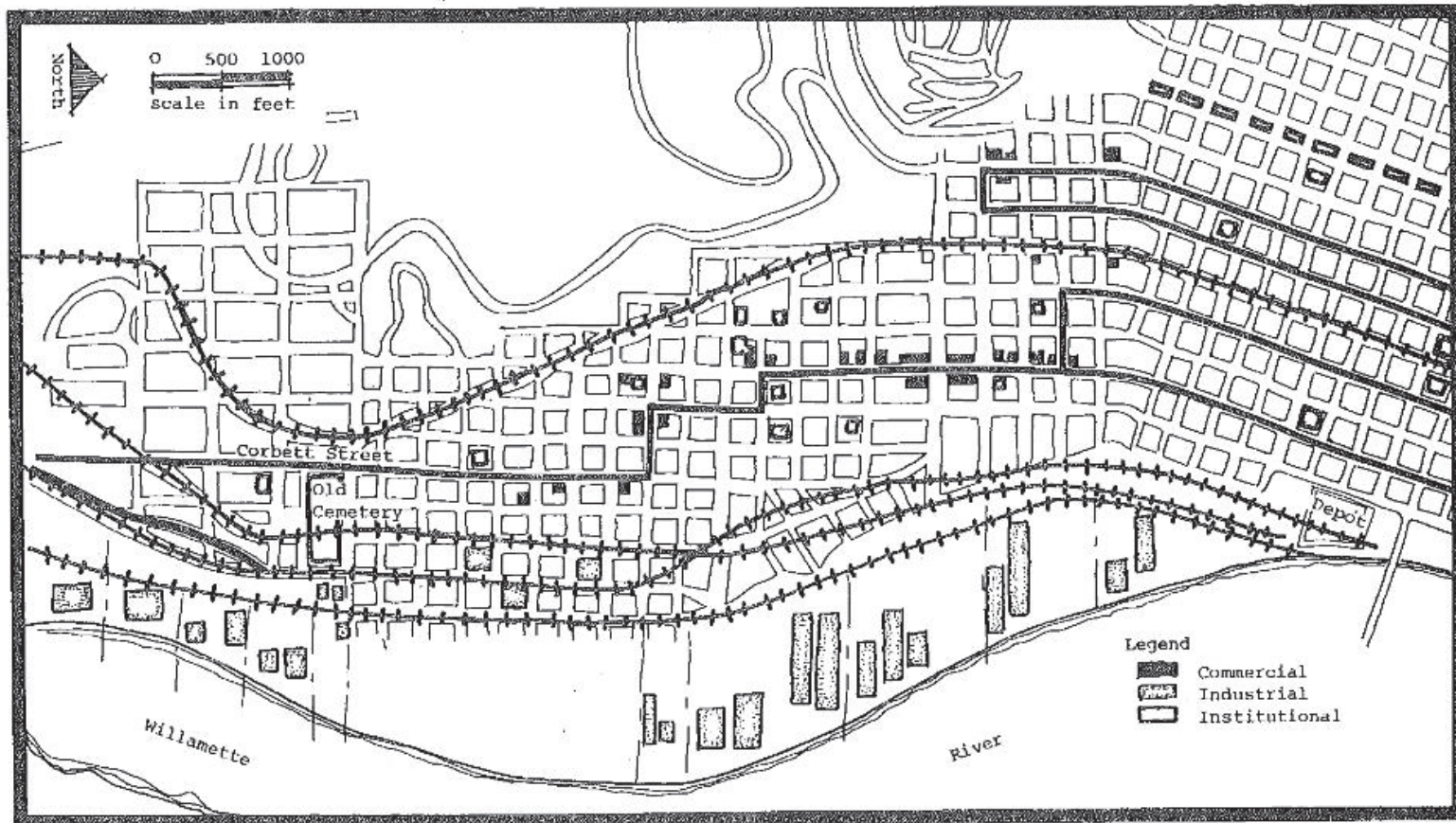


Figure 5; South Portland Land Use, ca. 1910-1923.

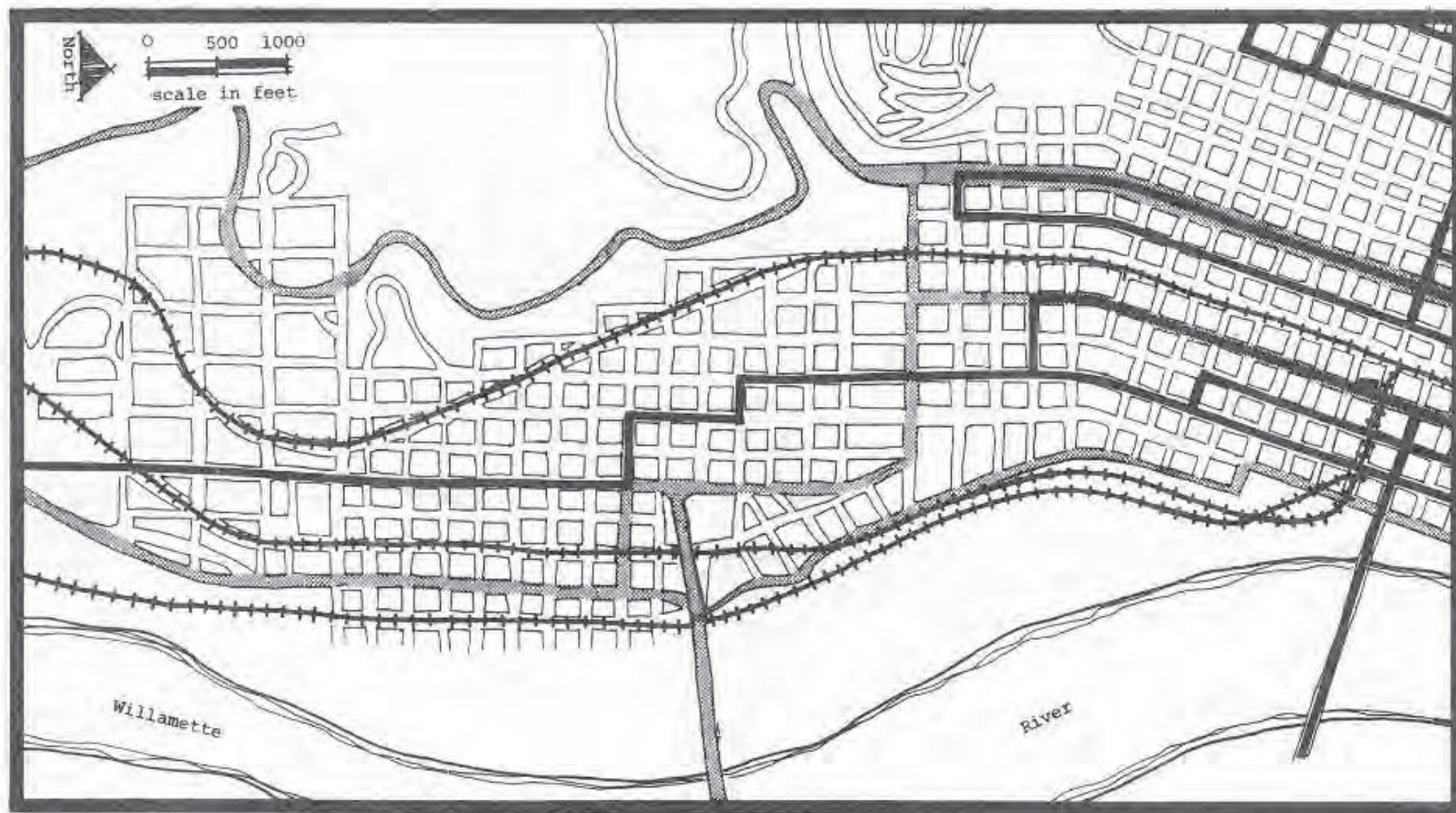


Figure 6; South Portland, ca. 1927.

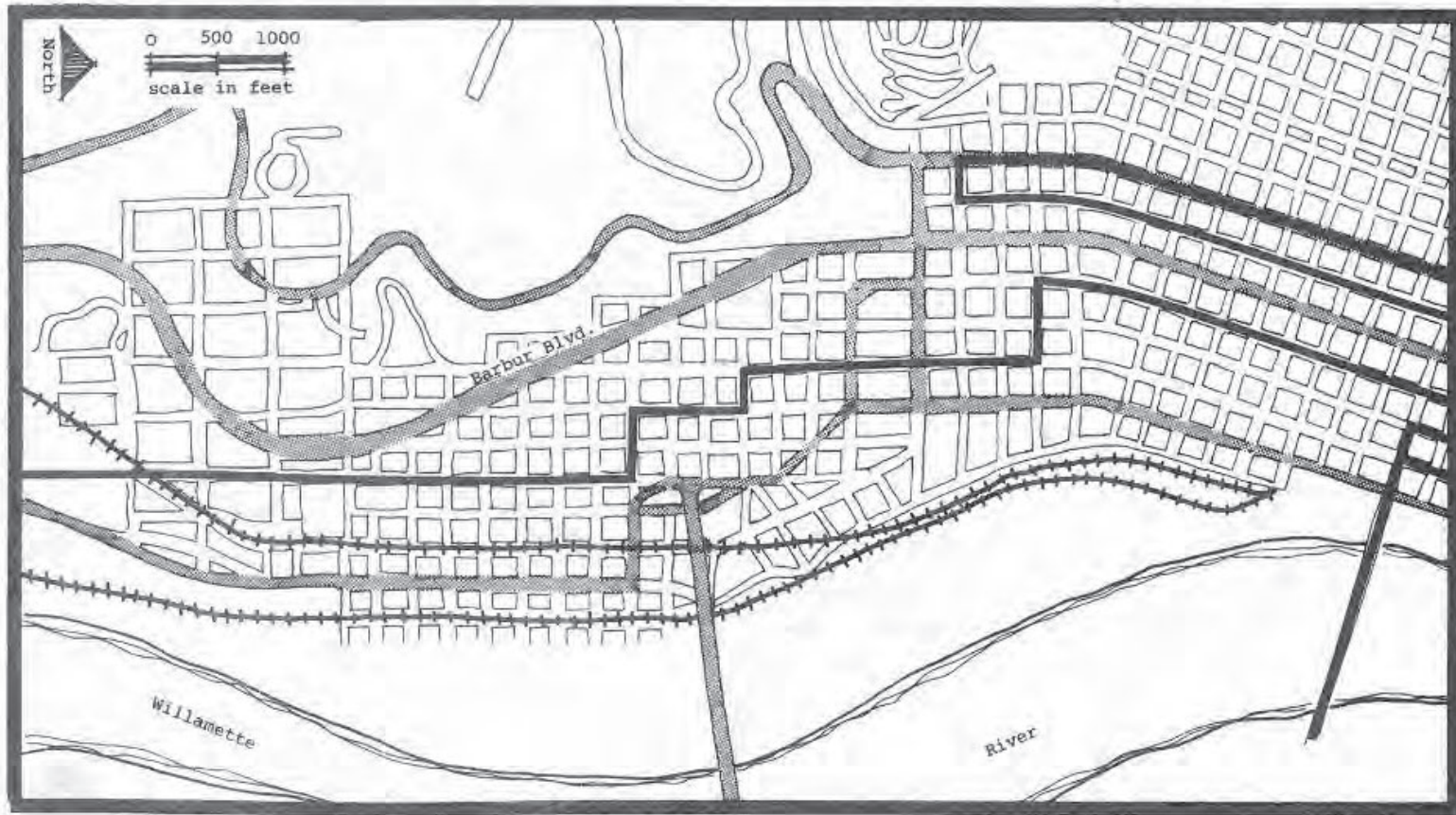


Figure 7; South Portland, ca. 1935

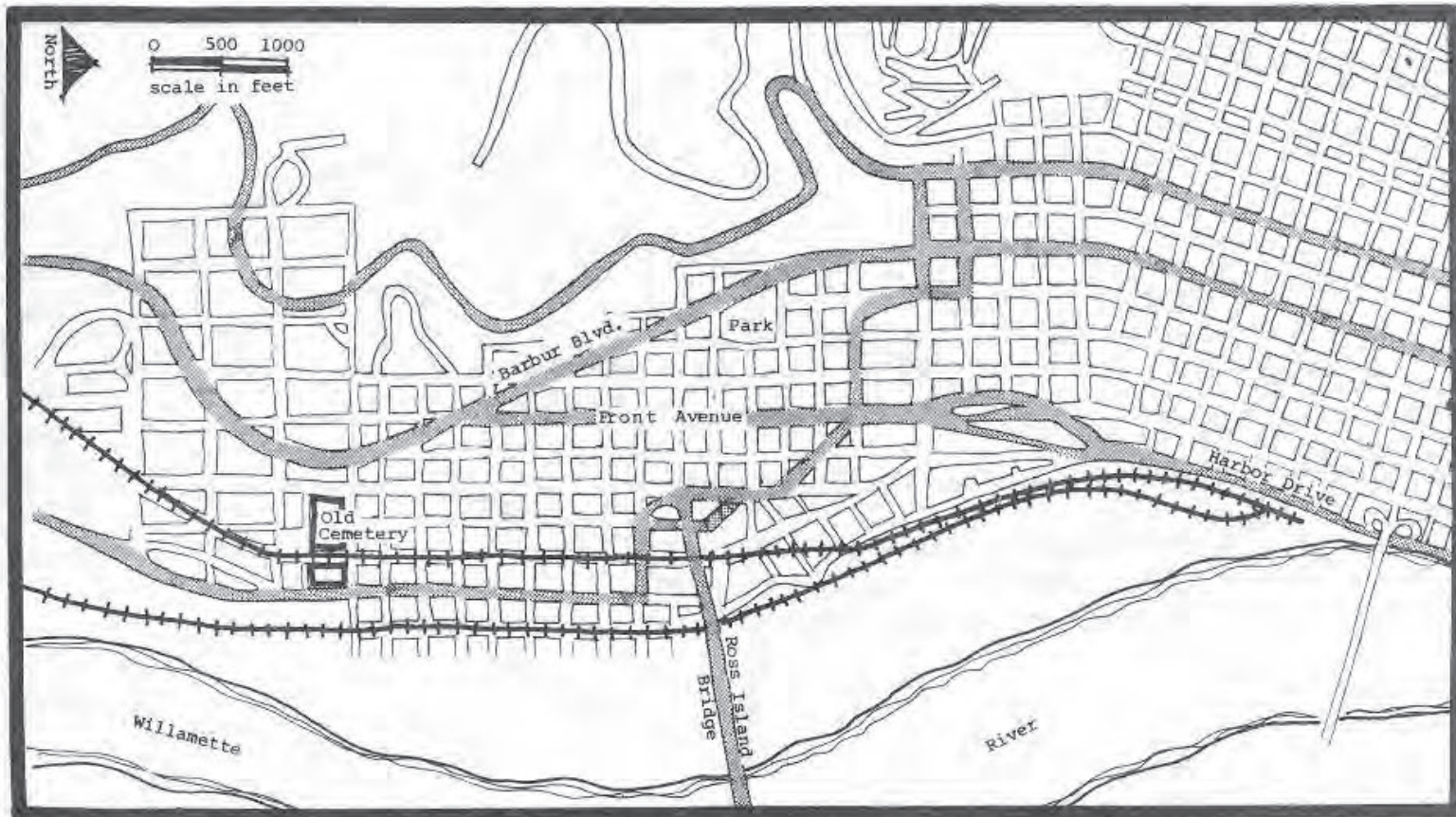


Figure 8; South Portland, ca. 1942.

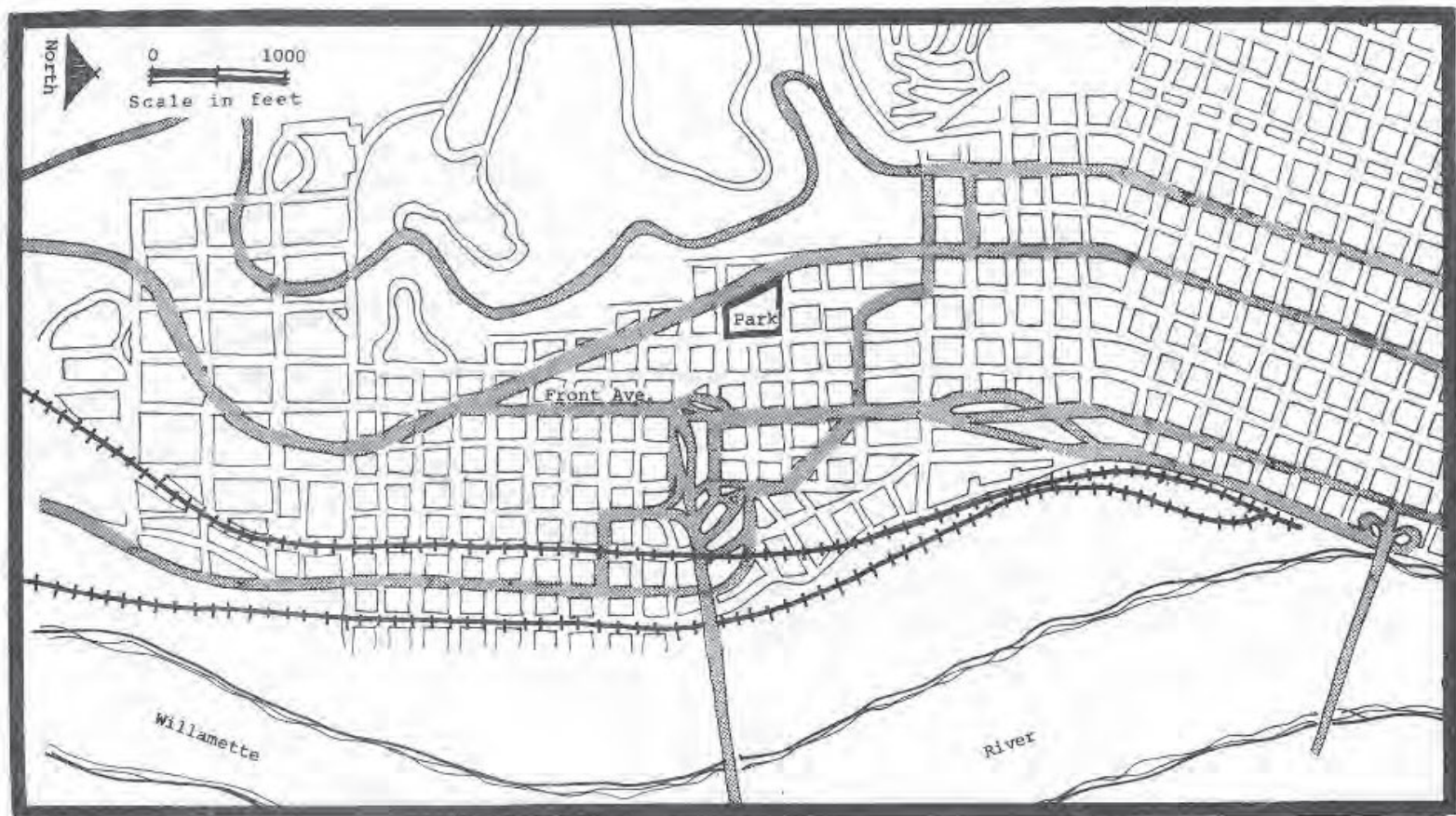


Figure 9; South Portland, ca. 1950.

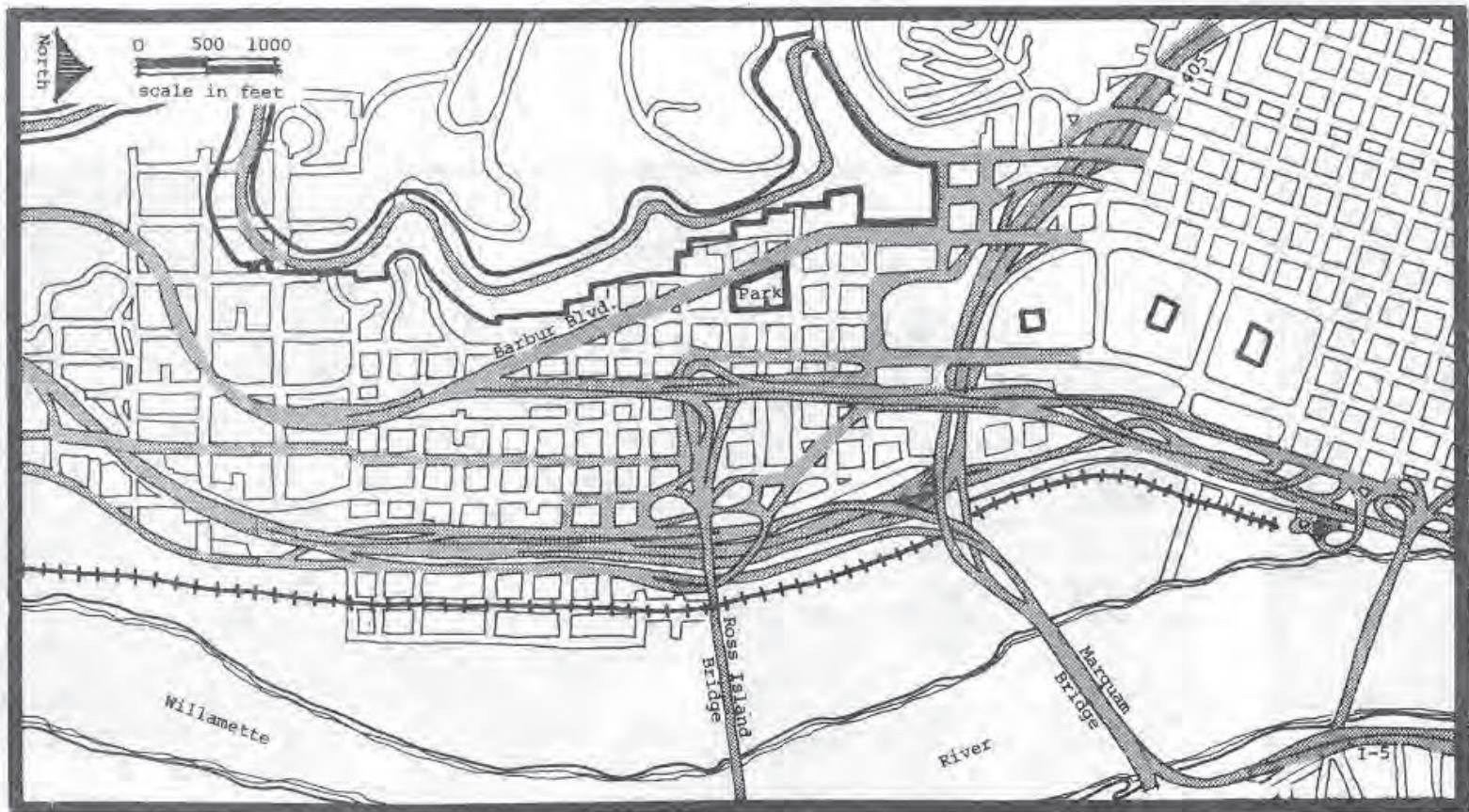


Figure 10; South Portland, ca. 1970.

Unintended Consequences?

(same outcome)

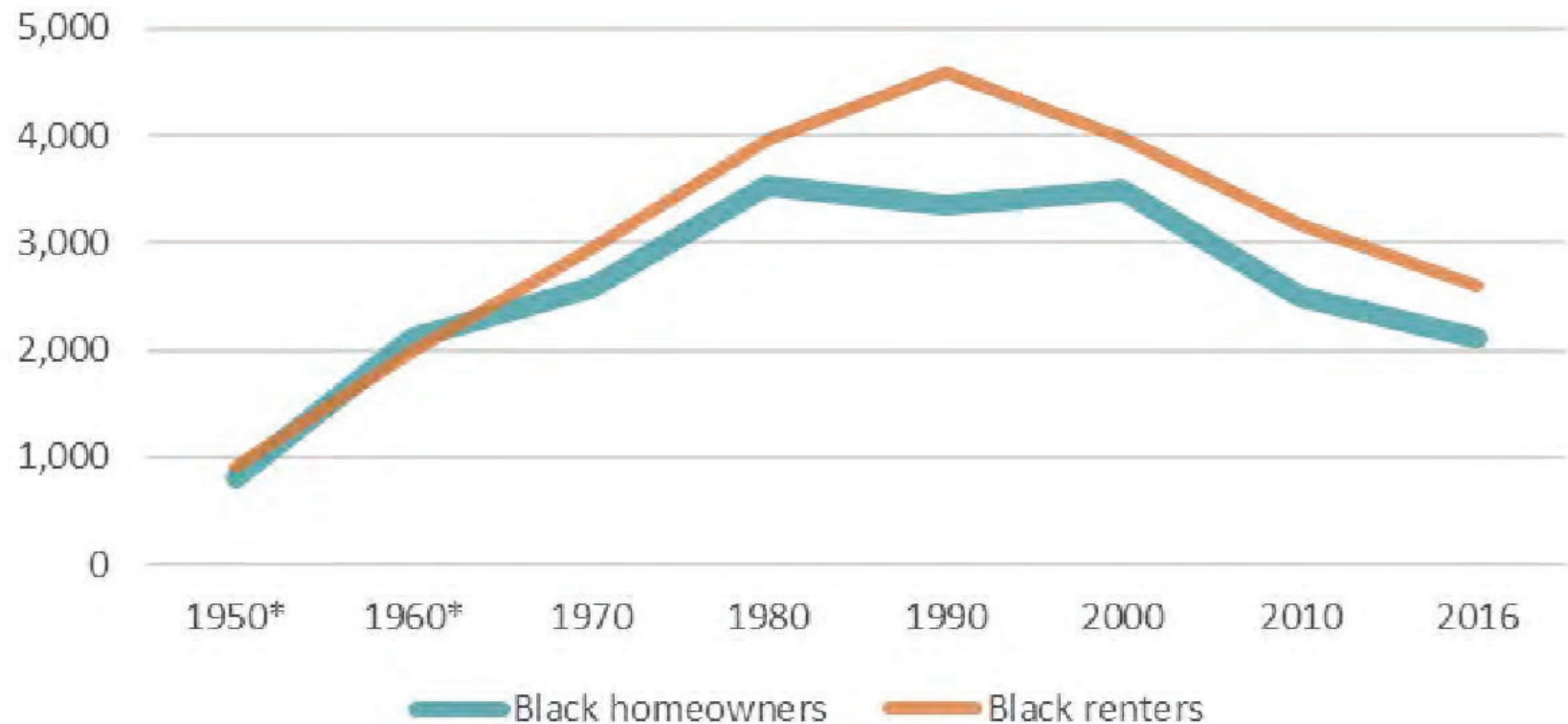
2000 Interstate Corridor Urban Renewal Area Plan

- Goal #6 of the Housing Strategy:

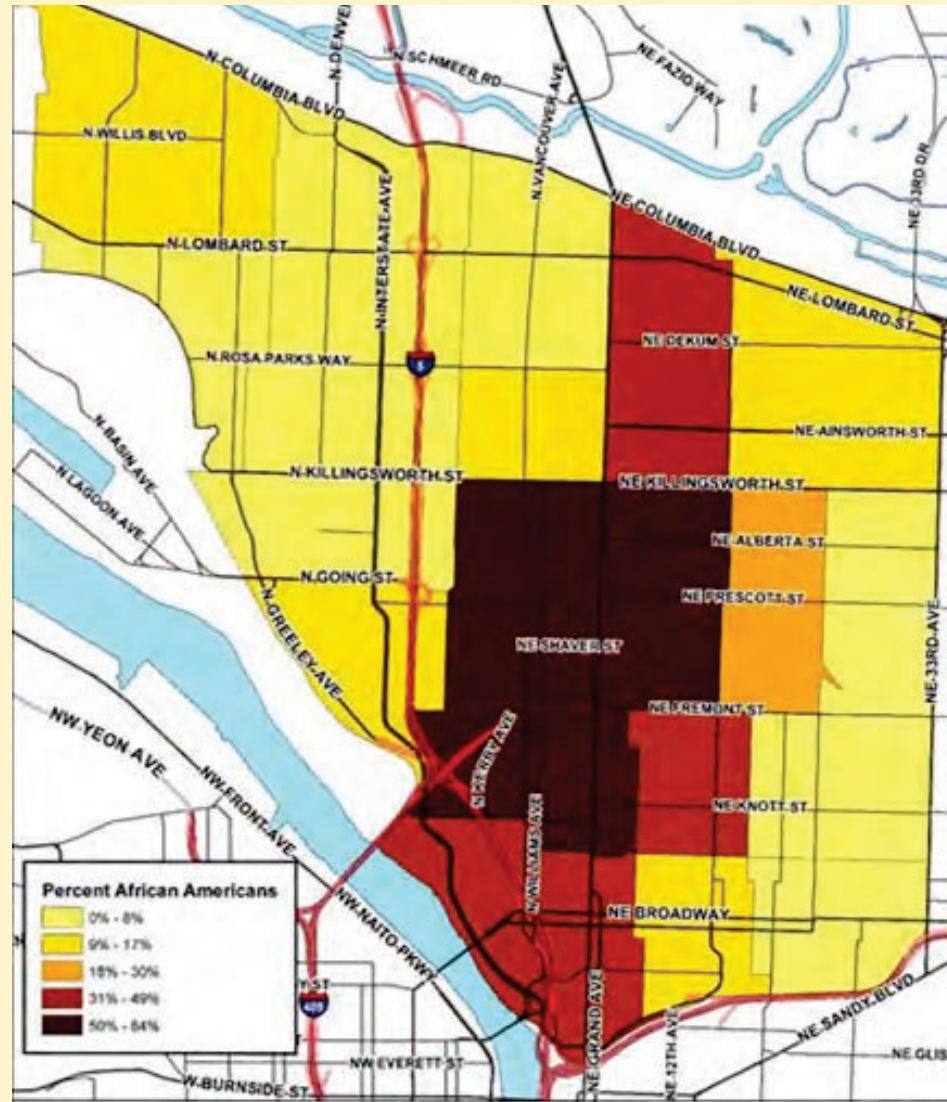
“Increase the housing stability of existing residents and **protect them from involuntary displacement caused by gentrification**, increases in housing costs and loss of housing choices.”

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

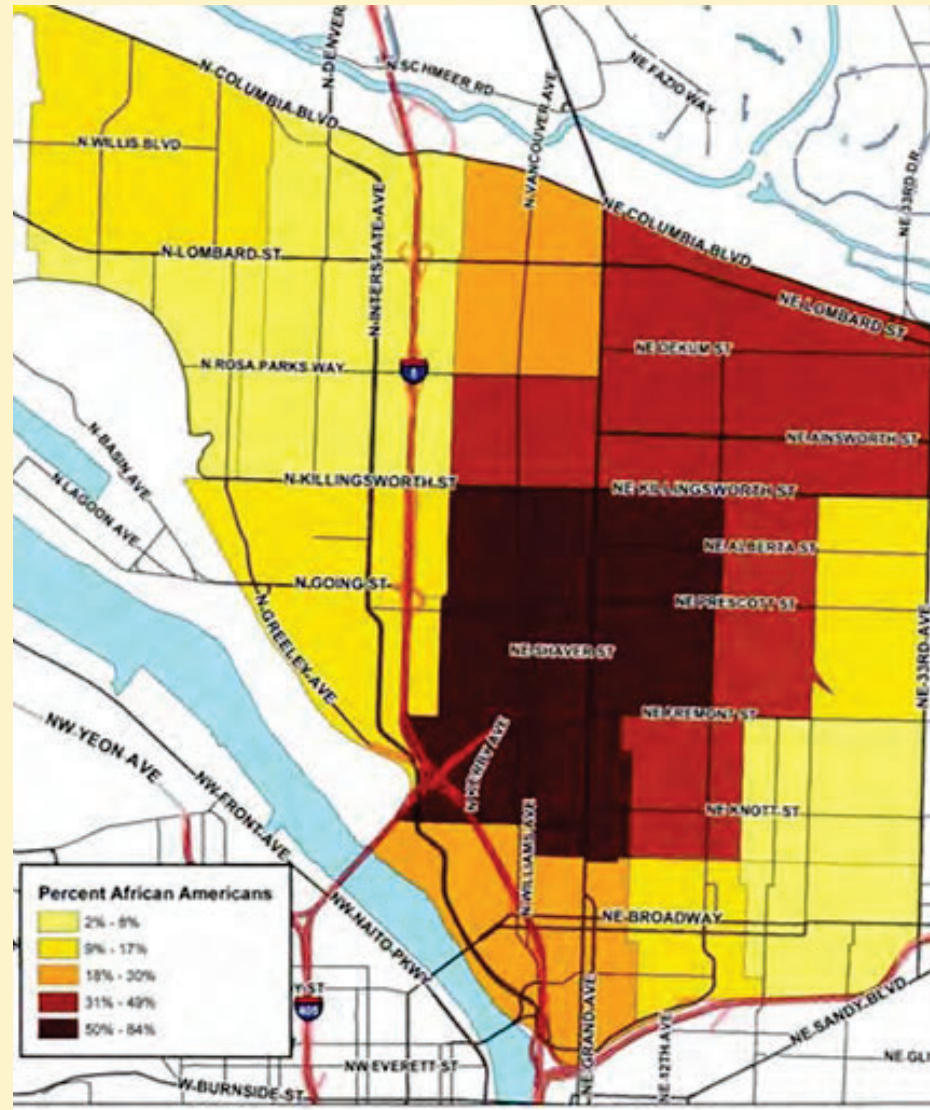
NUMBER OF BLACK HOUSEHOLDS BY TENURE INTERSTATE CORRIDOR URA, 1950 - 2016



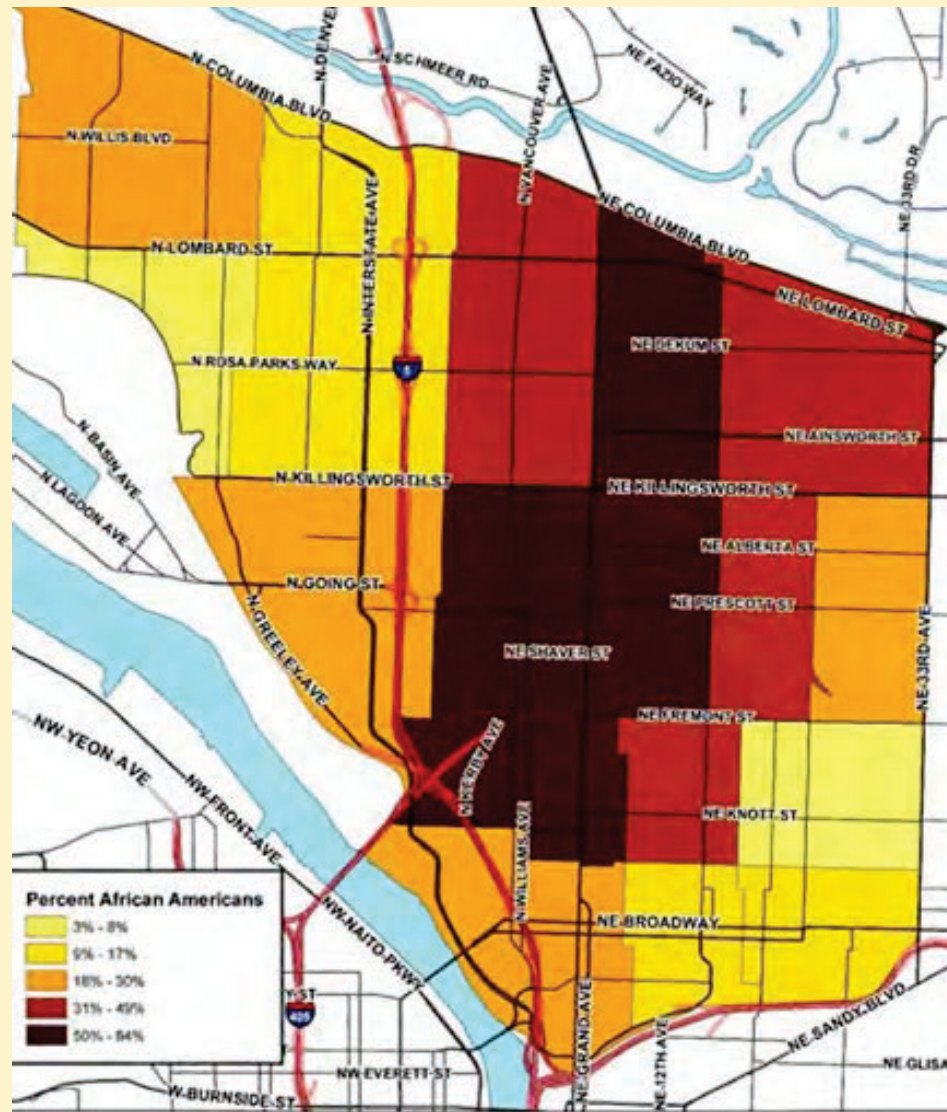
* 1950 and 1960 censuses mark race of householder as either white or non-white.
Source: University of Minnesota, NHGIS, Portland BPS.



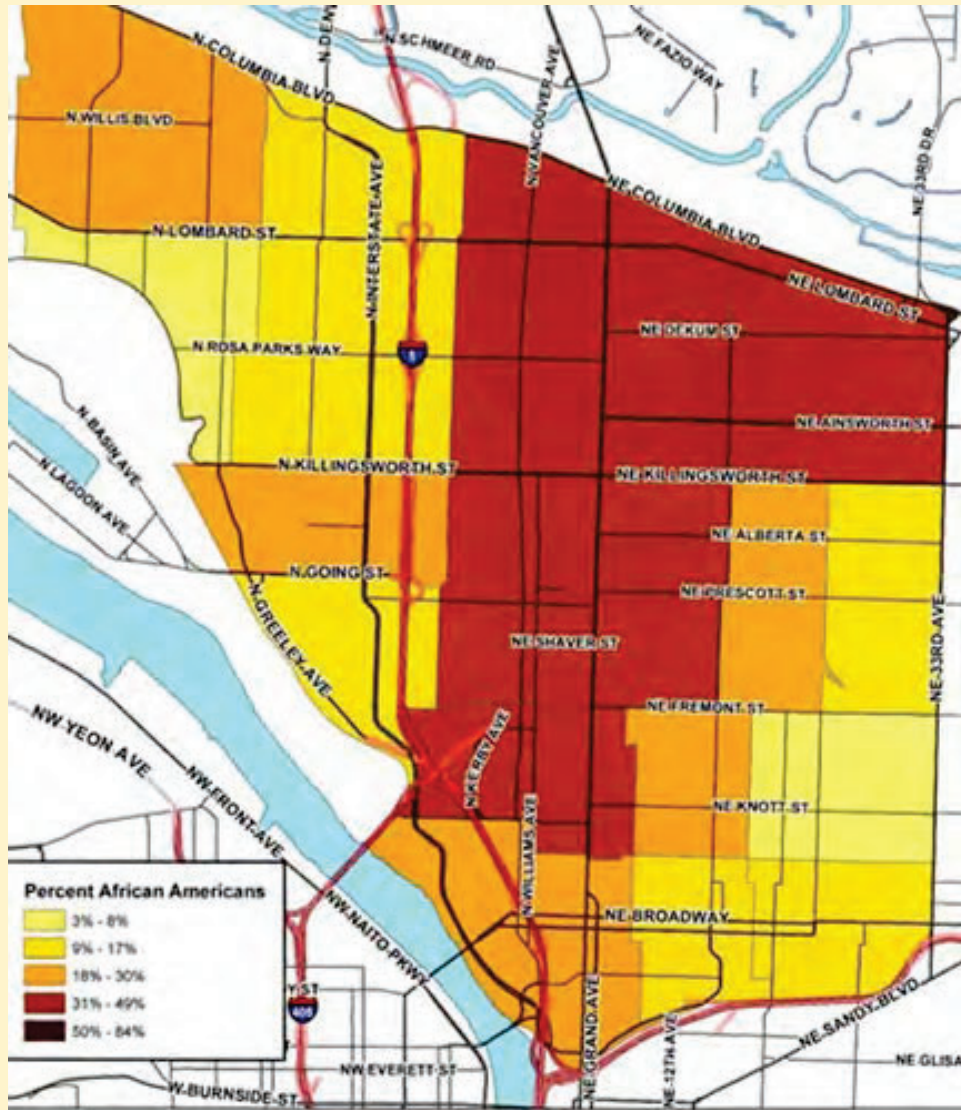
Black or African American Percent of Total Population 1970



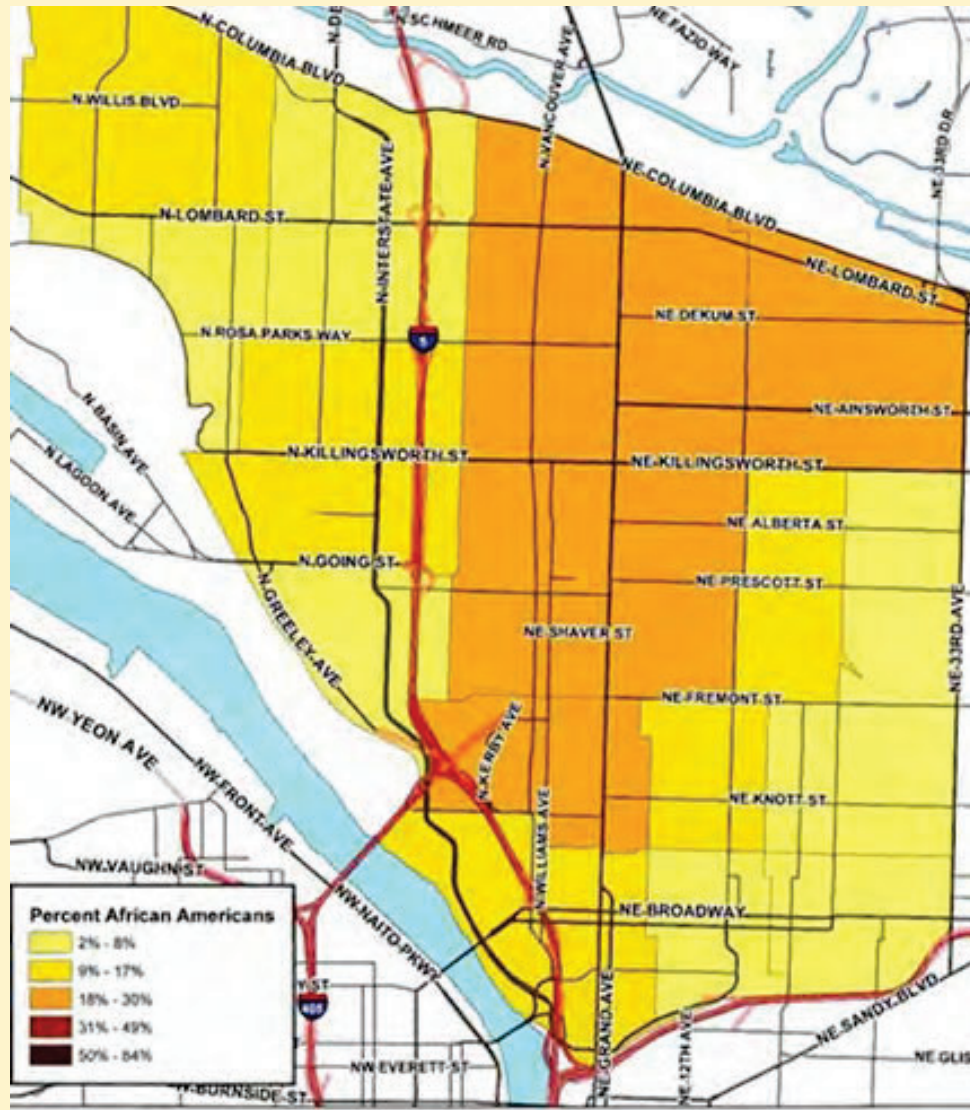
Black or African American Percent of Total Population 1980



Black or African American Percent of Total Population 1990



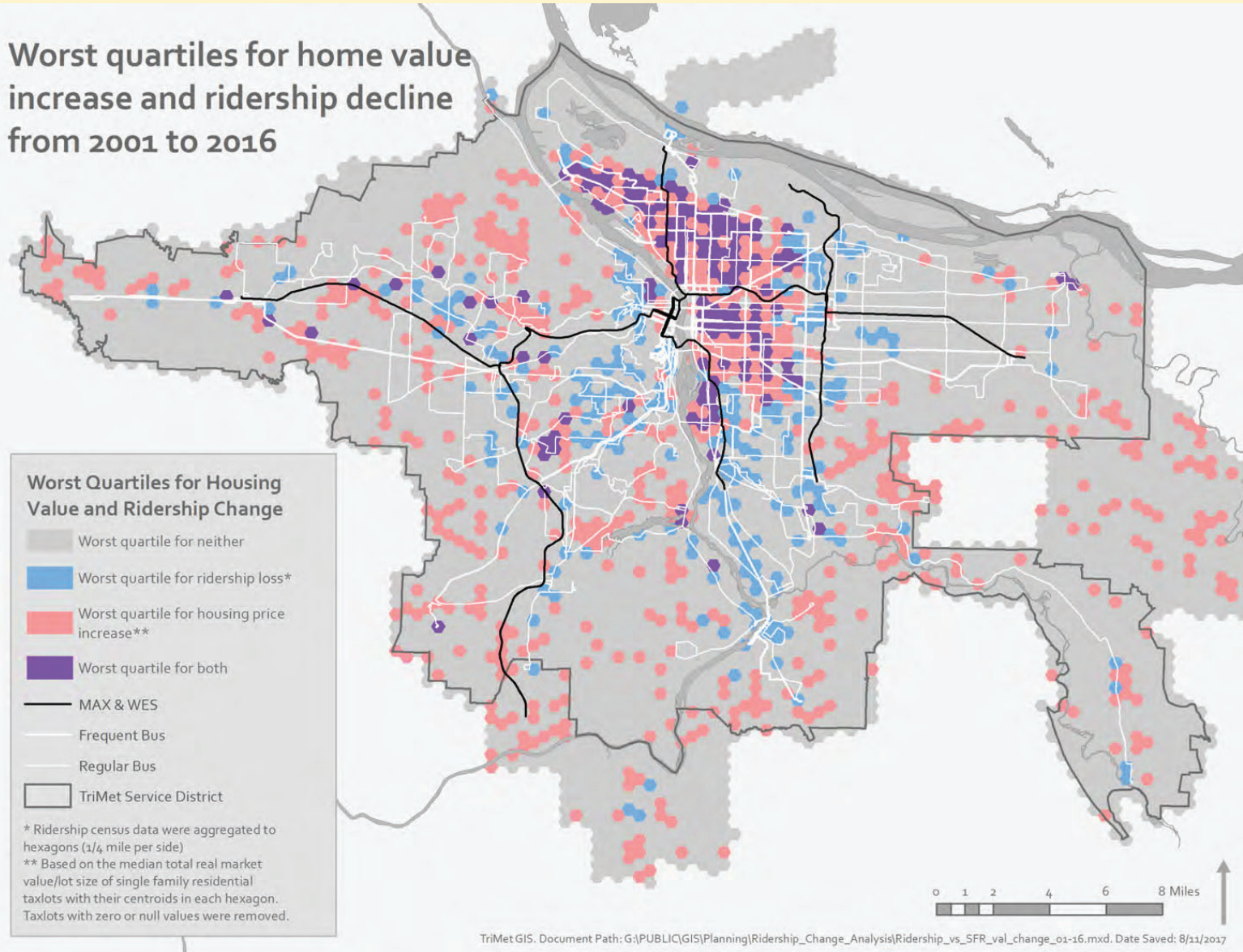
Black or African American Percent of Total Population 2000

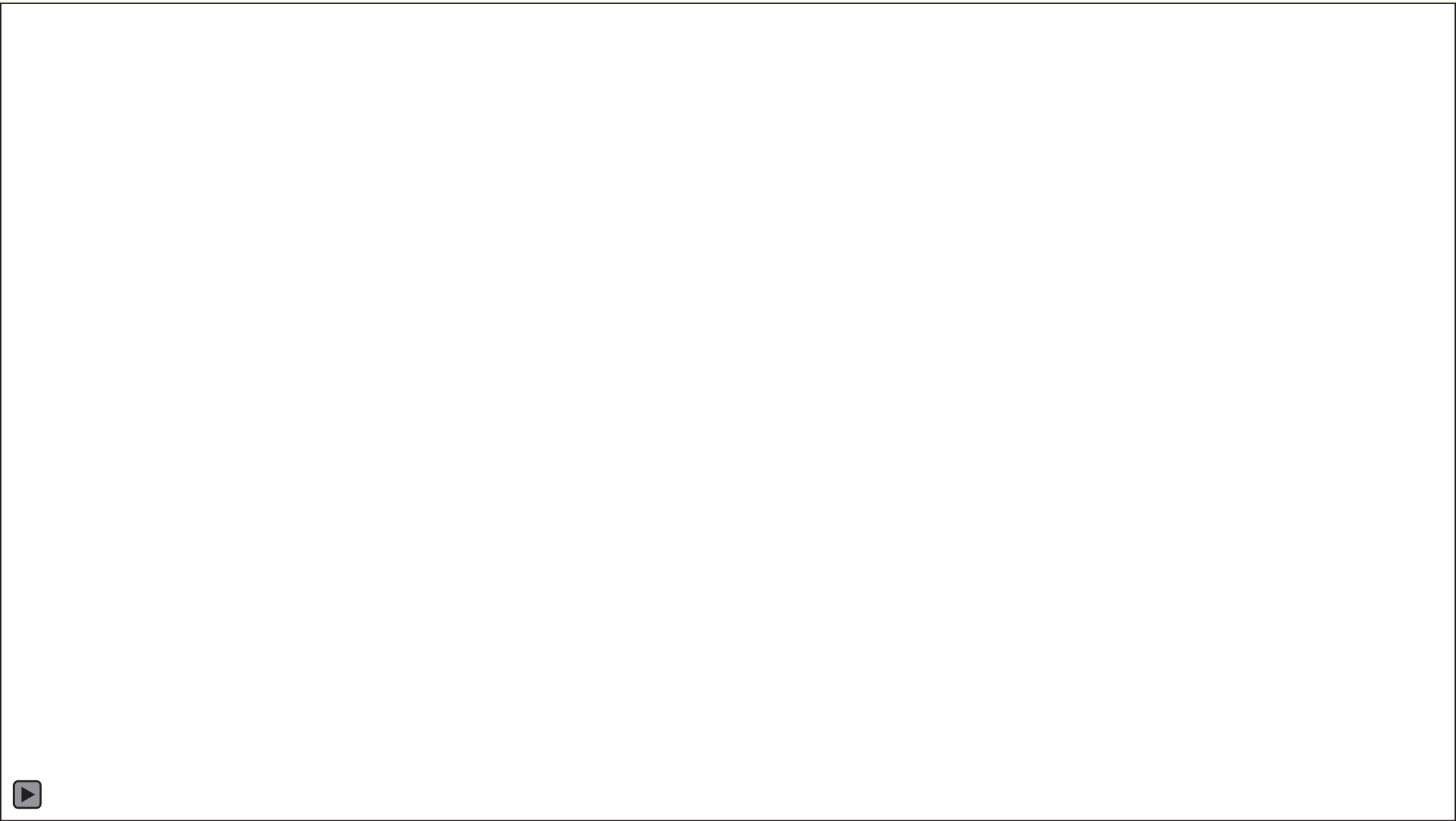


Black or African American Percent of Total Population 2010

TriMet-
“Where did
our riders
go?”

Worst quartiles for home value increase and ridership decline from 2001 to 2016





Intended Outcomes

Racial Equity in Planning - Current Era

VisionPDX, 2008

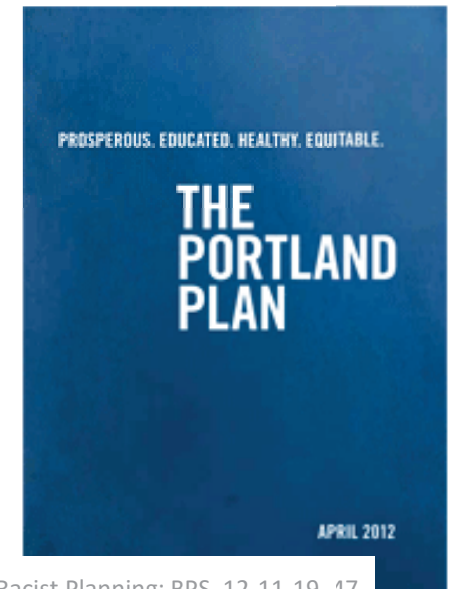
Engaged community members, particularly underrepresented groups, in shared vision of Portland



The Portland Plan, 2012

Set achieving equitable outcomes and addressing long-standing racial disparities as the foundation.

“The benefits of growth and change are equitably shared across our communities.”



Racial Equity in Planning - Current Era

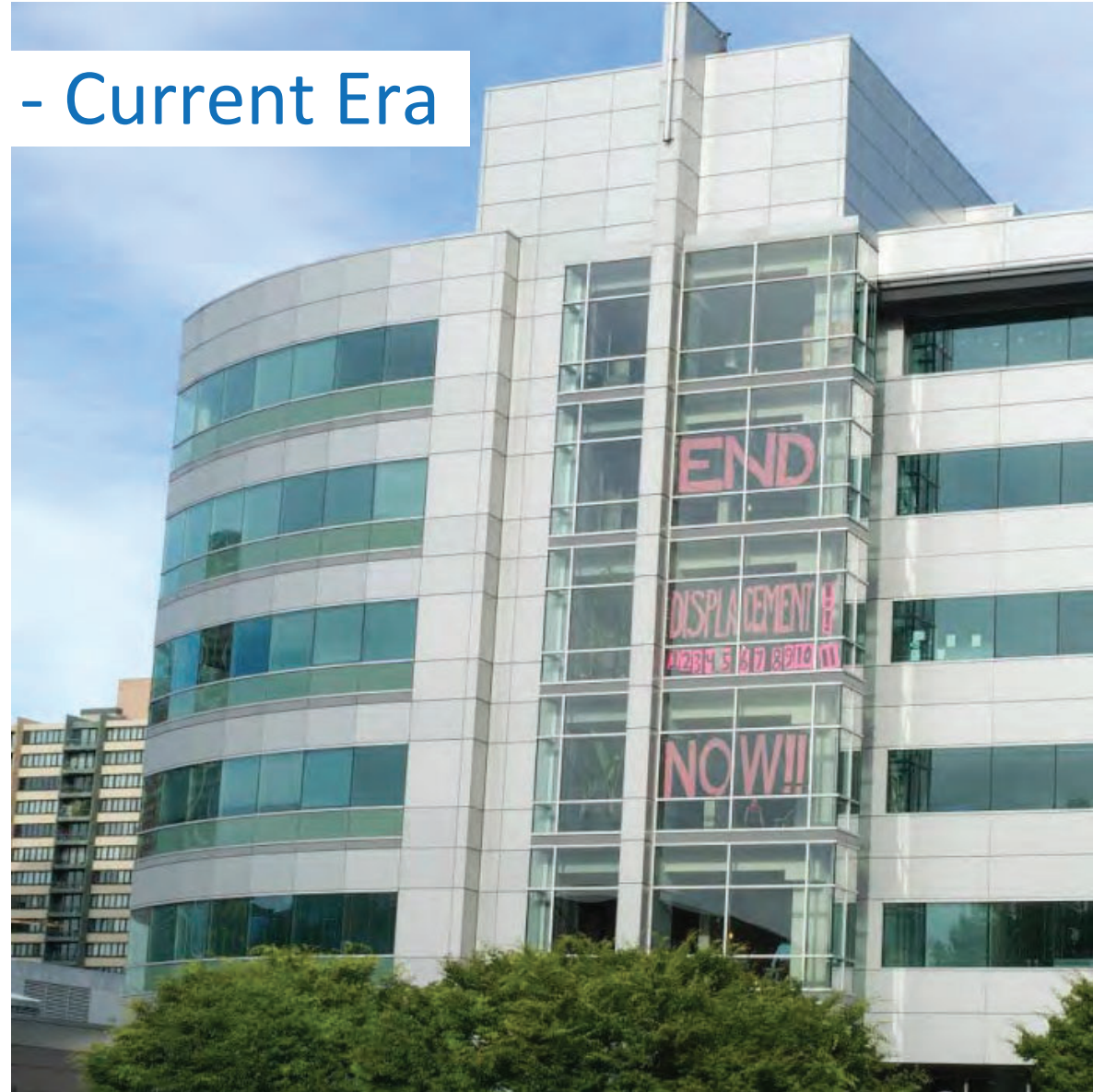
2035 Comprehensive Plan (2016)

5.10: 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.**



“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

How can our desired outcomes reflect our shared values and our intentions?

- Southwest Corridor light rail
- Rose Quarter Project/I-5
- Rose Lanes
- Division bus rapid transit



Call to action

- 1. Recognize and acknowledge the history of your field**
- 2. State intentional outcomes to redress this history**