BEAVERTON

DOWNTOWN EQUITY STRATEGY

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Adopted by Beaverton Urban Redevelopment Agency and Beaverton City Council October/November 2022

DES Final Report Table of Contents

Executive Summary

During the next decade, the Beaverton Urban Redevelopment Agency (BURA) is expected to invest $70 million additional dollars into the city's Urban Renewal Area, including downtown Beaverton. These investments will result in important housing, infrastructure and commercial development projects, as well as create new amenities, density and activity that contribute to a vibrant downtown which is a major goal developed by Beaverton's Community Vision. At the same time, redevelopment activities and investments have and can result in negative consequences that disproportionately impact Black, indigenous and people of color (BIPOC) as well as low-income residents and business owners. To clearly understand these consequences and distribute the benefits and burdens of growth equitably, BURA and the City of Beaverton envisioned the Beaverton Downtown Equity Strategy (BDES) to help guide their investments and redevelopment activities with the premise that the downtown area should be interesting, inviting and accessible to all Beaverton residents.

A project team of consultants and city staff formed to develop the BDES. The consultant team consisted of:

- Vision Action Network - team lead and project manager
- Coalition of Communities of Color – community engagement and racial equity lead
- ECONorthwest – development strategy lead and racial equity support
- Adelante Mujeres – equity training lead and community engagement support
- APANO – community engagement and development strategy support
- Bienestar - community engagement and development strategy support

City staff represented the Community Development Department, the Community Services and Engagement Department, the Finance Department and the Public Works Department.

Racial equity work at the City of Beaverton has been evolving over the past decade and will certainly continue to grow and evolve over the coming years. The BDES builds upon this past work by incorporating policy commitments, prior community feedback and in some cases, prior recommendations from related studies into an applied strategy focused on redevelopment.

The BDES reflects a commitment to embrace the perspectives of people most likely to be negatively impacted by redevelopment, particularly BIPOC community members. It seeks to accomplish three important goals for Beaverton's redevelopment activities:

1. Prevent and mitigate displacement of current residents and businesses
2. Create an inclusive downtown
3. Institutionalize racial equity in City decision-making and community engagement

Summary of Findings

Several themes arose from the engagements with downtown businesses and residents.

Residential Themes	
Inclusive and welcoming downtown	Anti-displacement
- Promote intentional community building around public spaces - Support current and future placemaking initiatives - Orient organizational practices as relational practices	- Unaffordable rent/housing prices - No control over changes to buildings and neighborhoods - Provide critical resources so residents/businesses can remain

> "Dear Beaverton,
>
> I have grown together with you, I have seen you change for more than 25 years, we have grown together three beautiful children, today all fulfilled.
>
> Today I only ask you, do not abandon me when I have grown old with you, take care of me and my safety, help me have a home where I can live my last years by your side, do not throw me away because I do not reach your price."
>
> – Beaverton resident participant in a community engagement event (translated from Spanish

Business Themes
- Support a diverse, accessible, and safe built environment   - Create accountability measures for city government   - Promote a thriving business community and local economy   - Provide technical assistance to sustain and grow businesses   - Assist with compliance issues and legal disputes

Strategies

The Beaverton Downtown Equity Strategy includes three action-oriented deliverables which are described in further detail below. They include:

1. Strategies to promote stability and belonging
2. Strategies for equitable internal processes
3. A new tool to help guide internal processes for accountability and transparency

To develop these strategies and processes, the project team:

- invited feedback from the community through online engagements and in-person conversations with individuals, businesses, and other organizations;
- reviewed past engagements with BIPOC community members and projects located in the same geographic area;
- analyzed data sources for demographics, housing and businesses within the project area; and
- conducted a review of promising and proven strategies in other jurisdictions.

These ideas for new program strategies and processes are included in this document for consideration by BURA and the City of Beaverton to guide and support investments and redevelopment activities in the project area.

- The program strategies for stability and belonging provide concrete ideas to improve existing programs and create new ones that support current residents and businesses and help foster a sense of belonging in the downtown for all to enjoy.
- The process strategies for equitable internal processes and the [accountability tool] provide guidance on how to implement programs that better engage and serve BIPOC and other marginalized communities and foster stronger accountability and transparency in city operations. While the scope of this project was limited to redevelopment activities in the project area, many of these process strategies are intended to benefit BURA and City of Beaverton activities outside the scope.

How to use this report

The program and process strategies found in this report are designed to help BURA and the City of Beaverton thoughtfully navigate trade-offs associated with redevelopment activities within the Urban Renewal Area and adjacent areas. These strategies will help guide development of downtown Beaverton as an inclusive place for all Beaverton residents and address involuntary displacement that can be a result of redevelopment activities through prevention, minimization and mitigation approaches.

Releasing this report during a challenging financial climate for the City of Beaverton means that all of these strategies won't be implemented immediately. However, there are several strategies that have been or can be implemented with current levels of resources. BURA and City Council prioritization of their goals will help play a big role in determining which actions from this work should be pursued on an annual and multi-year basis. It is the project team's intention that the Beaverton Downtown Equity Strategy will serve as an actionable resource for years to come.

Background

Introduction

Beaverton's Community Vision, initially conducted in 2007, identified a desire among city residents to create a vibrant downtown in Beaverton, with active uses, denser housing and more urban amenities. BURA and the City of Beaverton have been working to implement this vision for a vibrant downtown over the past several years as a guiding focus for the city's redevelopment activities. Examples of these types of redevelopment activities include zoning changes to the downtown area through the Downtown Design Project, acquisition and disposition of properties in Beaverton Central to construct higher density, mixed-use development, and providing building improvement grants to downtown businesses and property owners to renovate commercial spaces, among other initiatives.

The Urban Renewal Area and nearby neighborhoods are currently home to a higher percentage of communities likely to be vulnerable to displacement, compared to the rest of the city. These areas also consist of older housing stock and unregulated apartment buildings which may be at risk of rent increases or repositioning. In addition, vacancy rates for residential and commercial properties are at historic lows, and tenants are experiencing higher rent increases than the rest of the city and metro region.

Research suggests that the revitalization that downtown Beaverton is currently undergoing is likely to produce outcomes like the displacement of BIPOC communities unless supportive public policy and proactive public investments are made to stabilize existing communities and provide economic mobility [1][2]. BURA and the City of Beaverton have an opportunity to guide their redevelopment activities with this supportive framework to ensure that current residents and business owners also benefit from the changes occurring in and around the Urban Renewal Area.

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[1] Curren, R., Liu, N., Marsh, D., & Rose, K. (2016, November 28). *Equitable Development as a Tool to Advance Racial Equity*. Government Alliance on Race & Equity. https://www.racialequityalliance.org/wp-content/uploads/2016/11/GARE-Equitable-Development.pdf

[2]

U.S. Department of Housing and Urban Development, & Office of Policy Development and Research. (2018, May 10). *Displacement of Lower-Income Families in Urban Areas Report*. HUD User. https://www.huduser.gov/portal/sites/default/files/pdf/DisplacementReport.pdf
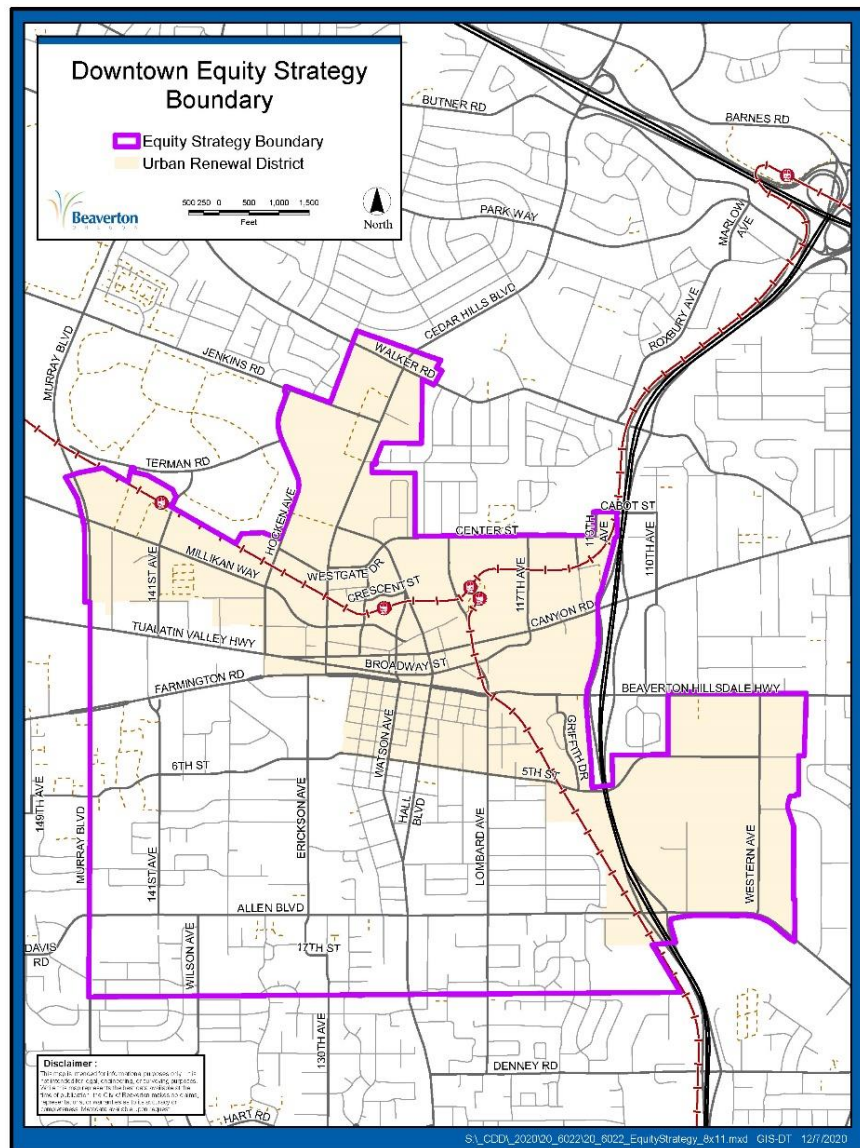
The project area for the BDES includes the entire Urban Renewal Area as well as the areas immediately south and southwest, including the Allen Boulevard area. This project area was developed in consultation with staff, decision-makers and community advisory groups, such as the Urban Renewal Advisory Committee (URAC), which specifically suggested that the project area include the mostly residential area north of Allen Boulevard and east of Murray Boulevard. The Allen Boulevard area is a multicultural commercial district, home to many small businesses owned by immigrants and BIPOC community members, as well as a large concentration of unregulated affordable housing. Although BURA-funded activities only take place within the Urban Renewal Area, surrounding areas such as the Allen Boulevard area are likely experience impacts from the adjacent redevelopment activity, which could lead to real estate pressure and potential displacement here as well.

Funding Sources for Redevelopment Activities

Redevelopment activities in Beaverton are typically funded through the BURA budget, the city's general fund and external funding sources, such as the Metro Affordable Housing Bond and federal Community Development Block Grants (CDBG).

BURA is a distinct entity from the City of Beaverton with its own budget, geographic boundary, and governance structure. It is, focused on implementing the voter-approved Central Beaverton Urban Renewal Plan (Plan). The Plan calls for BURA investments and activities in the following areas, generally for physical improvements, site acquisition and in some cases, professional services:

- Encourage improvement of older blocks and buildings
- Provide incentives to increase property values through private investment
- Fund road, water and sewer projects
- Make downtown more usable for pedestrians and bicyclists
- Support business investment, housing creation and job growth

The Program Strategy Details report identifies proposed strategies which may be able to utilize BURA funds.

While BURA funds may only be used within the Urban Renewal Area and for the specific objectives and set allocations from the Central Beaverton Urban Renewal Plan, the City of Beaverton's general fund also supports redevelopment activities and could fund some of the program strategies recommended in this report. The general fund can be used in a more flexible manner since it is not restricted to specific funding allocations, and can be utilized throughout the project area, including the Allen Boulevard area. As of the time of writing of this report, the availability of the general fund for new expenditures may be limited in the coming years.

In order to commit to significant, multi-year endeavors such as affordable housing acquisition and development, the City of Beaverton will need to identify dedicated funding sources that can be utilized for specific programs and policy goals. One example described in more detail in the Program Strategy Details is to enact a construction excise tax, which could dedicate revenues to affordable housing programs.

Policy Commitments to Racial Equity at the City of Beaverton

The BDES is an applied strategy that builds from past commitments the city has made to advance racial equity in Beaverton. The City of Beaverton's racial equity work started in 2009 with Multicultural Community Leadership Forums that brought together leaders of color to discuss priorities for cultural inclusion, as well as the formation of the Diversity Task Force to advise the Mayor's Office on diversity and equity.

Diversity, Equity and Inclusion Plan

The first Diversity, Equity and Inclusion Plan was written by the Diversity Advisory Board and adopted by City Council in 2015. This plan was updated in 2019 and provides the basis for the city's equity approach. The plan states that the city uses race as a primary lens for its diversity, equity, and inclusion work, and shares how racial disparities are still negatively impacting communities of color in Beaverton. It outlines six priority areas with goals and progress indicators, many of which this report directly references and recommends program strategies to implement, including:

- Public Engagement, specifically outreach and engagement to build relationships in order to reduce barriers, increase trust and promote civic engagement
- City Practices, specifically using an equity framework to guide policy decision and resource allocation
- Housing & Livability, specifically developing housing for diverse neighborhoods and reducing displacement, increasing access to homeownership and supporting affordable housing and expanding access for marginalized populations
- Economic Empowerment, specifically providing business development resources for underserved communities and targeted programming to reduce the racial wealth gap
- Community Building & Inclusion, specifically promoting the celebration and sharing of culture through community events, and diversity in public spaces that recognizes communities of color and shared history

BURA Feedback on the Beaverton Downtown Equity Strategy, July 2021

BURA and City Council reaffirmed their commitment to advancing racial equity throughout public discussions about the Beaverton Downtown Equity Strategy. At the July 27, 2021 BURA meeting, BURA board members discussed their racial equity goals for this project. During that meeting, some board members spoke in recognition that the city has struggled with transparency and taking actionable steps with feedback received from BIPOC communities. Board members assessed where the city was currently at on a continuum of becoming an anti-racist, multicultural organization[3]. Many board members sensed the organization is currently at a "symbolic change" level, a multicultural institution, and hopes to move towards "identity change" as an anti-racist institution.

BURA members also publicly assessed where the City was on the Spectrum of Community Engagement to Ownership[4]. They identified the City's community engagement at a "consulting" evel, mostly gathering input from the community, and hoped in the future to be more involving of and collaborative with community members by ensuring community needs and assets are integrated into process and inform planning, and in some cases, for community to play more of a leadership role in the implementation of decisions. Many board members spoke of a desire to build trust with communities and wanting to embed racial equity into community engagement practices.

City Council Priorities

On March 1, 2022, the City Council adopted strategic goals and priorities, which included a commitment to advancing diversity, equity and inclusion. The Council identified the Beaverton Downtown Equity Strategy as a top priority project which met several established goals and priorities, including a Welcoming Community, Good Government, Housing, Economic Prosperity, Quality Infrastructure and Community Wellness and Fun.

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[3]

Crossroads Ministry, Chicago, IL. (n.d.). Conference Pre Read: Continuum on Becoming an Anti-Racist Multicultural Organization. Philanos. https://philanos.org/resources/Documents/Conference%202020/Pre-Read%20PDFs/Continuum_AntiRacist.pdf

[4]

González, R. (2019). *Frameworks & Tools: The Spectrum of Community Engagement to Ownership.* Movement Strategy Center. https://movementstrategy.org/wp-content/uploads/2021/08/The-Spectrum-of-Community-Engagement-to-Ownership.pdf

Framework to Embed Equity into Redevelopment Activities

Throughout the duration of our work together, the project team has compiled a series of actions and objectives to help embed racial equity into BURA's and the City's redevelopment activities. These actions and objectives are listed below, with a resource note about how or where to access examples, information and further guidance.

Actions and Objectives	Resource
At the start of a project or process, use a racial equity tool to help understand who might be impacted by a project or proposal and develop strategies for equitable outcomes.	Tools like the GARE racial equity toolkit and the Equity to Projects forms are examples, as well as the Relational Accountability Process (R.A.P) for Racial Equity Tool.
Focus on building long-term relationships with community members that transcend individual projects. Review past engagements to understand what community members have already expressed, and design future engagements to acknowledge this work. Engage the people most impacted by potential harms of decisions and projects. Engage BIPOC communities in culturally responsive ways. Explore creative ways to connect and collaborate with communities that are not typically represented in engagement activities.	Equitable internal processes recommendations, Public Engagement team, past community engagement findings.
Prevent displacement of residents and small businesses whenever possible. If not possible, mitigate this displacement to lessen harm. Be transparent about the actions implemented to prevent and mitigate displacement. Be transparent about your intentions that were not able to be implemented and explain why.	Refer to program strategies for examples of how specific projects can prevent or mitigate the effects of displacement.
Consider how public investments and resources are contributing to building an inclusive place that fosters a sense of belonging for everyone. Particularly consider what amenities and resources BIPOC communities and other marginalized communities are asking for that will enhance their sense of belonging. Share with staff and community members as investments and activities are planned and implemented.	Program strategies, community engagement findings, R.A.P. for Racial Equity Tool.

Actions and Objectives	Resource
Utilize both qualitative and quantitative data to understand who might be impacted by decisions or activities, and to inform final decision-making, looking at available data sources and people's stories. Review and share past engagement findings to understand what community members have already told the city.	Community engagement findings, chapter 4; more training and resources are needed; spectrum of community engagement to ownership.
Lead with the three core principles of accountability (transparency, partnerships, and communication) in projects, activities, or processes such as budgeting or strategic planning. Always share findings and outcomes within the organization and with the community.	Use the R.A.P. for Racial Equity tool to help document how actions were taken.

Strategy Development

The proposed program strategies for stability and belonging, along with the proposed process strategies for equitable internal processes and accountability were developed by the consulting team, in partnership with city staff, using insights from the following sources produced for this project:

- Community Engagement Analysis
- Background Conditions Analysis
- Best Practices for Displacement Prevention and Mitigation and Inclusive Downtown

The Community Engagement Analysis and Background Conditions Analysis are included in the Appendices section of this report. They are summarized below:

Community Engagement Analysis Overview

The BDES team conducted a variety of engagements led by the Coalition of Communities of Color in order to understand the experiences of community members in the project area on topics such as displacement and belonging. The engagements consisted of:

- Conversations with community organizations and community advisory groups during the project development phase, as well as a postcard survey mailed out to all addresses within the project area (conducted by staff)
- Audit of recent engagements with BIPOC communities and on projects within a similar geographic area (conducted by staff)
- Focus groups and interviews with BIPOC business owners (conducted by the consultant team)
- Two online events for Beaverton residents (conducted by the consultant team)
- One online event for Beaverton business owners (conducted by the consultant team)

The following themes emerged from these events and conversations, reflecting needs, experiences and desires of the residents and business owners we spoke with:

Residential Themes	
Inclusive and welcoming downtown	**Anti-displacement**
- Promote intentional community building around public spaces - Support current and future placemaking initiatives - Orient organizational practices as relational practices	- Unaffordable rent/housing prices - No control over changes to buildings and neighborhoods - Provide critical resources so residents/businesses can remain
Business Themes	
- Support a diverse, accessible, and safe built environment - Create accountability measures for city government - Promote a thriving business community and local economy - Provide technical assistance to sustain and grow businesses - Assist with compliance issues and legal disputes	

> "Lots of places for single people and senior citizens to hang out. Not enough family friendly places. Not enough places for social gathering. We celebrate diversity, but there isn't an intentional effort to bring diverse people (multiple cultures) together during everyday things"
>
> (anonymous)
>
> "The lack of provisions for open spaces hampers economic activities, pollutes the environment, and reduces social stability and security"
>
> (respondent identifies as Asian [Thai/Sami])
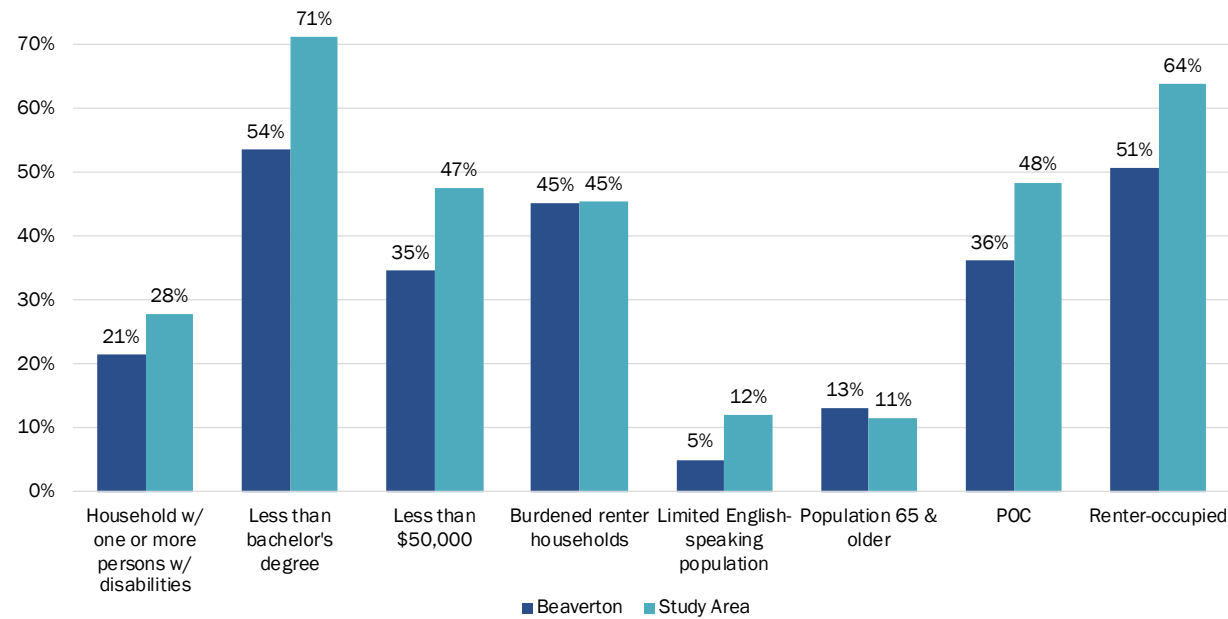
Background Conditions Overview

As part of the Beaverton Downtown Equity Strategy, ECONorthwest analyzed available information about current residents and businesses in the study area, with a focus on demographics and indicators of displacement risk.

The key takeaways from this analysis were:
- The project area contains higher percentages of people who tend to be at greater risk of displacement, including:
  - Renters, including cost-burdened renters
  - People of color
  - People with disabilities
  - Adults without a college degree
  - People who speak limited English
  - Households with annual incomes less than $50,000
- The elementary schools that serve portions of the project area have the highest shares of students eligible for free and reduced-price lunch (an indicator of households with lower incomes), English language learners and students of color in the Beaverton School District.
- Approximately 8% of housing units in the project area (including older, lower-value rental homes and three manufactured home communities) may have greater potential for redevelopment, which would displace existing renters. In addition, most of the existing apartments in the project area are older, unregulated properties that may be at risk of rent increases or repositioning (changes to a property to appeal to a different set of tenants), which can trigger displacement among existing residents, particularly if property ownership changes. These apartment buildings are clustered in the study area along Allen Boulevard, Center Street and in the western portion of the project area near Farmington and Murray.
- Vacancy rates are at very low levels for both retail and residential properties in the project area, compared to the city and the Portland metro region.

Exhibit 1. Comparison of Select Household and Resident Population Characteristics

Source: ECONorthwest analysis of 2015-2019 ACS 5 Year estimates

Legend: ■ Beaverton ■ Study Area

Category	Beaverton	Study Area
Household w/ one or more persons w/ disabilities	21%	28%
Less than bachelor's degree	54%	71%
Less than $50,000	35%	47%
Burdened renter households	45%	45%
Limited English-speaking population	5%	12%
Population 65 & older	13%	11%
POC	36%	48%
Renter-occupied	51%	64%

Exhibit 2. Retail Rents per Square Foot in Beaverton and Portland

Source: CoStar, 2021

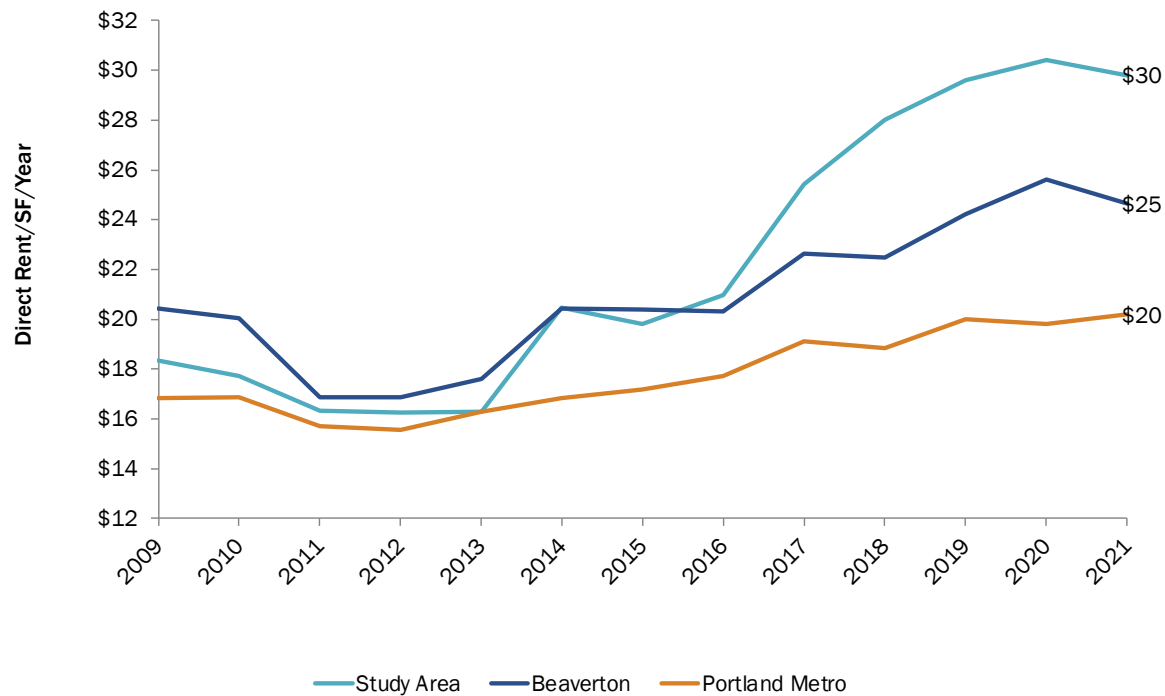Legend: — Study Area — Beaverton — Portland Metro

Exhibit 3.Retail Vacancy Rates in Beaverton and Portland from 2009 to 2021
Source: CoStar, 2021

What do we mean by displacement, and who is at risk?

Displacement occurs when a household or business is forced to relocate due to circumstances beyond household- or business-specific disruptions. Risk of displacement primarily derives from the intersection of two interrelated factors: (1) changes in market conditions that result in rising rents and/or increasing redevelopment potential, and (2) household or business characteristics that lead to increased susceptibility to changing market conditions.

Our analysis of displacement focuses on households and businesses that rent because they are more affected than those that own their property by changing market conditions and are subject to the decisions of the property owner about redevelopment, remodels, rent increases, etc. Property owners in Oregon are largely insulated from the financial effects of market changes due to the property taxation system, which decouples market value from taxable value, meaning that rising property values only impact the owners' property taxes in very limited circumstances. While new state laws have limited the amount a landlord can raise residential rents annually for certain types of properties, these increases can still reach about 10 percent per year. There are no restrictions on rent increases for commercial properties, though commercial leases are often longer than residential leases (up to 5 or 10 years), with pre-determined rent escalation.

Among households and businesses who rent their space, those who face disadvantages or discrimination in the real estate market tend to be at greater risk of displacement and to experience more harm if they are forced to move. These include low-income and cost-burdened households (spending more than 30% of their income on rent), people without advanced degrees, people of color, people who do not speak English, immigrants and refugees, seniors, and people with disabilities.

We consider three forms of displacement:

Physical or direct displacement can occur due to redevelopment or major remodels of existing housing or commercial space where existing tenants must move out. Even if the redevelopment or remodel results in the same or more units or commercial space as existed on the site prior, the previous tenants may not be able to afford the higher rents or may not have the resources or desire to relocate a second time to return to the site.

Economic displacement can occur when rents increase above what existing residents or businesses can afford to pay. Public and private investments can make an area more appealing to households and businesses that can afford higher rents, which can potentially encourage owners of existing rental properties to increase rents for existing tenants when renewing leases, in addition to trying to appeal to tenants willing to pay more when spaces are vacated for other reasons.

Cultural displacement occurs when people choose to move because their neighbors and/or culturally-relevant businesses and institutions have left the area. Or, if they stay, changes in the make-up and character of a neighborhood can lead to a reduced sense of belonging or feeling out of place in one's own neighborhood. The presence (or absence) of these cultural assets can influence racial or ethnic minority households in their decisions about where to live more than for culturally-dominant (White) populations. While this is difficult to measure, and one can argue whether this is "forced" displacement, it is an important effect that can have broad equity implications beyond physical or economic displacement alone.

Best Practices for Displacement Prevention and Mitigation and Inclusive Downtown Overview

ECONorthwest reviewed many programs and initiatives from other jurisdictions to identify recommended anti-displacement and inclusive development strategies that may be applicable to BURA's and the City of Beaverton's redevelopment work in the project area.

The potential best practices identified through this process have been categorized based on their overall approach to protecting or attracting residents and businesses:

- **Real Estate Focused:** Strategies focused on specific properties or on creating or preserving buildings that are affordable or otherwise tailored to the needs of historically marginalized residents and businesses
- **People Focused:** Strategies that directly support households or businesses
- **Recruitment, Marketing, and Placemaking:** Strategies that go beyond "sticks and bricks" but are focused on a specific geographic area

A best practices document was created for this project and reviewed by the project team, which discussed applicability of many of these strategies for Beaverton's project area. This document eventually incorporated valuable feedback from the community engagement findings and the existing conditions report and evolved into the program strategies document found in this report. Many of the specific examples of program strategies from other cities are included in the report, where the team believed there was relevant applicability to how the particular strategy could work in Beaverton.

Strategies

The strategies developed for this project include:

Program strategies for stability and belonging, developed by ECONorthwest
(note: the full, detailed version of the program strategies is located in the Appendices)

Process strategies, developed by Coalition of Communities of Color
- Equitable Internal Processes Recommendations
- Relational Accountability Processes (RAP) for Racial Equity tool

Exhibit 4: Summary of Proposed Strategies

PROPOSED STRATEGIES FOR THE PROJECT AREA	Stability		Belonging	
	Resident	Business	Resident	Business
Modifications to Existing Programs				
1. **Business Technical Assistance** – Actively coordinate efforts to help small businesses navigate City services and technical assistance programs provided through partner organizations that help small businesses overcome obstacles to growth to ensure consistent language access, availability of culturally responsive services, and ongoing alignment of services that meet the needs of BIPOC- and immigrant-owned small businesses; and to provide a connected and robust network of support that bridges across departments and organizations.		✓		✓
2. **Business Attraction** – Pivot the City's Downtown restaurant recruitment strategy to include a strong emphasis on attracting restaurants and other kinds of businesses that support a sense of belonging for a diverse community, including culturally specific businesses and businesses that fill gaps in project area residents' ability to meet daily needs.			✓	✓
3. **Building Improvement Programs** – Modify existing City and BURA-funded Storefront and Tenant Improvement programs to support efforts to attract and retain BIPOC- and immigrant-owned businesses, culturally specific businesses, and other businesses that support a sense of belonging for a diverse community; and support current business tenants to prevent or mitigate displacement.		✓		✓
4. **Marketing** –Highlight and celebrate Downtown Beaverton (and, once adequate stability measures are in place, Allen Boulevard) as multicultural destinations and increase awareness of existing BIPOC-owned and culturally specific small businesses in these areas.		✓	✓	✓
5. **Tenant and Homeowner Support** — Increase the reach of existing tenant and homeowner support programs in the project area provided by partner organizations among BIPOC residents, residents with disabilities, and residents whose primary language is not English by building relationships with culturally-specific organizations working in the project area and securing more sustainable funding. Explore opportunities for additional, accessible wealth-building tools.	✓			
6. **Affordable Housing Development** — Continue and expand efforts to increase the supply of regulated affordable housing in the project area through exploring options for sustainable local funding for affordable housing development and expanding partnerships with affordable homeownership developers.	✓			

PROPOSED STRATEGIES FOR THE PROJECT AREA	Stability		Belonging	
	Resident	Business	Resident	Business
7. Low-Cost Housing Preservation Incentives — Seek out opportunities to partner with multifamily property owners on improving properties and stabilizing rents within the project area in exchange for low-interest loans or other financial incentives, including connecting with property owners through new City programs (e.g., rental inspection program and eviction prevention pilot program).	✓			
8. Reestablishment Policies – Establish local policies to mitigate and minimize disruption and harm to directly affected residents and businesses when City or BURA actions require existing residents or businesses to move, expanding on state and federal requirements and building on lessons learned from the current BURA reestablishment pilot program.	✓	✓		
9. Equitable Community Benefits – Leverage City support for development projects in the project area to deliver equitable community benefits (e.g., use of local and/or MWESB businesses for construction or operations, local hiring or apprenticeships, providing public spaces/amenities, public art, or incorporating affordable housing, active and affordable commercial space or other community objectives), including setting policy goals and priorities informed by community engagement to inform negotiations for specific projects.	✓	✓	✓	✓
10. Programming and Events – Expand culturally specific and family-friendly programming and events in the project area by supporting community members, local business organizations, and culturally specific organizations in providing, coordinating, and expanding culturally specific and family-friendly programming by the City and public and/or non-profit partners.			✓	✓
11. Parks and Public Spaces – Work with community members and partners such as Tualatin Hills Parks and Recreation District, where appropriate, to build, enhance, and maintain parks and community spaces in the project area that create welcoming places to gather, connect with nature, and promote health and well-being.			✓	✓
12. Transportation Safety and Accessibility – Improve safety, accessibility, connectivity, sustainability, and quality of pedestrian, bike, and transit infrastructure in the project area (e.g., sidewalks, curb ramps, road crossings, street lighting, bike facilities, and transit stops) for users of all abilities walking, biking, taking transit or using other modes of mobility, including wheelchairs, strollers and walking aids by aligning funding and programs.	✓	✓	✓	✓

New Programs to Explore				
13. Construction Disruption Assistance – Mitigate impacts to current businesses from publicly funded construction activities in the project area through a construction disruption assistance program.		✓		
14. Inclusive and Affordable Commercial Spaces – Support the creation of low-cost, safe, curated spaces for small, emerging, and local businesses to grow.		✓		✓
15. Business Organizing –Support a collaborative business environment through City engagement with businesses and assistance with business organizing on Allen Boulevard. The Allen Boulevard Plan calls for the City to "Support the establishment of an inclusive Allen Boulevard business group to encourage collaboration between businesses and provide a direct communication channel with the City."		✓		✓
16. Low-Cost Housing Acquisition Support — Support nonprofit, resident, or mission-driven organization acquisition of existing low-cost market rate rental housing.	✓			
17. Manufactured Housing Communities Stabilization – Develop local policies and programs to support and complement state regulations related to closure or redevelopment of manufactured housing communities, sometimes referred to as mobile home parks.	✓			
18. Community Ownership – Explore options to provide community ownership of property within the project area through community investment trusts or similar means.	✓	✓	✓	

Beaverton Downtown Equity Strategy
Equitable Internal Processes Recommendations
Prepared by Coalition of Communities of Color

Prepared for City of Beaverton and Beaverton Urban Redevelopment Agency (BURA)

The community engagement recommendations are outlined around the theme of Equitable Internal Processes. Equitable Internal Processes include various categories: accounting for and addressing organizational inequities, clear and consistent communication, building meaningful partnerships, reducing administrative burdens, and utilizing qualitative data.

EQUITABLE INTERNAL PROCESSES

- Accounting for and addressing organizational inequities
    - Assess what the organization currently does well and what needs to improve or be accomplished around community-led engagement
    - Clearly and honestly assess and communicate the City's constraints, barriers, and failures in advancing community defined priorities
    - Clearly assess and communicate what has been done, what plans are in the works, and what failures have been experienced and why – especially with regard to BIPOC communities in Beaverton
    - Continue efforts to retain and hire more BIPOC staff so that the organization reflects the community's diversity. Retaining may look like internal support systems paired with meaningful action to support equitable workplace environments. Hiring may be focused on current positions/departments that have traditionally had little to no diversity and creating new positions/departments to support these recommendations.
    - Create an engagement audit process of past efforts and an internal and external public repository for sharing those community engagement findings, learning, and commitments. Keep it updated.
    - Develop a formal system to de-silo internal processes and relationships to create systems that share past learnings and work collaboratively on projects, policy development, decision making, and budgeting. A similar formal system should be created to coordinate the city's relationships with CBOs and community liaisons and leaders for future collaboration.

- Clear and consistent communication (government → community)
  - Clearly communicate when and how community members have influence within government
  - Communicate the findings of any internal research, such as survey findings, and how these data will be used and translated for decision makers (e.g., data → action)
  - Expand the use of diverse communication platforms: local radio, social media, booths in busy commercial areas, and community portals such as local TV channels
  - Utilizing the City's Language Access Policy as a guide, translate communications in multiple languages and in ways that are culturally appropriate. When possible, create original communications in languages other than English in order to retain the cultural grounding that is sometimes lost during translation.
  - Updates, news, and other relevant information should be regularly shared back with communities
  - Communicate redevelopment information and other opportunities via already existing channels, like mailings from the City and to offer person-to-person assistance (often the best method for reaching BIPOC businesses)

- Building meaningful partnerships:
  - Work with communities to organize social events that include fun, culturally specific and linguistically accessible activities – make a plan to include those who are not often engaged or invited to participate. Targeted engagement is more meaningful than trying to reach out to everybody for every engagement each time.
  - Establish creative ways to engage communities – when conducting engagement, ensure community space is welcoming and inclusive. Have a community leader support the facilitation of the engagement. Practice with any technology or tools used for the engagement before the event to prevent any issues with translation or accessibility. The events themselves should feel good and encourage cross-cultural community-building. Some creative ideas include, centering parents of school age children, sports, and attend already organized/planned events.
  - Provide incentives for community members to participate in City-led events. Consult the City's stipend policy for guidance on compensating community members for their time.
  - Adjust engagement efforts to respect cultural differences in collaboration with community members (e.g., shyness is a cultural value, and voicing opinions is not always the pathway for engagement). More community engagement staff may be helpful, but in the meantime, collaboration with community members from various communities is key.
  - Provide training to staff conducting engagement on culturally responsive engagement
  - Facilitate/organize opportunities for business owners to meet and network with relevant stakeholders (e.g., chamber of commerce, staff at the City, other business owners) and "influencers" (e.g., elected officials)
  - Broaden outreach and engagement beyond the "usual suspects" (e.g., the same businesses and community-based organizations)
  - Hire community outreach/engagement liaisons at the City to expand capacity to build long-term relationships with communities that have no or only a few community-based organizations that serve them

- o Create a BIPOC business advisory committee (culturally and linguistically diverse) composed of business owners and advocates who advise the City on projects and plans impacting various communities

- Reducing administrative burdens
  - o Simplifying processes for applying for government assistance, grants, and other technical assistance programs
  - o Create a centralized space to learn about opportunities, plans (e.g., for redevelopment), and to help businesses build capacity (e.g., connect with contracting opportunities as available).
  - o Utilizing the City's Language Access Policy for guidance, offer application forms in multiple languages that are also culturally appropriate and meaningful
  - o Hire culturally and linguistically specific "navigators" to help businesses and residents with grant and loan applications, tax filings, and other forms of compliance. Expand existing partnerships that support this type of navigation.

- Utilize qualitative data
  - o The language of community is narrative and stories (i.e., qualitative data). COB needs to invest in how they think about, use, and communicate qualitative data. Numbers and statistics can be very helpful, but they often miss contextual, actionable, and structural approaches. Training on the use of qualitative data for decision making and communication is needed, also hiring in-house expertise to further support these efforts are critical.

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- All attendees at community engagement events
- Jessica Hua, Community Ambassador
- Jawad Khan, Community Ambassador
- Jenny Kim, Community Ambassador
- Joni McSpadden, Community Ambassador
- Piyawee Ruenjinda, Community Ambassador
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Appendices

Purpose of this Tool
Relational Accountability Process (RAP) for Racial Equity is an organizational tool designed for the City of Beaverton (COB) to support accountability by assessing relationality and racial equity in the context of projects, decision-making, and strategic planning. The tool offers a series of guiding questions, centered on relationality and racial equity, that are designed to be answered at the beginning, middle, and end of a project or strategy. The purpose of this method is to operationalize continuous reflection and learning, to document and implement changes or shifts along the way, and ultimately to have a transparent process that details how and why specific outcomes are achieved, particularly those directly informed by community members. Meaningful accountability that builds trust with the community requires transparency around communicating processes and their outcomes. The RAP tool supports the COB in organizing this effort.

Why is this Tool Needed?
Governments struggle with being transparent about processes that are central to decisions that impact community members. Instead, governments often focus on demonstrating trustworthiness and accountability by achieving better, typically quantifiable, outcomes. However, the rush to better measurable results often sacrifices focusing on, documenting, and sharing meaningful processes that build sustainable relationships and trust with communities, particularly those historically marginalized or ignored (e.g., BIPOC communities). The RAP tool for Racial Equity is meant to support this missing piece.

The RAP tool is also a response to what Beaverton community members, over the past five years, have repeatedly communicated to the COB: Community members want more *meaningful and equitable relationships* with the COB and a shift away from transactional and tokenizing modes of operation.[1] This requires the government to be more trustworthy and accountable in efforts to make the city a place where people feel like they belong and are seen and heard. Meaningful and equitable relationships can look like clarifying the extent to which community voices have impacted final decisions, sharing how unexpected shifts in project resources (e.g., budgeted/earmarked dollars) or COB management have impacted outcomes, or sharing back how various inputs and high-level strategies inform decisions (e.g., bundling an art or safety center).

How does the RAP Tool advance racial equity?
The RAP Tool advances racial equity by (1) capturing and encouraging internal and external organizational *processes centered on meaningful relationships* and (2) supporting thinking, documenting, and strategizing in ways that *explicitly confront racial inequities* throughout the process of a project or strategy.

1) **Processes centered on meaningful relationships**

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[1] Beaverton Downtown Equity Strategy – www.beavertonoregon.gov/DES

Many government projects and strategies attempt to build meaningful relationships with communities via engagements, especially with marginalized communities (e.g., BIPOC, migrants, and folks with low income). However, these relationship-building efforts are often unsuccessful for many reasons including:

- <u>Engagements fail to be transparent about the entire process</u> through which a project or strategy undergoes (e.g., from pre-launch of a project to final decisions). Shared communication about the process (i.e., how, why, who, and when) is often surface level and only shared at limited points during the process, or sidelined altogether. Clarity about the full spectrum of a project or strategy helps to build trust with community members so they know how and when to engage or what to ask about for more clarification.
- <u>Engagements are not experienced as meaningful</u> but instead as extractive and tokenizing, paired with limited or no real decision-making power, and commonly viewed by marginalized community members as lacking value. In addition, BIPOC communities often share that they lack understanding of what happened with their input shared in past engagements. They do not feel that their ideas and strategies are being implemented, which ultimately means it feels meaningless to participate in future engagement events.
- <u>Engagements are not accountable for meeting project/strategy values and goals</u>. Projects and strategies often begin with values like centering the strategies of communities most marginalized and goals such as implementing recommendations that mitigate harm to BIPOC communities. These values and goals are often loudly communicated at the beginning of projects but then omitted or abandoned towards the end. When values and goals are addressed, they are typically explained via outcomes and metrics that do not clearly address the extent to which values and goals were met or the reasons why they were not.

Community members have repeatedly expressed the need for more transparency, meaningful experiences, and accountability from the government. The RAP Tool provides support to meet this request by guiding government projects and strategies in better understanding their processes through building meaningful relationships internally and externally.

2) **Explicitly confronting racial inequities**

Similar to other government-centered racial equity tools such as the Government Alliance on Race and Equity (GARE) model[2], the RAP Tool provides critical questions for staff to think, document, and strategize in ways that confront racial inequities throughout the entire process of the project or strategy. For example, which communities are purposely included in the process and why? How will your communications plan and products reach non-English speaking and immigrant communities? What decision-making power do external partners have in this project or strategy? How is racial equity considered during decision-making processes? While some government projects and strategies ask these questions at the beginning of a project, they often fail to capture how initial intentions shifted or were altered during the process. The reality is that intentions are not always met for various reasons (e.g., funding is limited/lost, management changes, engagement is unsuccessful, etc.). When communities confront governments about these shortcomings, there is little evidence to share about why initial commitments shifted and led to different outcomes. By explicitly thinking, documenting, and strategizing about racial equity throughout a project/strategy process, governments can be more accountable to their commitments and outcomes for racial equity.

Using the Tool

The RAP Tool helps to document the process of a project or strategy throughout its life course – beginning, middle, and end. A designated team member(s) (i.e., project manager/team leads) will complete a series of questions about organizational transparency, partnerships, and communication at three different times during the project/strategy (beginning, middle, end).
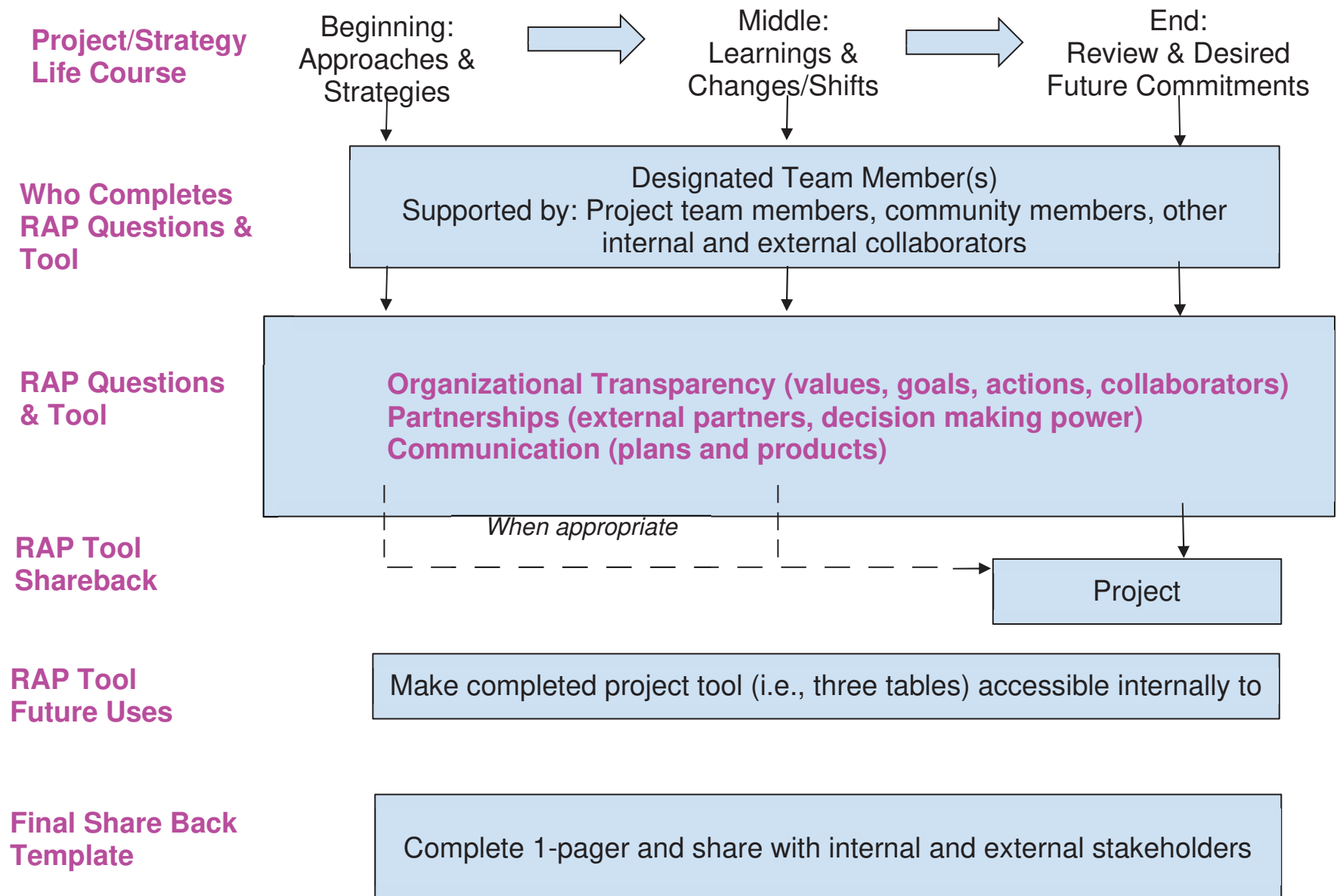
The designated team member(s) that will complete the tool should:
- Set dates or time frames that define the beginning, middle, and end of a project/strategy.
- Retrospectively complete the beginning questions if the RAP Tool is adopted after a project/strategy starts.
- Set aside at least two weeks before completing the tool to solicit feedback on RAP Tool questions from relevant stakeholders to get a fuller understanding of the project/strategy process (e.g., project team members, community members involved with the project/strategy, and other internal or external collaborators like Community or Technical Advisory Committees).
- Make the completed RAP Tool accessible to all relevant stakeholders to assess learnings, especially around transparency, partnerships, and communication and to benefit future programmatic processes.
- Complete the final share back template and share with all relevant stakeholders.

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[2] GARE Model – https://www.racialequityalliance.org

Project/Strategy Life Course	Beginning: Approaches & Strategies	→	Middle: Learnings & Changes/Shifts	→	End: Review & Desired Future Commitments

Who Completes RAP Questions & Tool

Designated Team Member(s)
Supported by: Project team members, community members, other internal and external collaborators

RAP Questions & Tool

Organizational Transparency (values, goals, actions, collaborators)
Partnerships (external partners, decision making power)
Communication (plans and products)

RAP Tool Shareback

When appropriate

Project

RAP Tool Future Uses

Make completed project tool (i.e., three tables) accessible internally to

Final Share Back Template

Complete 1-pager and share with internal and external stakeholders

Using the RAP tool with other equity tools:
There are various equity tools that governments use to build out projects or guide strategic planning (e.g., GARE toolkit). The RAP Tool is meant to be used with whatever equity tools an organization has already chosen to use. It is meant to add-on to other equity tools, as a short-hand to document, reflect, track, and share concisely about the process and relations that were a part of the project or strategy. Lastly, the RAP Tool serves as a repository or archive for what was learned on past engagements.

RAP Questions & Tool

BEGINNING: APPROACHES & STRATEGIES

These questions should be answered at the beginning of a project/strategy (or retrospectively, if the project/strategy has already started). Responses to questions The purpose of these questions is to be clear on (1) what you want or hope to do, (2) what and who has informed your ideas, plans, and desires for the project/strategy, and (3) how these two are centering racial equity.

When documenting what and who has informed aspects of the project/strategy, "what" could be community engagement, strategic planning, legislation, etc., and "who" could be community leaders, BURA, electeds, etc. When documenting how these have centered racial equity, the "how" could be the ways that BIPOC communities are being centered throughout the process and approach, etc.

Guiding Questions

- Organizational Transparency:
    - **Values:** What <u>values</u> are driving the direction of the project/strategy? What and who has informed these <u>values</u>? Be explicit about how these <u>values</u> support the goals for racial equity.
    - **Goals:** What are the <u>goals</u> of this project/strategy? What and who has informed these <u>goals</u>? How are these <u>goals</u> in the service of racial equity (e.g., which communities are being centered)?
    - **Organizational Collaborators:** Who are the internal <u>organizational collaborators</u> and what are their contributions to the project/strategy? What and who has informed the <u>organizational collaboration</u>? What experiences of racial equity work do the organizational collaborators bring with them, and how is this informing the collaboration?
    - **Actions:** What <u>actions</u> (e.g., workplan, community engagement, developing a policy, etc.) are guiding the project/strategy? What and who has informed these <u>actions</u>? How will these <u>actions</u> advance racial equity?
- Partnerships with Community:
    - **External Partners:** Who are the <u>external partners</u> (i.e., those outside of your organization) on this project/strategy? What and who has informed this collaboration? Specifically, which historically marginalized communities are/will be partners (e.g., BIPOC, low income, immigrant and refugee, disabled)?
    - **Decision-Making Power:** What <u>decision-making power</u> do external partners have in this project/strategy? What and who has informed this approach? How is racial equity considered during decision-making processes?
- Communication:
    - **Plans & Products:** What are the communication <u>plans</u> (i.e., how) and <u>products</u> (e.g., newsletters, websites, local radio) of the project/strategy that will be communicated internally and externally? What and who has informed this approach? What part of the approach is intended to ensure racial equity outcomes (e.g., reaching non-English speaking and immigrant communities)?

Project/Strategy Name: _____ **Date Completed:** _____

Accountability		BEGINNING – Approaches & Strategies Reflexivity (reflection + learning + action)
Organizational Transparency	Values:	
	Goals:	
	Organizational Collaborators:	
	Actions:	
Partnerships	External Partners:	
	Decision-Making Power:	
Communication	Plans & Products:	

Once completed, a strategy (e.g., shared notes document) is needed for members/leaders of the project to capture learnings and changes and shifts in the project/strategy along the way to help fill out the next part of the R.A.P tool.

MIDDLE: LEARNINGS & CHANGES/SHIFTS

These questions should be answered at the midpoint of a project/strategy, informed by learnings and changes/shifts since the "beginning form" was filled out. The purpose of these questions is to be clear on (1) what our experiences of the process and learnings are so far (2) what has changed/shifted from when we started to the midway point of the project/strategy? Be explicit about what (e.g., community engagement, strategic planning, legislation) and who (e.g., community leaders, BURA, electeds, communities of color) has informed your learnings and changes/shifts that have occurred midway through the project/strategy. Also be explicit about how racial equity considerations have been part of the learning as well as changing/shifting of the project/strategy.

Guiding Questions

- Organizational Transparency:
  - **Values:** What are we learning about staying true to the project's values, as described/outlined at the beginning of the project/strategy? What changes/shifts are we making due to these learnings? To what extent are these changes/shifts about racial equity?
  - **Goals:** What are we learning about meeting the goals of this project/strategy? What changes/shifts are we making due to these learnings? What impact does this have on our racial equity goals (be explicit about which groups/communities)?
  - **Organizational Collaborators:** What are we learning with our internal organizational collaborators? What changes/shifts are we making due to these learnings? Which learnings are about racial equity, and to what extent are they understood across our organization?
  - **Actions:** What are we learning about the actions we've taken during this project/strategy? What changes/shifts are we making due to these learnings? How have these actions impacted racial equity?
- Partnerships with Community:
  - **External Partnerships:** What are we learning about our external partnerships during this project/strategy? What changes/shifts are we making due to these learnings? What have our external partners explicitly pointed out about racial equity?
  - **Decision-Making Power:** What are we learning about the actual decision-making power of our external partners in this project/strategy? What changes/shifts are we making due to these learnings? How does this reflect racial equity?
- Communication:
  - **Plans & Products:** What are we learning about the communication plans and products about the project's/strategy's goals, values, organizational collaborators, actions, external partners and their decision making power? What changes/shifts are we making due to these learnings? How is this supporting racial equity?

Project/Strategy Name: _____ **Date Completed:** _____

Accountability		MIDDLE – Learnings & Changes/Shifts Reflexivity (reflection + learning + action)	
		Lessons Learned	**Changes/Shifts**
Organizational Transparency	Values:		
	Goals:		
	Organizational Collaborators:		
	Actions:		
Partnerships	External Partners:		
	Decision-Making Power:		
Communication	Plans & Products:		

END: REVIEW & FUTURE COMMITMENTS

These questions should be answered at the end of a project/strategy. The purpose of these questions is to be clear on how things ended at the end of this process and to capture desires for future approaches and commitments.

Guiding Questions

- Organizational Transparency:
  - **Values:** What did we learn about ensuring the project's <u>values</u> stayed intact during the process of the project/strategy? Based on what we have learned, what are important future <u>values</u> for a similar project/strategy? Be explicit about how this supports racial equity.
  - **Goals:** Now that the project/strategy is complete, what did we learn about our initial <u>goals</u>? Based on what we have learned, what are important future <u>goals</u> for a similar project/strategy? Be explicit about how this supports racial equity.
  - **Organizational Collaborators:** What did we learn about the successes and challenges of our <u>organizational collaboration</u> throughout the process of the project/strategy? Based on what we have learned, what are important future considerations for <u>organizational collaboration</u> for a similar project/strategy? How can these learnings and ideas support racial equity efforts organizationally?
  - **Actions:** What did we learn about the successes and challenges of the <u>actions</u> taken throughout the project/strategy? Based on what we have learned, what are important future <u>actions</u> for a similar project/strategy? Be explicit about how this supports racial equity.
- Partnerships with Community:
  - **External Partnerships:** What did we learn about the successes and challenges of working with <u>external partners</u> throughout the project/strategy? Based on what we have learned, what are important future considerations for <u>external partnerships</u> for a similar project/strategy? Be explicit about how this supports racial equity.
  - **Decision-Making Power:** What did we learn about the actual <u>decision-making power</u> of the external partners throughout the project/strategy? Based on what we have learned, what are important future considerations to support or be clearer about the <u>decision-making power</u> of external partners for a similar project/strategy? Be explicit about how this supports racial equity.
- Communication:
  - **Plans & Products:** What did we learn about the successes and challenges of our communication <u>plan and products</u>? Based on what we have learned, what are important future communication <u>plans and products</u> for a similar project/strategy? How can future communications support racial equity?
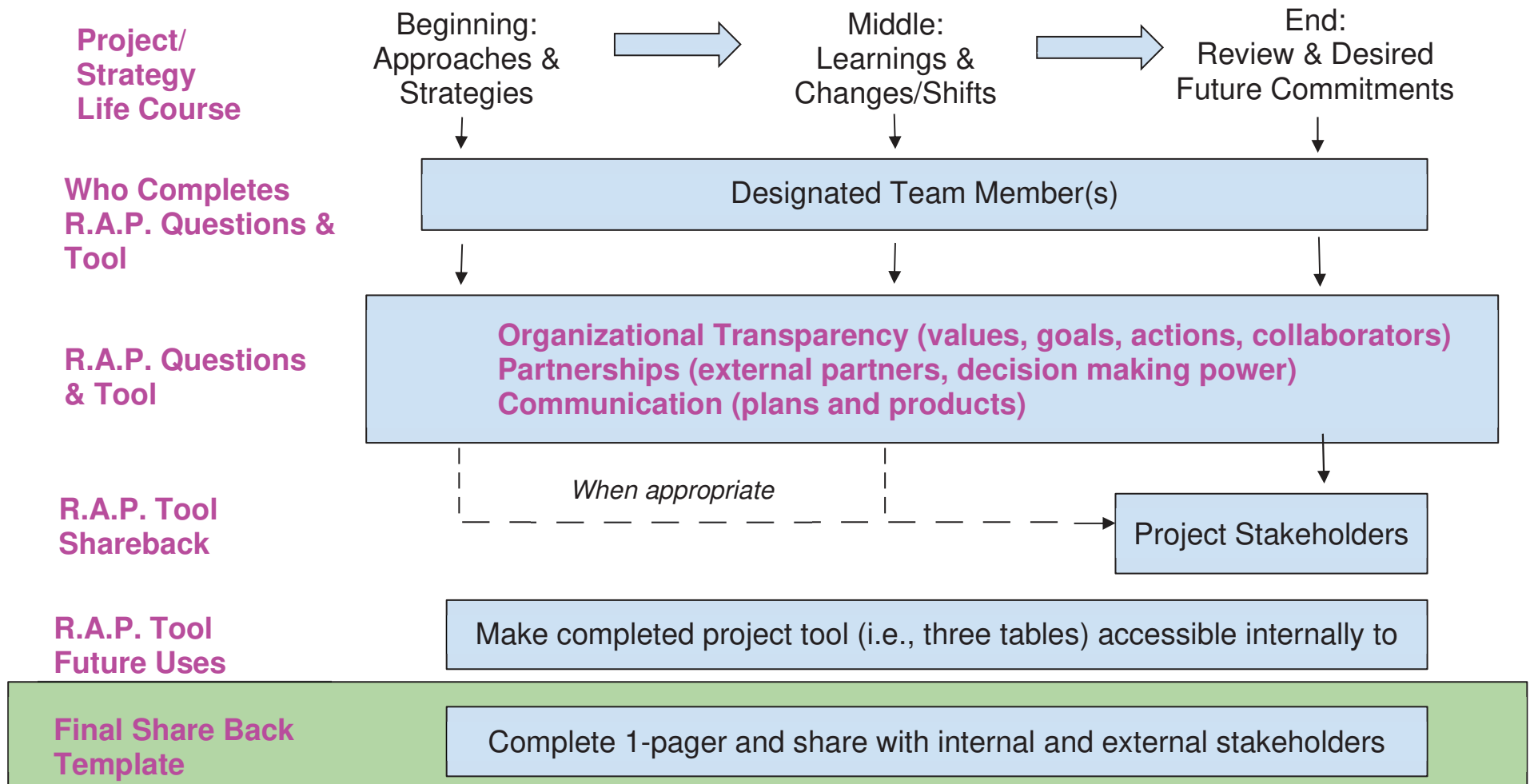
Project/Strategy Name: _____ **Date Completed:** _____

Accountability		END – Review & Future Commitments Reflexivity (reflection + learning + action)
Organizational Transparency	Values:	
	Goals:	
	Organizational Collaborators:	
	Actions:	
Partnerships	External Partners:	
	Decision-Making Power:	
Communication	Plans & Products:	

Final Share Back Template

WHEN SHOULD I USE THIS TEMPLATE?

This is the final output of the RAP tool. It should be completed after the three tables/matrices associated with the Beginning, Middle, and End of the project/strategy life course are completed. The Share Back Template (highlighted in green in the figure below) is a one-page template that, once completed, should be made available and accessible to internal and external stakeholders.

Project/ Strategy Life Course	**Beginning:** Approaches & Strategies	→	**Middle:** Learnings & Changes/Shifts	→	**End:** Review & Desired Future Commitments

Who Completes R.A.P. Questions & Tool

Designated Team Member(s)

R.A.P. Questions & Tool

Organizational Transparency (values, goals, actions, collaborators)
Partnerships (external partners, decision making power)
Communication (plans and products)

R.A.P. Tool Shareback

When appropriate

Project Stakeholders

R.A.P. Tool Future Uses

Make completed project tool (i.e., three tables) accessible internally to

Final Share Back Template

Complete 1-pager and share with internal and external stakeholders

Project/Strategy Name: _____ **Date Completed:** _____

Desired Outcomes	Achieved Outcomes

Key moments/circumstances/decisions that impacted the shifts from desired to achieved outcomes

How did internal and external relationships influence the success of each achieved outcomes identified above

How can internal and external relationships be improved to meet desired/achieved outcomes of future work?

To what extent were final decisions influenced by BIPOC community members, leaders, organizations?

Beaverton Downtown Equity Strategy
Strategies for Displacement Prevention and an Inclusive Downtown

September 13, 2022

Prepared for: City of Beaverton

Final Report

ECONorthwest
ECONOMICS · FINANCE · PLANNING

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Table of Contents

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1. Introduction

ECONorthwest is working with the City of Beaverton and a team of community-based organizations on the Downtown Equity Strategy—a new initiative of the City of Beaverton and the Beaverton Urban Redevelopment Agency (BURA). The City and BURA are poised to change Beaverton's downtown for generations through significant investments in public infrastructure, private development, and other City programs and activities. The City and BURA desire to develop the Downtown Equity Strategy to guide these investments and other City initiatives to ensure that downtown Beaverton is an inclusive place for racially diverse and other historically marginalized communities and that involuntary displacement as a result of these investments is prevented or mitigated.

This report includes strategies to prevent and mitigate displacement ("Stability" strategies) and to create a more inclusive downtown ("Belonging" strategies). These strategies were informed by ECONorthwest's research on national examples and best practices, engagement efforts for this project led by the Coalition of Communities of Color, and discussions with City staff with experience administering existing programs. They were also informed by discussions with City Council, BURA board members, and input from community-based organizations that were a part of the project team.

Themes from Engagement: Ingredients of Stability and Belonging

Several key ingredients of stability and belonging for residents and businesses have emerged from engagement and research.[1] These inform the strategies that follow.

Residents

- Access to **housing** that is affordable, adequately maintained, and meets household needs (e.g., accessibility, space for multigenerational or multifamily households); and support addressing challenges with landlords or lenders.

- Access to **products and services** that support daily life (e.g., grocery/convenience stores, casual/family-friendly restaurants, health services) and businesses that provide culturally relevant products or services.

- Access to **recreational opportunities** (including parks, trails, community buildings, and recreation/entertainment businesses) to support health, well-being, and community-building that are safe (from traffic and over-policing), adequately maintained, family-friendly, accessible for those with disabilities, and offer culturally relevant/specific activities.

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[1] Research Justice Institute at Coalition of Communities of Color. 2022. Beaverton Downtown Equity Strategy: Community Engagement Data Analysis.8

- **Safe and barrier-free connections** to businesses and amenities for people of all abilities (e.g., lighting, ramps, sidewalks, crossings).

Businesses

- Access to quality, affordable commercial **space** that meets business needs, support to understand and negotiate rights and responsibilities and address challenges with property owners.

- A safe, accessible, and cared-for **environment** around the business (e.g., lighting, graffiti/vandalism, appropriate support and services for people experiencing houselessness, security without over-policing, cleaning/maintenance of public spaces, and access for multi-modal customers, including those with disabilities).

- Access to **resources** to support business growth and meet government requirements (e.g., mentorship, technical assistance) that address current needs, are culturally responsive, and are available in the business owners' primary language without complex application processes.

- **Connections** to other businesses and City leadership (e.g., mentorship, partnerships, business organizations, and engagement by City leadership).

Existing Conditions Highlights

Key findings from the Background Conditions Summary for this project that informed these strategies are summarized in brief below. Additional information is available in the full Background Conditions Summary document.[2]

- Resident demographics and the existing housing stock in the area suggest this is an area where residential displacement is a particular concern, especially for those living in older, low-cost, unregulated apartments and manufactured home parks.

- There is a broad mix of businesses in the area, including a high number of Asian, Latinx, and immigrant-owned businesses.

- Market conditions are tight for both apartments and commercial space, with low vacancy rates. Retail rents for the area have increased faster than the city overall, while rents for older apartments appear to have increased more slowly than the city overall.

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[2] ECONorthwest. 2021. Beaverton Downtown Equity Strategy; Existing Conditions Summary.

2. Overview of Proposed Strategies

Strategies include modifications to existing programs to better align them with equity goals and potential new programs or partnerships the City could explore/advance. The strategies are developed for application to the Downtown Equity Strategy project area, which includes downtown and the urban renewal area, as well as the area immediately south and west of the urban renewal area, including the Allen Boulevard corridor. Strategies are summarized in brief in Exhibit 1. Additional details for each strategy are provided in Section 3.

Black, Indigenous, and People of Color, shortened to BIPOC, is a recently created and now widely used term designed to be inclusive of all minoritized races and ethnicities (all non-white identified people), while highlighting the unique circumstances of African Americans (who were enslaved and brought forcibly to the US) and Indigenous Americans (who faced genocide, had their land taken from them, and were forcibly moved to reservations). These circumstances have resulted in different and worse life outcomes for these two groups than we see among other communities of color who migrated to the United States, though the racism and discrimination for all non-white groups have resulted in lower life outcomes. Using "BIPOC" is also an effort to decenter whiteness in language. Other attempts at inclusive terms such as "non-white" place whiteness at the center of the definition instead of communities of color.

Exhibit 1: Summary of Proposed Strategies

PROPOSED STRATEGIES FOR THE PROJECT AREA	Stability		Belonging	
	Resident	Business	Resident	Business
Modifications to Existing Programs				
1. **Business Technical Assistance** – Actively coordinate efforts to help small businesses navigate City services and technical assistance programs provided through partner organizations that help small businesses overcome obstacles to growth to ensure consistent language access, availability of culturally responsive services, and ongoing alignment of services that meet the needs of BIPOC- and immigrant-owned small businesses; and to provide a connected and robust network of support that bridges across departments and organizations.		✓		✓
2. **Business Attraction** – Pivot the City's Downtown restaurant recruitment strategy to include a strong emphasis on attracting restaurants and other kinds of businesses that support a sense of belonging for a diverse community, including culturally specific businesses and businesses that fill gaps in project area residents' ability to meet daily needs.			✓	✓
3. **Building Improvement Programs** – Modify existing City and BURA-funded Storefront and Tenant Improvement programs to support efforts to attract and retain BIPOC- and immigrant-owned businesses, culturally specific businesses, and other businesses that support a sense of belonging for a diverse community; and support current business tenants to prevent or mitigate displacement.		✓		✓
4. **Marketing** –Highlight and celebrate Downtown Beaverton (and, once adequate stability measures are in place, Allen Boulevard) as multicultural destinations and increase awareness of existing BIPOC-owned and culturally specific small businesses in these areas.		✓	✓	✓
5. **Tenant and Homeowner Support** — Increase the reach of existing tenant and homeowner support programs in the project area provided by partner organizations among BIPOC residents, residents with disabilities, and residents whose primary language is not English by building relationships with culturally-specific organizations working in the project area and securing more sustainable funding. Explore opportunities for additional, accessible wealth-building tools.	✓			
6. **Affordable Housing Development** — Continue and expand efforts to increase the supply of regulated affordable housing in the project area through exploring options for sustainable local funding for affordable housing development and expanding partnerships with affordable homeownership developers.	✓			
7. **Low-Cost Housing Preservation Incentives** — Seek out opportunities to partner with multifamily property owners on improving properties and stabilizing rents within the project	✓			

PROPOSED STRATEGIES FOR THE PROJECT AREA	Stability		Belonging	
	Resident	Business	Resident	Business
area in exchange for low-interest loans or other financial incentives, including connecting with property owners through new City programs (e.g., rental inspection program and eviction prevention pilot program).				
8. **Reestablishment Policies** – Establish local policies to mitigate and minimize disruption and harm to directly affected residents and businesses when City or BURA actions require existing residents or businesses to move, expanding on state and federal requirements and building on lessons learned from the current BURA reestablishment pilot program.	✓	✓		
9. **Equitable Community Benefits** – Leverage City support for development projects in the project area to deliver equitable community benefits (e.g., use of local and/or MWESB businesses for construction or operations, local hiring or apprenticeships, providing public spaces/amenities, public art, or incorporating affordable housing, active and affordable commercial space or other community objectives), including setting policy goals and priorities informed by community engagement to inform negotiations for specific projects.	✓	✓	✓	✓
10. **Programming and Events** – Expand culturally specific and family-friendly programming and events in the project area by supporting community members, local business organizations, and culturally specific organizations in providing, coordinating, and expanding culturally specific and family-friendly programming by the City and public and/or non-profit partners.			✓	✓
11. **Parks and Public Spaces** – Work with community members and partners such as Tualatin Hills Parks and Recreation District, where appropriate, to build, enhance, and maintain parks and community spaces in the project area that create welcoming places to gather, connect with nature, and promote health and well-being.			✓	✓
12. **Transportation Safety and Accessibility** – Improve safety, accessibility, connectivity, sustainability, and quality of pedestrian, bike, and transit infrastructure in the project area (e.g., sidewalks, curb ramps, road crossings, street lighting, bike facilities, and transit stops) for users of all abilities walking, biking, taking transit or using other modes of mobility, including wheelchairs, strollers and walking aids by aligning funding and programs.	✓	✓	✓	✓
New Programs to Explore				
13. **Construction Disruption Assistance** – Mitigate impacts to current businesses from publicly funded construction activities in the project area through a construction disruption assistance program.		✓		
14. **Inclusive and Affordable Commercial Spaces** – Support the creation of low-cost, safe, curated spaces for small, emerging, and local businesses to grow.		✓		✓

PROPOSED STRATEGIES FOR THE PROJECT AREA	Stability		Belonging	
	Resident	Business	Resident	Business
15. Business Organizing –Support a collaborative business environment through City engagement with businesses and assistance with business organizing on Allen Boulevard. The Allen Boulevard Plan calls for the City to "Support the establishment of an inclusive Allen Boulevard business group to encourage collaboration between businesses and provide a direct communication channel with the City."		✓		✓
16. Low-Cost Housing Acquisition Support — Support nonprofit, resident, or mission-driven organization acquisition of existing low-cost market rate rental housing.	✓			
17. Manufactured Housing Communities Stabilization – Develop local policies and programs to support and complement state regulations related to closure or redevelopment of manufactured housing communities, sometimes referred to as mobile home parks.	✓			
18. Community Ownership – Explore options to provide community ownership of property within the project area through community investment trusts or similar means.	✓	✓	✓	

3. Strategy Details

Modifications to Existing Programs

This section introduces programs and strategies that the City of Beaverton and its partners currently utilize but, through community and staff feedback, hope to improve based on national best practices to prevent and mitigate displacement ("Stability" strategies) and to create a more inclusive downtown ("Belonging" strategies). Each strategy considers how the program currently works, models and examples from elsewhere, considerations for future implementation, staffing and funding needs, and potential partners. Existing program descriptions, considerations for future implementation, staffing and funding needs, and potential partners were largely provided by city staff.

Business Strategies

- Business Technical Assistance
- Business Attraction
- Building Improvement Programs
- Marketing

Housing Strategies

- Tenant and Homeowner Supports
- Affordable Housing Development
- Low-Cost Housing preservation

Redevelopment Strategies

- Reestablishment Policies
- Public Private Partnerships

Public Space Strategies

- Programming and Events
- Parks and Public Spaces
- Transportation Safety and Accessibility

Business Strategies

<table>
<tr><td>1. Business Technical Assistance</td></tr>
</table>

Actively coordinate efforts to help small businesses navigate City services and technical assistance programs provided through partner organizations that help small businesses overcome obstacles to growth to ensure consistent language access, availability of culturally responsive services, and ongoing alignment of services that meet the needs of BIPOC- and immigrant-owned small businesses; and to provide a connected and robust network of support that bridges across departments and organizations.

Existing City Programs/ How it works today

Doing business with the City: City Staff work directly with businesses to navigate the City services they need to operate successfully in Beaverton. Economic Development staff in some cases and other City departments have customer service staff who assist businesses with City processes (e.g., applying for a business license, permitting an expansion, assisting with event permits, or adding outdoor seating). The City recycling program also provides technical assistance to businesses to help them meet their recycling and food waste requirements. The City language access policy states that materials shall be translated into Spanish, with recommended translation into Chinese, Vietnamese, Arabic and Korean, and encouraged to be translated into Japanese and Russian. The City's business license application form is available in Spanish,[3] business recycling forms and information are available in multiple languages, and recent COVID-19 relief grant applications and materials were made available in Spanish, Korean, and Arabic. However, many other City materials geared toward businesses are provided online in English only.

Additional support needed to thrive: Businesses need more support than navigating city services. Staff provide some assistance to help businesses locate new locations by conducting property searches and connecting them with potential spaces, have historically offered some restaurant-focused technical assistance in line with the restaurant strategy, such as photography and social media help for restaurants, and workshops about taking food photos. In addition, the City of Beaverton has provided support for business assistance through partners such as Impact Beaverton, Adelante Mujeres, and MESO. Current partners offer these business assistance services in English and Spanish, but presently the City does not have partners that offer services in Arabic, Korean, Vietnamese, or other languages.

The City's website (which is available in multiple languages through Google Translate) has a centralized page with links to information relevant to a variety of business needs and interests, including requirements for building and doing business in Beaverton and information regarding available local incentives and City purchasing opportunities.)[45] Some of the existing technical assistance services provided by partners at Impact, MESO, and others include: 1:1 confidential business counseling, help writing/editing their business plan, help locating business financing, and more.

What could be improved to make progress toward equity goals?

While the City is already providing information and resources that resonate with needs expressed during community engagement, and is already partnering with some culturally-specific and culturally-responsive providers, there are additional solutions to barriers that were uplifted in community engagement effort the City could improve the experience of navigating City resources, such as:

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[3] https://www.beavertonoregon.gov/552/Business-Licenses
[4] https://www.beavertonoregon.gov/35/Business
[5] https://www.beavertonoregon.gov/273/Start-Up-Assistance

1. Business Technical Assistance

- Simplifying application processes for City resources (grants, licenses, permits, etc.) and offering application forms in additional languages, and assistance with completing these applications.

Additionally, the City can support businesses (directly or through partners) with education and hands-on training for business operation or expansion needs that do not involve City services, with a focus on the types of businesses that are most in need of support. This could include:

- Resources for legal assistance and navigating lease terms, and other services to prevent displacement
- Online marketing (e.g., listing in online maps, search engine optimization, and using social media for business promotion)
- Developing a hybrid business model with online and in-person options
- Using new technologies and equipment
- Partnerships (e.g., "take-overs") and cross-promotion with related businesses
- Hiring contractors
- Recruiting, hiring, retaining, and training employees
- Staying in compliance (e.g., insurance, health codes, taxes, rents, and other legal/regulatory standards)
- Provide information to businesses about where there may be gaps in the market given residents' preferences and the products and types of businesses they are looking for.
- Assisting businesses in identifying opportunities for ownership of space.
- Active coordination with partners on applying for more outside funds to support businesses.

While the City may not need to provide these services directly, the City's role could also expand to include:

- Increasing awareness of city and partner services and contacts among BIPOC- and immigrant-owned businesses through additional outreach and communications.
- Supporting county coordination of the work of multiple service providers (e.g., ensuring communication and alignment between providers). This could take the form of a Business Navigator/Empowerment center—working with culturally- and linguistically-specific "navigators" or advocates to help businesses (and potentially residents) with grant and loan applications, navigating across City departments and partner programs, etc.

Examples

- Portland supports the small and community of color owned businesses across the city with the Inclusive Business Resource Network.[6]
- The City of Columbus, Ohio identified gaps in its small business and economic development ecosystem, it partnered with community organizations and businesses to develop the Small Business Agenda and expand awareness of resources, build capacity of ecosystem stakeholders, improve services and capital provision, and foster connectivity among anchors and small businesses.[7]
- The City of Oakland provides simplified processes for applying for government assistance, grants, and other technical assistance programs.[8]

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[6] https://prosperportland.us/portfolio-items/inclusive-business-resource-network/
[7] https://www.columbus.gov/business/Small-Business-Agenda-Home/
[8] https://www.oaklandca.gov/boards-commissions/alameda-county-oakland-community-action-partnership-administrating-board

1. Business Technical Assistance

- The City of Portland's Clean Energy Mini-Grant program offers fillable PDF grant application forms in seven languages.[9]
- Seattle hires culturally and linguistically specific navigators to help businesses and residents with grant and loan applications, tax filings, etc.[10]
- Baltimore's Downtown Partnership developed a Black Owned and Occupied Storefront Tenancy (BOOST) program that has helped cultivate a cluster of five wellness and health-themed businesses owned by Black women. The program involved below-market-rate leases and up to $50,000 of assistance with renovations, financial, legal, and marketing training.[11]

Implementation Considerations	- Confirm any new programming fits into the long-term vision for role of the City before initiating.
Staffing/Funding needs	- Have existing funding for business technical assistance, which could incorporate some of these modifications. Additional funding would be needed to provide additional services such as resources for legal assistance or expanded contractual services.
Potential Partnerships	- Impact Beaverton, Beaverton Area Chamber of Commerce, SCORE, Adelante Mujeres, MESO, Beaverton Downtown Association, Korean Society of Oregon, Muslim Educational Trust
BURA Funded?	- Potential use of BURA funding for services within the Urban Renewal Area

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[9] https://www.portland.gov/bps/cleanenergy/pcef-mini-grants
[10] https://www.hindawi.com/journals/usr/2011/687834/
[11] https://www.baltimoresun.com/features/bs-md-ci-healthy-howard-row-black-owned-businesses-20210828-3ah56r5gybdnrh6liiuw4p62pa-story.html

2. Business Attraction

Pivot the City's Downtown restaurant recruitment strategy to include a strong emphasis on attracting restaurants and other kinds of businesses that support a sense of belonging for a diverse community, including culturally specific businesses and businesses that fill gaps in project area residents' ability to meet daily needs.

Existing City Programs/ How it works today

The City of Beaverton successfully deployed the Restaurant Strategy in 2016 with the goal to make Old Town the premiere restaurant destination on the Westside, with 33 new opens and 12 under construction.

The City's ongoing effort has been to attract and celebrate culturally diverse restaurants and build upon Beaverton's reputation as a global community. The City has leveraged the Tenant Improvement program to award grants to restaurants of any kind, with 30 grantees being new to Beaverton. As a result of this effort, new restaurants including breweries, Korean restaurants, sushi bars, donut shops, and more have opened. Beloved local restaurants like Tan Tan Cafe, Giovanni's, and Mo Cha Tea House have also seen renovations.

What could be improved to make progress toward equity goals?

The City's successful recruitment program can pivot to be responsive to the community's desire for a broader range of services and events and businesses that serve across economic levels, focusing on needs and desires identified during engagement, such as small retail shops, a local convenience store, entertainment, family-friendly recreation and restaurants, and more culturally-specific restaurants. Additional engagement and relationship-building could help refine this further.

As the City does with the existing recruitment program it will need to understand the gaps and barriers that are preventing the desired businesses from locating in the study area and work to address those. This strategy will be most successful if combined with other business strategies, including:
- Providing technical assistance for recruited businesses (Strategy 1).
- Providing financial support for building out a space (Strategy 3).
- Highlighting current and newly recruited businesses through marketing efforts (Strategy 4).
- Master leasing or supporting local micro businesses or home businesses looking to develop brick and mortar locations in the area through an incubator approach (Strategy 14).

This strategy may be most appropriate for Downtown until displacement prevention and other supportive measures have been implemented for Allen Boulevard businesses.

Examples

- Venture Richmond in Richmond, VA, is recruiting small, women, and minority and immigrant-owned businesses to fill street-level vacancies in its downtown arts district. Tenants receive $10,000 grants for moving in and opening within a specified time period. Many types of businesses can apply, including retail, restaurants, makers, entrepreneurs, and others.[12]
- Pittsburgh's Downtown CDC recruits independent retailers that add local character and serve both residents and visitors. They focus on recruiting boutique, small and innovative businesses and offer assistance with negotiations between businesses, developers, and property owners[13]

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[12] https://venturerichmond.com/news/broad-street-arts-district-tenant-recruitment-grants/
[13] https://www.downtowncdc.org/business-recruitment-retention/

2. Business Attraction

Additional Resources:
- Downtown and Business District Market Analysis by the University of Wisconsin-Madison[14]
- LISC guide to Preparing a Commercial District Diagnostic: Understanding the "DNA" of neighborhood commercial districts[15]

Implementation Considerations	• As the City does with other business recruitment, it will need to conduct a market feasibility study to ensure success of the business type in the area. • Success may depend on personal interactions with businesses and trust that the City will follow through.
Staffing/Funding needs	• Existing funding and staffing levels are sufficient. Consultant time may be needed to help the City define this further.
Potential Partnerships	• Impact Beaverton, Adelante Mujeres, MESO, property owners in the project area, commercial real estate brokers
BURA Funded?	• Potential for BURA funding for activities within the Urban Renewal Area, particularly around employment

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[14] https://fyi.extension.wisc.edu/downtown-market-analysis/files/2011/02/Recruitment092211.pdf
[15] https://www.lisc.org/media/filer_public/ec/6c/ec6c7d26-cc91-4c2d-910f-e459ea1a1d4d/cdna_manual_022720_1.pdf

3. Building Improvement Programs

Modify existing City and BURA-funded Storefront and Tenant Improvement programs to support efforts to attract and retain BIPOC- and immigrant-owned businesses, culturally specific businesses, and other businesses that support a sense of belonging for a diverse community; and support current business tenants to prevent or mitigate displacement.

Existing City Programs/ How it works today

The City offers Tenant Improvement grants to support the costs associated with interior renovations or a redesign of interior spaces for food- and/or beverage-based businesses located in the Tenant Improvement Program Area. The City also offers Storefront Improvement grants to support the costs associated with exterior building renovations or redesign for most businesses or commercial buildings located in the Old Town Beaverton, Beaverton Central, or Allen Boulevard Program Area. All grants are dispersed on a reimbursement basis, usually a matching grant up to $50,000. With construction and remodeling costs currently elevated, some projects are large enough that they qualify for the maximum grant. Grantees can receive a maximum of $75,000 over 5 years if they apply for multiple projects.

What could be improved to make progress toward equity goals?

The existing grant programs should be modified to address the following goals:

- **Develop programs that mitigate and disincentivize displacement of current business tenants.** Currently, either tenants or property owners may apply for the grants. The City needs to have criteria in place so that grants do not motivate property owners to turn over a commercial space, displacing the existing business. Staff is working on modifications to address this concern, including the incorporation of a displacement risk assessment, in the grant application process, if the applicant is a landlord. The City could also require property owners receiving the grants to extend, or require, leases for existing businesses. However, any requirements the City might impose on the property owner should not negate the grant incentive.
- **Coordinate recruitment strategies and support efforts to attract and retain BIPOC- and immigrant-owned businesses, culturally specific businesses, and other businesses that support a sense of belonging for a diverse community.** As the City shifts its business recruitment efforts to attract businesses that support a sense of belonging for BIPOC residents, the eligibility criteria for the existing grant programs should be updated to align with this new focus. Economic development staff can also work with the desired businesses to identify what type of support they need to establish a location in the study area. The City could also explore increased use of these programs to support improvements to buildings on Allen Boulevard, where engagement pointed to concerns about property maintenance and up-keep.
- **Remove barriers to participation for small businesses and BIPOC- and immigrant-owned businesses.** This could include:
  - Adjusting the grant payment schedule: The existing program reimburses businesses for qualifying expenditures, but some businesses do not have capital to pay costs upfront. The City could explore other approaches to fund distribution or payment, such as:
    - Disburse a portion of funds up-front,
    - Increase grant amounts for qualifying small businesses to $75,000 for an initial grant (the City currently offers up to $50,000 on a first project and $25,000 in additional funds for future projects over five years, but few businesses complete multiple projects,
    - Partner with a local Credit Union to offer low-interest loans to grantees, with the City or BURA absorbing some risk so higher-risk grantees (e.g., restaurants, new businesses, those without assets, etc.) can qualify for a loan.
  - Simplifying the grant application process by merging the Storefront and Tenant Improvement programs, which would combine application forms, removing jargon,

3. Building Improvement Programs

simplifying match levels and grant amounts, and offering the form in multiple languages (e.g., Spanish, Arabic, Vietnamese, and Korean); as well as offering technical assistance specific to the application process.

o Offering education and networking opportunities, such as pre-training on the permitting and construction processes.

o Providing permitting information and guidance, and models as well as more translation and interpretation when working with local businesses and pairing them with resources to identify designers, contractors, and architects with demonstrated success working with BIPOC business owners.

o Promoting COBID list or resources to help businesses locate contractors that are qualified to perform storefront and tenant improvement work.

Examples

- The Jade District in Portland offers Business Improvement Grants funded by TIF, with a priority on improvement projects that keep the character and stability of the community that currently lives in the Jade District. Applicants must describe how the project addresses the Jade District mission and strategies and makes lasting improvements. Applications are reviewed and selected by a group of volunteers from the Jade District Steering Committee. Selected businesses work with the PCC SE Campus Small Business Development Center to develop a detailed project plan including budget, timeline, and any licensing requirements prior to final project approval.[16]
- The Small Business Tenant Improvement Fund Pilot in Seattle provided grants for commercial space improvements to small businesses in neighborhoods where there is a high risk of displacement.[17]

Implementation Considerations	• Matching programs are often successful at filtering for those more serious about business investment but might exclude businesses with less access to upfront capital, such as small businesses.
Staffing/Funding needs	• Existing staffing levels are likely sufficient, but additional General Funds (already allocated) would continue to be necessary to build upon the programs' success in areas outside of the Urban Renewal Area, including Allen Boulevard.
Potential Partnerships	• Businesses and property owners, commercial real estate brokers, and organizations that provide business services such as Impact Beaverton, MESO, and Adelante Mujeres as well as internal partnerships and coordination across Permitting Divisions, Code Enforcement, Reestablishment Pilot, Climate Action Plan
BURA Funded?	• BURA funding could be utilized for projects within Urban Renewal Area

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[16] https://jadedistrict.org/grant-programs/; https://cdn-6242a151c1ac19ed28d4f223.closte.com/wp-content/uploads/2017/06/Business-Improvement-TIF-Grant-Criteria.pdf
[17] https://www.seattle.gov/office-of-economic-development/commercial-affordability/tenant-improvement-fund

4. Marketing

Highlight and celebrate Downtown Beaverton (and, once adequate stability measures are in place, Allen Boulevard) as multicultural destinations and increase awareness of existing BIPOC-owned and culturally specific small businesses in these areas.

Existing City Programs/ How it works today

The City of Beaverton has produced the Beaverton Night Market in partnership with the City's Diversity Advisory Board since 2015. This annual event fosters cross-cultural exchange and interaction by community members and creates a space and economic opportunity for culturally-specific businesses to showcase their work.[18] The City also supports Beaverton Restaurant Week, a destination marketing strategy employed in collaboration with the Beaverton Downtown Association (BDA), and has provided funding for the BDA's Old Town Passport, an initiative that highlights discounts at local businesses. The City recently partnered with Mercatus to develop a Beaverton-specific directory of BIPOC owned and operated businesses. The City has previously offered social media grants to downtown restaurant owners, including pro bono photography services. The City also plans to develop an arts and innovation branding solicitation for the Beaverton Central district. To date, the City has not engaged in district marketing campaigns in the Allen Boulevard district.

What could be improved to make progress toward equity goals?

Marketing the downtown and Allen Boulevard areas should be done in a way that prioritizes connecting existing residents and businesses. Community members provided feedback on improvements that they would like to see, specifically highlighting that the area has a concentration of multicultural assets and that these should be highlighted through hosting and promoting culturally specific events and public festivals that center cultural diversity. These events can both create a sense of belonging and increase awareness of existing culturally-specific businesses and other businesses that meet the daily needs of area residents.

Additional discussion of events and programming aimed at providing a sense of belonging is included in Strategy 10. Examples of events that could serve a marketing purpose for local businesses could include:
- Health and wellness fairs (that connect residents/visitors with local health and wellness businesses)
- Walks focused on specific types of businesses
- BIPOC poetry slam at different BIPOC-owned businesses
- Restaurant Week spin-offs focused on specific cuisines

Other creative marketing solutions to promote small businesses could include:
- Organizing one-time social media "takeovers" of City/Partner accounts by small businesses.
- Promoting the Beaverton-specific BIPOC business directory created by Mercatus
- Highlighting BIPOC businesses in Your City articles.
- Developing marketing or signage for businesses that are on a certain list (e.g., green businesses/women-owned businesses, etc.).
- Getting creative with influencer engagement (e.g., past use of Caesar the No Drama Llama), with a focus on culturally relevant platforms and influencers

When anti-displacement tools are in place, promote destination marketing & packages to attract visitors and support businesses in the district:

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[18] https://downtownbeaverton.org/blog/f/the-passport-to-old-town-is-back

4. Marketing

- Develop multicultural asset marketing for visitors and residents. Promote Downtown Beaverton/Allen Boulevard as a multi-cultural destination in the Portland region, being careful not to tokenize or exclude. Bring awareness to culturally-specific artworks which help to define these areas.
- Develop culturally specific in addition to business type specific advertising, (e.g., promoting black-owned businesses.)
- Create destination marketing that looks different and highlight business owners of color and multicultural assets as a reason to visit.

Examples

- South Bronx promotes the local area by inviting businesses to participate in the South Bronx Culture Trail.[19]
- Travel Oregon has an extensive marketing campaign for businesses that opt into the Bike Friendly Businesses Program.[20]
- Mercatus, Portland, is a "business directory and story archive that elevates the unique and universal narratives of entrepreneurs of color in Portland" aiming to connect local businesses, travelers, and residents. Membership for businesses includes access to an exclusive Digital Marketing Program.[21]
- Austin's Six Square District refers to the roughly 6 square mile area of the city where Black residents were once forced into by racist redlining. The initiative rebrands the area as a place to celebrate Black culture and heritage by identifying key historic sites, providing bicycle tours, supporting preservation efforts, operating a gallery, and investing in emerging Black artists.[22]

Implementation Considerations	• The City's current policy directive is to not directly promote private businesses using public funds. To implement many of these recommendations, the City Attorney and City leadership should discuss this policy further to determine what criteria could be established to promote private businesses.
Staffing/Funding needs	• Current staff capacity is focused on marketing city-related services and initiatives.
Potential Partnerships	• Beaverton Downtown Association, Washington County Visitors Association, Mercatus
BURA Funded?	• Potentially for activities within the Urban Renewal Area

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[19] https://www.casitamaria.org/south-bronx-culture-trail
[20] https://industry.traveloregon.com/opportunities/programs-initiatives/outdoor-recreation/bicycle-tourism/bike-friendly-business-program/
[21] https://mercatuspdx.com/
[22] https://www.sixsquare.org/

Housing Strategies

5. Tenant and Homeowner Supports

Increase the reach of existing tenant and homeowner support programs in the project area provided by partner organizations among BIPOC residents, residents with disabilities, and residents whose primary language is not English by building relationships with culturally specific organizations working in the project area and securing more sustainable funding. Explore opportunities for additional, accessible wealth-building tools.

Existing City Programs/ How it works today

- **Home Repair:** The City provides funding through regional nonprofit organizations to fund home repair projects and accessibility adaptations for low-income, owner-occupied households. These local funds supplement other funding sources for community organizations such as Habitat for Humanity which provide home repair services in the region.
- **Down Payment Assistance:** The City provides funding to two nonprofits (Proud Ground and Portland Housing Center) that provide down payment assistance to low-income households purchasing a home in Beaverton.[23] This local funding supplements other state funding and assistance available for first-time and low-income homebuyers.
- **Informational Assistance and Education:** The City offers fair housing education for landlords and tenants in multiple languages. The City also provides information about housing resources provided by others on its website[24] and offers an Affordable Housing hotline via phone and email with information and responses in multiple languages. These resources connect to and supplement available counseling, education, and informational programs from other providers.
- **Rental Assistance:** The City currently provides direct allocations for rental assistance and resources for low-income tenants impacted by COVID-19 through some culturally specific organizations, as well as Community Action. These local resources supplement state/federal rental assistance programs such as Housing Choice Vouchers (Section 8).
- **Eviction Prevention Assistance:** The City currently offers eviction prevention assistance through a community mediation and dialogue program. The Center for Mediation and Dialogue, part of the City's Department of Community Services and Engagement, provides mediation between private entities. A state-funded program is piloting 6-8 mediation centers throughout the state to try to keep people out of eviction court.[25] This supplements eviction defense resources available statewide.

What could be improved to make progress toward equity goals?

While the City is already providing information and resources that resonate with needs expressed during community engagement, the needs exceed the available funding. Based on themes from engagement, potential improvements include:

- Expanding the number of culturally-specific organizations that the City has relationships with to build more and stronger connections to the community and help people access resources.
- In partnership with community-based organizations, provide tenant rights education and training to empower vulnerable households.
- In partnership with community-based organizations, provide landlords support for understanding tenant rights, challenges with tenants, their responsibilities, and positioning their properties to meet the needs of their tenants.

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[23] https://www.beavertonoregon.gov/1111/Seeking-Lower-Cost-Homeownership
[24] https://www.beavertonoregon.gov/1074/Housing-Services
[25] https://www.beavertonoregon.gov/1096/Eviction-Protection

5. Tenant and Homeowner Supports

- Communicating programs using diverse communication platforms: local radio, social media, booths in busy commercial areas, and community portals such as local TV channels.
- Considering partnering with existing culturally-specific tenant and homeownership support programs that operate elsewhere in the region.
- Seeking additional and more consistent funding for these programs so that more Beaverton residents know about these programs and can benefit from them.
- Communicating transparently about the limitations and challenges of expanding these programs or the City's role in supporting tenants and homeowners.
- Working with partners to establish physical locations in or near the area where people can access services or classes in person. Promote existing resources such as the community action outreach worker at the Beaverton Public Library.
- Develop and promote energy efficiency resources for low-income homeowners to reduce household energy expenditures.
- Promote partner resources, such as Energy Trust of Oregon resources to improve building energy efficiency and reduce energy burden. This could also be paired with existing outreach to multifamily property owners.
- Explore other partnerships and programs that support household wealth building for low-income households and historically marginalized communities. (E.g., IDA Program)

Examples

- The Save Your Home Philly Hotline is a government-authorized foreclosure prevention program in Philadelphia.[26]
- Native American Youth and Family Center's (NAYA) Homeownership Counseling Program is supported by Portland Housing Bureau, OHCS, and HUD and provides culturally specific homeownership coaching, education, and programming.[27]
- In West Orange, NJ, the West Orange Housing Rehabilitation Program is funded through developer fees and offers low and moderate-income homeowners' loans of up to $35,000 at zero percent interest to assist in home repairs and basic improvements.[28]
- San Francisco's Eviction Defense Collaborative provides pro bono assistance to tenants facing legal proceedings brought by their landlords, including eviction.[29]
- The City of Vancouver's Affordable Housing Fund allocates 25 percent of funds to be used to provide rental assistance to low-income households.[30]

Implementation Considerations	- There are many service providers, including Washington County and nonprofit organizations. Need to be clear about the City's role.
Staffing/Funding needs	- Typically, funding has come from CDBG. Due to COVID, additional federal funds were allocated temporarily. Additional funding is necessary to expand these support offerings.
Potential Partnerships	- Oregon Housing & Community Services (OHCS), Washington County, Fair Housing Council of Oregon, Legal Aid, and other CBOs
BURA Funded?	- BURA funding may be utilized for projects within the Urban Renewal Area

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[26] http://www.saveyourhomephilly.org/
[27] https://nayapdx.org/services/homeownership/
[28] http://www.westorange.org/254/West-Orange-Homeowners-Rehabilitation-Pr
[29] https://evictiondefense.org/
[30] https://www.cityofvancouver.us/eph/page/affordable-housing-fund

6. Affordable Housing Development

Continue and expand efforts to increase the supply of regulated affordable housing in the project area through exploring options for sustainable local funding for affordable housing development and expanding partnerships with affordable homeownership developers.

Existing City Programs/ How it works today

- **Funding:** The City uses its local allocation of funds from Metro's regional affordable housing bond, TIF, and General Fund to fund affordable housing development.[31]
- **Other Support:** The City provides a Nonprofit Affordable Housing Tax Exemption for nonprofit-owned housing where units are rented to tenants earning 60% and less of area median income (AMI) or 80% and less of AMI for those in their second and subsequent years of tenancy. The City also recently updated its Vertical Housing tax abatement program to better support mixed-income development with a share of units designated as affordable in certain areas.

What could be improved to make progress toward equity goals?

The need for affordable housing exceeds the supply and increasing access to affordable housing can help lower-income residents remain in the area as market conditions change. With the Metro Affordable Housing Bond largely allocated, the City may need to consider additional funding options in order to continue making investments in affordable housing in the area.

The 2018 Beaverton Affordable Multifamily Housing Preservation and Development Study[32] considered several local funding sources to support affordable housing development, including:

- **General Obligation Bond** – General Obligation (GO) bonds provide a stable, dedicated revenue source for capital improvements through increased property tax rates (voter approval required).
- **Increased Tax Increment Set Aside** – BURA could enact a specific, increased set-aside target and more fully fleshed out set of guidelines for investments in (1) acquisition and rehabilitation of existing affordable units or (2) new construction. This would require amending the Urban Renewal Plan and require voter approval.
- **Local Option Levy** – Subject to voter approval, this tool would tax homes at a specific rate and set those funds aside for affordable housing preservation, new development, or programmatic support.
- **Construction Excise Tax** – The allowed uses for CET funding are defined by the state statute. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows if the City uses a residential CET:
    - 50% to be used for developer incentives (e.g., fee and SDC waivers, tax abatements, etc.)
    - 35% may be used flexibly for affordable housing programs, as defined by the jurisdiction.
    - 15% flows to Oregon Housing and Community Services for homeowner programs.

It also considered other measures that could support affordable housing development, including:

- **Providing Reduced or Waived Permit Fees/SDCs** – A program to reduce, waive, defer, finance, or subsidize permit fees and/or System Development Charges for affordable housing developments.
- **Considering Density/Height Bonuses** – Policies that allow increased density and/or height for regulated affordable housing

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[31] https://www.beavertonoregon.gov/1129/Metro-Regional-Affordable-Housing-Bond
[32] https://beaverton.granicus.com/MetaViewer.php?view_id=2&clip_id=1982&meta_id=105961

6. Affordable Housing Development

- **Developing an Affordable Housing Land Acquisition Strategy** – Using strategic land acquisitions to reduce land costs and provide opportunities for new affordable and mixed-income housing construction.
- **Expediting Development Review** – Allow for faster development review for affordable housing, or pre-approved housing development types, thereby reducing time and potentially reducing carrying cost for developers.
- The City can partner with affordable homeownership developers (e.g., Habitat for Humanity) to expand affordable homeownership options, in addition to affordable rental housing.

Examples

- In 2016, the City of Portland passed a $258 million bond for affordable housing. The goal of the bond is to build or preserve up to 1,300 units in the next five to seven years. The City just issued a request for information to solicit interest in acquiring properties or land under the affordable housing bond. The City is looking for opportunities to acquire existing properties of 20 or more units or vacant land that is appropriately zoned for 20+ housing units and is looking for both traditional and nontraditional development opportunities. The bond is governed by a Policy Framework that outlines priorities and goals for how to invest the bond funds. The framework was developed with oversight from an 18-member advisory group and input from public comments and was adopted by city council.[33]
- The City of Milwaukie adopted a CET on commercial, residential, and industrial development in November of 2017. The City exempted deed-restricted affordable housing, ADUs, and improvements less than $100,000 from paying the CET. The adopting ordinance allocates funds as required by state statutes, specifying that flexible funds from the commercial improvements will be used 50% toward housing available to those making up to 120% of MFI, and 50% for economic development programs in areas with sub-area plans (such as Downtown and Riverfront, and the City's urban renewal areas).[34]
- The City of Eugene acquires properties and prepares them for future affordable housing development. The acquisition process involves selection of an appropriate site, neighborhood outreach, environmental review and other due diligence activities, a review by an Evaluation Committee, and a final decision by City Council. Criteria for site selection include price; zoning; size; proximity to employment, schools, and transportation; no environmental contamination; and access to existing infrastructure. Since the purchase of the first site in 1979, nearly 92 acres have been acquired for affordable housing using a combination of federal and local funds. Thus far, 992 units of affordable housing units have been developed on program parcels, and 48 units are currently under construction. The City has spent $5.4 million in nominal dollars on land acquisition.[35]

Implementation Considerations

- Several of the potential additional local funding sources require voter approval. All would require further evaluation of trade-offs and planning for how revenue would be allocated.
- Other potential measures to support affordable housing development may require changes to the development code, SDC methodology, or permit review protocols, which would require additional effort and input from staff and stakeholders.

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[33] https://www.portland.gov/phb/portlands-housing-bond-framework
[34] https://www.milwaukieoregon.gov/building/construction-excise-taxes
[35] https://www.eugene-or.gov/1042/Affordable-Housing-Development-Incentive

6. Affordable Housing Development

Staffing/Funding needs	• A dedicated funding source is needed to increase the supply of regulated, affordable housing development.
Potential Partnerships	• Affordable housing developers, OHCS, HUD, Washington County, Metro
BURA Funded?	• BURA funding can be utilized for portions of projects within the Urban Renewal Area, in accordance with the Urban Renewal Plan

7. Low-Cost Housing Preservation Incentives

Seek out opportunities to partner with multifamily property owners on improving properties and stabilizing rents within the project area in exchange for low-interest loans or other financial incentives, including connecting with property owners through new City programs (e.g., rental inspection program and eviction prevention pilot program).

Existing City Programs/ How it works today

Housing Preservation Pilot Program: The City has been working with a few interested property owners to test out partnerships to stabilize existing multifamily rental housing while retaining existing property ownership. The intent of the program is to improve the housing stock while minimizing displacement and retaining some affordability. The program has been challenging to implement due to low-interest rates (creating little incentive to take City funding with affordability requirements), but it remains an important strategy.

What could be improved to make progress toward equity goals?

Many existing residents expressed concerns about rising rents and displacement risk. Keeping existing low-cost market-rate housing affordable to current residents is an important strategy for preventing displacement.

The City can encourage participation in the existing Preservation Pilot Program through relationships with landlords and contact through other programs such as code enforcement and The Center For Mediation And Dialogue eviction prevention pilot program. The City can develop a comprehensive outreach and marketing strategy to better connect with property owners and consider how to reach non-English speaking, culturally-specific communities.

The City could also consider implementing a tax abatement for properties that participate in the Preservation Pilot Program, and/or offering technical assistance to small property owners to navigate the process of making improvements and participating in the program. Other housing preservation strategies would require new programs beyond what the City currently has in place.

Examples

- The 4d Affordable Housing Incentive program in Minneapolis, MN, offers incentives for property owners to keep a share of units affordable, and to make energy efficiency improvements. Property owners who keep at least 20% of units affordable to households making less than 60% of AMI can qualify for a 40% tax reduction for 10 years, receive a small grant ($100 per affordable unit up to $1,000 per building), and qualify for energy efficiency assessments and rebates.[36]
- New York City's J-51 Exemption and Abatement program offers property tax reductions for privately-financed major capital improvements to residential apartment buildings, which then become subject to rent stabilization or rent control for the duration of the tax exemption (typically 10 years for privately-financed projects, with a 4-year phase-out period).[37]

Implementation Considerations	- As interest rates rise, interest in City funding may increase. - Develop a comprehensive outreach and marketing plan to better connect with property owners and inform about the opportunity

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[36] https://www2.minneapolismn.gov/government/programs-initiatives/housing-development-assistance/rental-property/4d/
[37] https://www1.nyc.gov/site/hpd/services-and-information/tax-incentives-j-51.page

7. Low-Cost Housing Preservation Incentives	
Staffing/Funding needs	• Depending on the scope determined for implementation, more staffing and/or funding resources would be necessary to provide culturally responsive outreach and technical assistance to landlords.
Potential Partnerships	• Landlord associations
BURA Funded?	• BURA funding could be utilized for projects within the Urban Renewal Area

Redevelopment Strategies

8.	Reestablishment Policies

Establish local policies to mitigate and minimize disruption and harm to directly affected residents and businesses when City or BURA actions require existing residents or businesses to move, expanding on state and federal requirements and building on lessons learned from the current reestablishment pilot program.

Existing City Programs/ How it works today

Federal and State Law require the provision of relocation assistance in urban renewal plans. Presently, under the Central Beaverton Urban Renewal Plan, relocation assistance may be required pursuant to ORS 35.500-35.530 where residents and businesses are temporarily or permanently dislocated as a result of acquisition of property by a public entity.[38]

A reestablishment pilot project is underway for BURA-acquired properties. It includes financial assistance for directly displaced residents and businesses:
- For businesses: up to $50,000 for qualifying reestablishment expenses, or $25,000 fixed amount in lieu of providing qualifying documentation of expenses.
- For residential tenants: up to $25,000 for qualifying reestablishment expenses—rental assistance (for the incremental increase in rent) for up to 42 months or $12,500, up to $25,000 for down payment assistance, or $12,500 fixed amount in lieu of providing documentation of expenses.
- The pilot includes direct payment, with 50% disbursed upon executed Agreement and an agreed upon move-out date and 50% disbursed after vacating and fulfilling requirements.[39]

Staff intends to propose a more permanent program for BURA property acquisitions following the pilot.

What could be improved to make progress toward equity goals?

Through the pilot program, the City is actively looking at how to take lessons learned and move the pilot program to policy. Staff is refining and documenting lessons learned such as:
- Allowing flexibility in the program - some tenants have a different idea of what makes sense for their business and where they want to move.
- Providing different levels of assistance based on criteria such as time in the space, investment in the space, and whether they remain in Beaverton.
- Providing complimentary technical assistance with new space searches
- Working with partners who may be able to offer a referral list for brokers
- Expanding the grant programs, beyond the offering limits in the pilot.
- Considering how to support businesses in buildings that are being acquired that have deferred maintenance with below market rents,
- Considering how to accommodate and incorporate the needs of different business types.

The Urban Institute Guidance on Responsible Relocation includes additional recommendations, such as:[40]
- Using a trauma-informed approach to policy development by:[41]

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[38] https://www.beavertonoregon.gov/DocumentCenter/View/1849/BURA-Plan-City-Council-6-9-2011?bidId=
[39] https://beaverton.granicus.com/MetaViewer.php?view_id=11&clip_id=2552&meta_id=148834
[40] https://www.urban.org/sites/default/files/publication/104467/an-equitable-strategy-for-public-housing-redevelopment_0.pdf
[41] https://ncsacw.acf.hhs.gov/userfiles/files/SAMHSA_Trauma.pdf

8.   Reestablishment Policies

- o Providing case management and support before, during, and for at least 12 months after relocation
- o Establishing a data system to track households and businesses during re-establishment.

Implementation Considerations	• The pilot has already proven that it is a staff and labor-intensive process to work with each individual. There is a need to find balance for the process between formalization and flexibility so that it can be structured, but not too rigid as to be unable to customize for individual needs.
Staffing/Funding needs	• Staff and funding needs would be dependent on the type of additional tools implemented and whether or not the financial assistance to displaced tenants was negotiated as part of the sale or not.
Potential Partnerships	• Potential for internal staff to assist with technical assistance for certain businesses. Possibly contract out the residential displacement.
BURA Funded?	• Yes, for BURA-acquired properties

9. Equitable Community Benefits

Leverage City support for development projects in the project area to deliver equitable community benefits (e.g., use of local and/or MWESB businesses for construction or operations, local hiring or apprenticeships, providing public spaces/amenities, public art, or incorporating affordable housing, active and affordable commercial space or other community objectives), including setting policy goals and priorities informed by community engagement to inform negotiations for specific projects.

Existing City Programs/ How it works today

The City's affordable housing investments have community benefit provisions including 20% MWESB contracting and marketing/screening requirements to include equity in engagement.
The City currently requires some social goals and good faith efforts for delivery in Development Agreements. For example, one mixed-use project in the study area (originally called The Rise Central, now called Arc Central) that received some Tax Increment Financing (TIF) funds, and a partial property tax abatement included a small percentage of affordable units. Another example is BURA's BC2 Site Exclusive Negotiation Agreement with a developer that also requires the developer to make good faith efforts for 20% COBID for professional services and construction.

What could be improved to make progress toward equity goals?

When the public sector has something to offer new development in a targeted area beyond regulatory approval of a development (e.g., reduced-cost land through a land write-down or substantial public investments in infrastructure or place-making), it creates opportunities to put additional requirements on the development through a Development Agreement or Community Benefits Agreement. These agreements can be negotiated based on what is appropriate for the site and community needs; however, the City could create a framework to provide a starting point to determine the appropriate elements for a given development solicitation or negotiation. This framework could identify a "menu" of potential benefits including affordable housing or commercial space, childcare centers, or other provisions such as local hiring requirements for consideration on individual projects.

Examples

- Residents in the City of Detroit, Michigan voted to approve a Community Benefits Ordinance in 2016. The ordinance, amended in 2021 is enacted when a development project is $75 million or more in value, receives $1 million or more in property tax abatements, or in value of city land sale or transfer. When these conditions are met an advisory council is established and nine community representatives from the impacted area work with the developer to establish the community benefits that are then given to the council for final approval. So far, this process has secured a number of benefits, including school field restoration, affordable residential rental rates, and $2.5 million to build basketball courts across the city.[42]
- The One Hill Coalition in Pittsburgh, Pennsylvania secured a community benefits agreement that included local jobs with local hires, a grocery store in a previous food desert, and $8.3 million dollars in improvements associated with the development of an arena.[43]

Implementation Considerations	- Adding requirements as a condition of receiving funding can make the development more expensive and/or time-consuming and must be balanced against the value of the development itself. - May require additional land write-down or public incentives to achieve additional objectives

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[42] https://detroitmi.gov/departments/planning-and-development-department/design-and-development-innovation/community-benefits-ordinance
[43] https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/pittsburgh_united_final.pdf

9. Equitable Community Benefits	
Staffing/Funding needs	• Current staffing levels are likely sufficient. This program is not expected to incur many upfront costs unless it is determined to engage consultants for assistance.
Potential Partnerships	• Developers and community-based organizations who can help inform community benefit priorities
BURA Funded?	• BURA funding could be utilized for projects in the Urban Renewal Area

Public Space Strategies

10. Programming & Events

Expand culturally specific and family-friendly programming and events in the project area by supporting community members, local business organizations, and culturally specific organizations in providing, coordinating, and expanding culturally specific and family-friendly programming by the City and public and/or non-profit partners.

Existing City Programs/ How it works today

The City supports the 1st Street Dining Commons, the Beaverton Night Market, and the Beaverton Farmers Market. The City also provides grants for community improvements through the Neighborhood Association Committees grants and large and small grant opportunities that focus on projects that provide opportunities, cultural and otherwise for underserved or marginalized community members and promotes community placemaking efforts downtown. The City has additionally provided support for the opening of the Patricia Reser Center for the Arts and the City of Beaverton's Public Art Program supports public art and events such as murals and events such as Ten Tiny Dances. The City also actively coordinates with Tualatin Hill Parks and Recreation Department.

For the upcoming fiscal year, the Events Program has around 30 events on the schedule. There are also partnership events, such as Día de Los Muertos in which community organizations are provided grants and city assistance (as needed for permits, etc.). The City also has four city-supported events: Pride, Rotary Sun Run, Half Marathon, and Westside Shakespeare Festival. Community members and organizations are usually incorporated into the planning of many longstanding city events, and all that the library does.

What could be improved to make progress toward equity goals?

The community provided feedback that they would like to see more meaningful community-led programming and events that are community-centered, community-driven, meaningful, culturally specific, linguistically inclusive, and family-friendly. For example:
- Culturally specific events that are community-centered and linguistically specific (e.g., Día de Los Muertos / Day of the Dead celebrations, Black Nativity in Portland, and Jewish cultural events in Portland and Tigard that center on food, museums, and concerts)
- Grant opportunities or technical assistance to help fund and plan multi-cultural events, activities, and art within the district to bring people together to celebrate.
- Kid-friendly events (e.g., live theater, music shows)
- Food celebrations and Farmer's Markets

Examples

- Twin Cities organization Asian Economic Development Association branded the Little Mekong neighborhood in 2012. They combined anti-displacement strategies in order to bring the business and cultural district to life without displacing the Hmong, Vietnamese, Thai, and other SE Asian communities living in the area. They established the annual Little Mekong Night Market to preserve cultural arts and bring together small businesses. They installed murals with local artists, organized pop-up art food and culture events, and developed a creative maker space for local residents.[44]

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[44] http://www.littlemekong.com/

10. Programming & Events

- The City of Woodburn, Oregon in partnership with community organizations and businesses hosts an annual weekend-long event, Taste of Woodburn, that celebrates the community's diverse cultural heritage through food and entertainment.[45]

Implementation Considerations	• Event coordination is an area in which the City can be more effective as funder vs. organizer.
Staffing/Funding needs	• Depending on the scope for implementation, additional staffing and resources would be necessary for significant increases to City-produced events and programs. Some additional financial resources would be necessary to incentivize outside organizations to produce events and programming.
Potential Partnerships	• Community-based organizations and culturally-specific organizations (e.g., Centro Cultural, HAKI community organization, APANO, Adelante Mujeres, and others)
BURA Funded?	• Potential for BURA funding for events and programming within the Urban Renewal Area

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[45] https://www.woodburn-or.gov/community-services/page/taste-woodburn

11. Parks and Public Space

Build, enhance, and maintain parks and community spaces in the project area that create welcoming places to gather, connect with nature, and promote health and well-being, by:
- Addressing lighting, cleanliness, and accessibility;
- Providing seating, shade, features for children to play and adults to exercise, and places to gather; and
- Expanding opportunities for businesses adjacent to or in parks and public spaces (e.g., farmers' markets, food carts, or arts and crafts vendors).
- Engaging community members in design.
- Considering sustainable design elements and impacts on heat, energy use, and air quality;
- Identifying specific opportunities for improvements through the Downtown Parks and Open Space Framework plan and partnering with Tualatin Hills Parks and Recreation District for implementation.

Existing City Programs/ How it works today

While a separate government entity (Tualatin Hills Park and Recreation District) is the primary provider of park and recreation facilities in Beaverton, the City also owns and maintains several park/recreation facilities in the study area, including but not limited to City Park, North and South Plazas, a two-block section of Broadway Street that has been designed to shut down as a Festival Street, and the 1st Street Dining Commons, a city block that was converted to a public, family-friendly dining plaza during COVID. The Downtown Beaverton Parks and Open Space Framework Plan is currently in the planning phase and is expected to be adopted in late 2022. The plan will build on previous plans and outreach, recommend general areas for new or improved parks, natural areas, and open spaces, identify amenities for an attractive, livable, and economically vibrant mixed-use downtown and ensure that all spaces are welcoming, inclusive, and accessible to everyone. The City also maintains an award-winning flower basket program downtown.

In addition, the City has promoted the Open-Air Beaverton permit program to connect businesses with outdoor infrastructure for operation and has funded the partnering grant program offering design and construction matching grants and technical services.

What could be improved to make progress toward equity goals?

Community engagement highlighted desire for more public spaces that foster community and well-being, including spaces to play that are kid-friendly and have shade, benches, tables, restrooms, and water fountains; and a Multicultural Center or other community gathering place for meetings, celebrations, and group activities. These public spaces should have a connection to local commerce and be accessible by public transportation. All locations should also be accessible for people with disabilities (e.g., wheelchair accessibility, ADA-compliant restrooms). Maintenance and safety of existing public spaces also emerged as a theme from community engagement, including lighting, separation from high-speed roads, routine maintenance of playgrounds and restrooms, the level of police/surveillance presence, and better support for houseless people.
Amenities such as public art that further contribute to a sense of belonging and inclusion and that directly reflect the communities that access these spaces could also be prioritized in these parks and public spaces.

To maximize the value of the existing public spaces, the City can also enhance wayfinding signage using images and multiple languages to help guide people to parks, trails, public landmarks such as the Beaverton Library, public art, and community services.

11. Parks and Public Space

Examples

- Ella Fitzgerald Park in Detroit provides public art, recreational space, and workforce training.[46]
- Kenwood Gardens in Chicago's South Side was transformed from vacant lots into a community garden with spaces for performance, dining, and wellness programming.[47]
- Olympia's Downtown Alliance recently implemented a program to install street banners honoring past and present BIPOC community leaders, working with high school students and community members to research and develop content for the banners.[48]

Additional resources:
- Knight Foundation impact assessment of investments in seven public spaces and their role in community development[49]

Implementation Considerations	- The Downtown Beaverton Parks and Open Space Framework Plan is expected to clarify roles of THPRD and the City regarding construction and maintenance of parks and public spaces in this area. This will inform which recommendations may be more appropriate for implementation by which entity. - Be strategic in areas investments are made to ensure equitable usage
Staffing/Funding needs	Depending on the scope for implementation, more funding would be necessary for creation of additional amenities and increased levels of maintenance.
Phasing	Additional projects could be scheduled for 2023 or later per the Framework Plan.
Potential Partnerships	THPRD, private developers
BURA Funded?	BURA funding may be utilized on a case-by-case basis

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[46] https://knightfoundation.org/wp-content/uploads/2021/03/210323_KF_Gehl_ImpactAssessment_EXTERNAL-1.pdf
[47] https://medium.com/reimagining-the-civic-commons/seeds-of-transformation-taking-root-3f67f402b813
[48] https://downtownolympia.org/CelebrateDiversity
[49] https://knightfoundation.org/reports/adaptive-public-space-places-for-people-in-the-pandemic-and-beyond/

12. Transportation Safety and Accessibility

Improve safety, accessibility, connectivity, sustainability, and quality of pedestrian, bike, and transit infrastructure in the project area (e.g., sidewalks, curb ramps, road crossings, street lighting, bike facilities, and transit stops) for users of all abilities walking, biking, taking transit or using other modes of mobility, including wheelchairs, strollers, and walking aids by aligning funding and programs by:

- Establishing equitable priorities for City-led transportation projects;
- Seeking external funding (e.g., federal grants) and exploring consistent local funding options to design, construct and maintain the project area's infrastructure; and
- Developing programs that facilitate the maintenance and use of transportation infrastructure (e.g., review existing programs to support property owners in sidewalk maintenance, link residents of affordable housing developments to shared mobility resources and employer-based programs that incentivize more affordable means of transportation).

Existing City Programs/ How it works today

In Beaverton, as in many communities, sidewalk construction and maintenance is generally a property owner's responsibility, and developers typically have to build or improve sidewalks at the time of development. The City often takes the lead on larger-scale transportation projects, including pedestrian and bicycle improvements and safety improvements, using local or state/federal funding. The City also has a small grant program available for homeowners who have received code violations based on damaged sidewalks. This provides reimbursement for $1,500 or a maximum of 50% of the costs of repairing damaged sidewalks.

The City has also already identified priorities for transportation improvements in several recent planning efforts. The Allen Boulevard District Plan identifies that safe neighborhoods, transportation connections, and community connections are a priority for the area. It promotes the completion of a concept design for the City-owned property between Hall Boulevard and 124th Avenue as well as to work with TriMet to extend hours and increase frequency of bus service and explore bus stop amenities (benches, trash cans, and transit shelters).

The ongoing Beaverton Loop project aims to coordinate and reinforce destination areas within and adjacent to Downtown. It describes pedestrian and cyclist safety, constraints and opportunities, and development and traffic patterns, including a substantial amount of surface parking surrounding the Loop area, some gaps in sidewalks, some streets that may be unpleasant to walk and bike on, and several high-crash locations, including areas where pedestrians and bicyclists have been hit by cars. The City's active transportation plan has several bicycle/pedestrian projects listed for the downtown area. Prioritizing equitable outcomes will be central to the Transportation System Plan, to be updated beginning in 2023.

What could be improved to make progress toward equity goals?

When planning and prioritizing transportation capital projects, programs, and maintenance, the City should work directly with the community, particularly communities of color and other underserved communities, to understand how past investments have affected the community and how future projects may benefit or burden them, with the goal of finding pathways to reverse past injustices and empower and uplift individuals, families, and neighborhoods.

Community engagement to date has highlighted the desire for infrastructure that allows people to comfortably and safely walk and bicycle to where they need to go and feel protected from auto traffic. The City should work with the community to create complete streets that are safe, accessible, and inviting to the community's most vulnerable users. This means ensuring the walking environment is prioritized. Additional strategies to achieve this could include managing auto speeds through the design of the street, completing or widening sidewalks, giving people walking and biking priority and added

protection at intersections, improving street lighting, adding street trees to provide shade and mitigate heat islands, creating protected bike facilities, and ensuring that all facilities are consistent with ADA accessibility standards.

The City could also support property owners in the study area better with sidewalk maintenance and improvements by modifying the existing program to cover a greater share of expenses, be more targeted based on need, and reduce the need for the property owner to carry costs until the City reimburses them. The current sidewalk maintenance program could also consider expanding to commercial property owners in the project area.

Examples

- The City of Newburg offers sidewalk grants and loans for both residents (property owners) and businesses. Residential grants cover 100% of costs up to $3,000, while loans up to $6,000 are available to residents and businesses for larger projects. Application packets are available in English and Spanish.[50]
- The City of Lock Haven, PA, offers sidewalk improvement grants for low- and moderate-income homeowners using CDBG funds. The City disburses funds directly to the contractor, using a qualified list. The grants are structured as forgivable loans with a 3-year lien that is forgiven over a 3-year period and must be repaid if the property is sold within the 3-year period.[51]
- The cities of Seattle and Eugene both offer city bond measure funded sidewalk development and improvement programs.[52] [53]

Additional resources:
- A Minnesota Walks guide on different approaches to funding sidewalk projects.[54]
- A Los Angeles study on requiring sidewalk improvements at point-of-sale.[55]

Implementation Considerations	- Coordinate with existing efforts to leverage public investment.
Staffing/Funding needs	- Additional funding is needed for any increases to the sidewalk repair grant program. Funding sources for larger transportation infrastructure projects will need to be identified.
Potential Partnerships	- Washington County, property owners
BURA Funded?	- BURA funding could be utilized for infrastructure projects within the Urban Renewal Area

[50] https://www.newbergoregon.gov/engineering/page/sidewalks-newberg
[51] https://lockhavenpa.gov/wp-content/uploads/2015/01/CDBG-Sidewalk-Repair-Grant-Program-Narrative-2.pdf
[52] https://www.seattle.gov/transportation/projects-and-programs/programs/pedestrian-program/sidewalk-development-program
[53] https://www.eugene-or.gov/1086/Bond-Measures-to-Fix-Streets
[54] https://www.health.state.mn.us/communities/physicalactivity/docs/repair.pdf
[55] http://shoup.bol.ucla.edu/PuttingCitiesBackOnTheirFeet.pdf

New Programs

This section introduces new programs and strategies that the City of Beaverton and its partners could potentially implement, based on community feedback and national best practices to prevent and mitigate displacement ("Stability" strategies) and create a more inclusive downtown ("Belonging" strategies). Each strategy provides an overview, relevance to the City of Beaverton, models and examples from elsewhere, considerations for equity and implementation, staffing and funding needs, phasing, and potential partners.

Business Strategies

- Construction Disruption Assistance
- Inclusive and Affordable Commercial Spaces
- Business Organizing

Housing Strategies

- Low-Cost Housing Acquisition Support
- Manufactured Housing Communities Stabilization

Redevelopment Strategies

- Community Ownership

Business Strategies

13. Construction Disruption Assistance

Mitigate impacts to current businesses from publicly funded construction activities in the project area through a construction disruption assistance program.

Overview

Development and infrastructure projects, including private, public, and Urban Renewal, often cause some disruption to the businesses that they surround. These disruptions can be short or long term. Planning for mitigation of the potential negative impacts by communicating with businesses before and during the improvement period to provide appropriate assistance can offset potentially harmful impacts.

Relevance to Beaverton

BURA and the City regularly undertake public improvement projects, while these projects improve the safety and operations of the area, the construction period often impacts businesses and residents in the area. The City would like to mitigate potential negative impacts. City staff have conducted some construction disruption assistance efforts on an ad-hoc basis during construction of projects like the Patricia Reser Center for the Arts, as well as private projects such as the construction of the Mary Ann in Old Town.

Models / Examples

- **Project planning/pre-construction business outreach** – When construction is to take place in a business community, engaging early and often can help mitigate frustrations that may arise and can help businesses and the City prepare for and mitigate negative impacts together. The City should identify point people from the City and contractors to be proactive and communicative.
    - **Example:** The City of Burlington Vermont created an engagement plan for all types of public works projects.[56]
- **Wayfinding/Marketing** –Helping customers navigate to businesses and maintaining awareness and visibility for businesses whose space may be obscured or difficult to find can help businesses continue to attract customers during construction. This can include signage indicating businesses are still open, City-provided access routes and parking maps, marketing assistance/campaigns to promote businesses, or technical assistance for promoting online sales when in-person operations are challenged.
    - **Example:** The Twin Cities Central Corridor light rail construction is allocating funding for way-finding signage and "open for business" signs at key locations and temporarily relaxing some sign regulations to allow businesses in the construction areas to post banners or signs letting customers know they are open and how to access them.[57]
    - **Example:** The City of Lake Oswego provided technical assistance for Boones Ferry Road businesses through marketing assistance, open business marketing campaigns through videos and social media, A-frame business open signage, and blue cones directing pedestrians and traffic to open businesses.[58]

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[56] https://www.ccrpcvt.org/wp-content/uploads/2017/08/BurlDPW_Public_Engagement_Plan_20171207.pdf
[57] https://metrocouncil.org/Transportation/Projects/Light-Rail-Projects/Central-Corridor/News-Display-Page/Business-aid-during-LRT-construction-grows-to-more.aspx
[58] https://www.ci.oswego.or.us/council-digest/2019/12/20/supporting-boones-ferry-road-businesses-during-construction/

13. Construction Disruption Assistance

- **Business Interruption Payments –** Some local governments have acknowledged that financial impacts on businesses due to construction are not always avoidable. Business interruption funds can be set aside to mitigate impacts for eligible businesses., This requires a clear policy to avoid concerns of favoritism.
  - **Example:** The Rainier Valley Community Development Fund provided more than $15 million in mitigation funds to 183 Seattle businesses impacted by Sound Transit's light rail construction. The initial plan was to provide up to $30,000 for businesses that were not relocating and demonstrated need. They adapted the program over time and ultimately the maximum amount a business could receive was increased to $50,000. [59]
- **Business Continuity/Resiliency Guides–** Guides for businesses that provide general information on developing a business that is resilient to external impacts, such as construction, as well as specific details on who to communicate with about concerns and programs specifically targeted at impacted businesses.
  - **Example:** Cities such as San Antonio and New Orleans have developed guides that provide immediate contact information as well as information on how to access specific programs.[60] [61]
  - **Example:** The Northeast Oregon Economic Development District has collaborated with businesses and local governments to develop business resiliency guides that cover preparedness as well as recovery in the immediate and short term, in the hopes that businesses will become increasingly resilient to physical, economic, and social disruptions.[62]

Equity Considerations	• How is impact being tracked? Will participants be tracked based on close/open rate? How to effectively communicate disruptions/mitigation programs to business owners cautious of public entities.
Requirements / Cost	• Variable depending on extent of assistance, particularly if direct financial assistance is under consideration,
Implementation Considerations	• Requires communication with public/private entities managing construction projects. • The City's current sign regulations may need to be modified to allow for specific signage during construction, such as "businesses are open" signage.
Potential Partnerships	• Public Works, Planning Commission, Beaverton Downtown Association, and any future Allen Boulevard business entity
BURA Funded?	• BURA funding could be utilized for projects within the Urban Renewal Area

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[59] http://www.reconnectingamerica.org/assets/Uploads/2009ResultsSupplementalMitigationProgram.pdf
[60] https://www.sanantonio.gov/Portals/0/Files/CIMS/Projects/Construction%20Survival%20Guide%20web.pdf
[61] https://ready.nola.gov/NOLAReady/media/Documents/Business-Continuity-Guide-8-16-16.pdf
[62] https://www.neoedd.org/economic-resilience/

14. Inclusive and Affordable Commercial Business Spaces

Support the creation of low-cost, safe, curated spaces for small, emerging, and local businesses to grow.

Overview

Early-stage entrepreneurs encounter a variety of barriers when launching their business—administrative, legal, and financial—and sometimes struggle with securing a space that meets both their operational needs and their budget. Incubators, temporary marketplaces, and master leasing approaches attempt to reduce cost or risk for new businesses by utilizing shared spaces and/or a shared operator, or by absorbing some of the risk or cost.

Relevance to Beaverton

In the study area, vacancy rates are low for commercial spaces and retail rents are rising, adding layers of challenges for Beaverton's small, emerging, and local businesses to enter brick and mortar spaces.

The Beaverton Central Parking Garage is owned by BURA and includes 6,700 SF of ground floor retail space that will be divided into approximately 5 tenant spaces. One tenant space is currently under discussion to become an incubator. Additional incubators, marketplaces, and master lease approaches may be considered in other locations to support business growth. The City owns a kiosk at City Park that they master lease to MESO (Micro Enterprise Services of Oregon) to sublease to emerging businesses. The City also supports public markets and incubator spaces such as the Oregon Technology Business Center, Beaverton Night Market, and Beaverton Farmers Market.

Models / Examples

- **Retail Co-Location:** For retail, this includes multiple micro retailers locating within the same shop. It can either be set up with the customer visiting multiple points-of-sale or with the customer not being clear on when one vendor's products end and another begins, with one point-of-sale. Ownership models can include a non-profit or for-profit entity as the leaseholder, sub-leasing to each micro-retailer, or utilizing a co-operative model where each small vendor is part-owner.
    - **Example:** Pop Local recently opened in downtown Vancouver, WA. They sell locally made products. The owner is one of the vendors and provides all marketing for the space.[63]
    - **Example:** M&M Marketplace provides over sixty vendors with small retail spaces in shared buildings in Hillsboro, OR's industrial district. They sell everything from produce to clothing, knife sharpening, and ice cream. They have service vendors, such as a tax preparer. [64]
    - **Example:** Casa Qui in Forest Grove, OR is a community gift shop managed by Adelante Mujeres within a building they own. Adelante currently charges three micro-entrepreneurs rent and asks them to staff and manage the space. There is a single point-of-sale that goes first to Adelante, retailers are refunded monthly.[65]
- **Makerspaces:** These are spaces equipped with specialized tools or machinery such as 3D printers, laser cutters, soldering irons, sewing machines, etc. for community use. Generally dedicated to creating physical products, these also support education and collaboration

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[63] https://www.poplocalvancouver.com/
[64] https://mandmmarketplace.com/
[65] https://www.casaqui.org/

between users. Partners tend to be workforce development agencies or community educators, such as libraries. Upfront costs for equipment, securing an operator, establishing a membership structure, installing and electricity needs for certain equipment, and finding adequate space can all be challenges.

- o **Example**: Peterborough's MAXtMakerSpace offers workspaces, tools, community classes, and small business support as well as coordinated workforce training and retail space. A 501C3 with one paid staff, it operates via membership dues, grants, and sponsorships from local tech businesses.[66]

- **Community Kitchens:** A certified kitchen can provide obvious benefits to aspiring entrepreneurs: immediate ability to make products, equipment to do so at scale, and in certain situations, packaging/bottling equipment needed to create a finished good. Occasionally they also include customer-facing spaces, such as a dining hall or pickup/takeout windows. Upfront costs for equipment and HVAC, securing operator, membership structure, and utility needs for certain equipment can be challenging.

  - o **Example:** The Dorrance H. Hamilton Center For Culinary Enterprises provides a shared-use commercial kitchen, walk-in freezer, and walk-in refrigerators as well as a multimedia learning center, smart classroom, and restaurant space. It operates under the Enterprise Center, an SBDC-sponsored 501c3, partially funded through membership dues. [67]

  - o **Example:** Adelante Mujeres Food-Based Business Incubator Program, which uses a commercial kitchen managed through its Empresas Small Business Development Program, both located at their building in Forest Grove, OR. [68][69]

- **Co-working/Incubator Office Spaces:** Traditional co-working spaces provide an office and related amenities (printer, private offices, meeting rooms, whiteboards, etc.) at an hourly rate. Incubators tend to take this same type of space and add in professional assistance (including fundraising), a focus on collaboration or mentorship, and networking events. This can be helpful if there are few small office spaces available but securing an operator and offering features that get people out of their homes can be a challenge.

  - o **Example:** IndyCommons, in Independence, Oregon, offers a privately owned shared space for not only office-based businesses but also food and beverage entrepreneurs through the shared commercial kitchen. The city helped facilitate the success of IndyCommons through grant support and coordinating resources between economic development organizations.[70]

  - o **Example:** The Beaverton Round Executive Suites in Beaverton provide market-rate individual office spaces along with shared amenities.[71]

- **Accelerators** – Similar to incubators, accelerators take early-stage small businesses that already have a product or service to market and help them grow. The support offered focuses on providing education, funding resources, and mentorship for growth. These are especially helpful for communities with high entrepreneurship but low success rate. They typically require a strong funder/mentor ecosystem and an operator.

  - o **Example:** Union Kitchen in Washington DC specifically targets food businesses and helps move food products from conception to shelves in the DC area.[72]

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[66] https://www.maxtmakerspace.org/about
[67] https://www.theenterprisecenter.com/our-centers/dorrance-h-hamilton-center-culinary-enterprises-commercial-kitchen
[68] https://www.adelantemujeres.org/small-business-development
[69] https://www.adelantemujeres.org/small-business-development
[70] https://www.indycommons.com/members
[71] http://beaverton-esuites.com/
[72] https://www.unionkitchen.com/accelerator)

- o **Example:** Oregon Startup Center (OSC) (formerly Oregon Technology Business Center (OTBC)) in Beaverton, OR is a non-profit incubator providing mentorship, flexible office space, workshops, and networking to startup technology-sector businesses.
- **Art Incubator –** A studio/maker space that includes a gallery for showcasing and/or selling creative works, these spaces can include technical assistance related to business development, networking, and mentorship opportunities. These are well-suited to areas with consumers of art (tourist areas, art districts, etc.) and thriving cultural organizations. Securing an appropriate location and operator can be a challenge.
  - o **Example:** NEW Inc. is run through a local museum and includes tech, art, and culture.[73]
  - o **Example:** Sequoia Art Gallery + Studios in Hillsboro is a co-operative art gallery with 25-30 artist members. Members are requested to work the gallery, and only members have access to renting the adjoining studio spaces and/or classroom space.[74]
- **Master Leasing –** Intermediary entity master leases move-in ready storefronts and subleases to entrepreneurial entities (mitigating risk and upfront costs). May require grant funding for upfront fit-out costs and/or lease loss reserve fund.
  - o **Example:** Prosper Portland has engaged in a number of affordable commercial tenanting initiatives in order to revive commerce, foster strong development centers and promote access to affordable space in underserved areas. In 2015, Prosper Portland signed a master lease agreement with Majestic Realty with a grocery store anchor on MLK Boulevard. They committed to a ten-year master lease for 5,125 SF to make commercial space and technical assistance available to local businesses. Rent was set to be market rate, and no less than $29.00/square foot, with additional conditions.[75] Additional affordable commercial tenanting programs include Lent Commons, Oliver Station, and 10Y in downtown Portland.[76][77]

Additional models to contemplate:
- **Pop-Up Retail –** Short-term usage of an indoor or outdoor space to test retail model.
- **Revenue-based leasing –** Lease/membership rates tied to goods/services sold in lieu of fixed fee.

Equity Considerations	• Incubators/Coworking with full-time staff tend to be able to provide the wraparound services needed to help very early-stage micro-entrepreneurs. • Culturally and linguistically inclusive spaces for both users and customers to facilitate recruitment and long-term participation. • Some businesses may not want/need the risk and cost of physical spaces. Ecommerce via low-barrier sites like Facebook Marketplace or Instagram may be sufficient and targeted e-commerce assistance may be a better fit with some businesses. • The City can target recruitment for participation in these efforts to culturally specific organizations or to BIPOC and women-owned businesses.

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[73] https://www.newinc.org/
[74] https://sequoiagallerystudios.org/
[75] https://prosperportland.us/wp-content/uploads/2017/05/Lents-Commons-Commercial-Leasing.pdf
[76] https://prosperportland.us/wp-content/uploads/2017/05/Lents-Commons-Commercial-Leasing.pdf
[77] https://prosperportland.us/portfolio-items/ten-y-leasing-opportunities/?portfolioCats=253

14. Inclusive and Affordable Commercial Business Spaces

Requirements / Cost	• An RFP, dedicated staff or upfront space fit-out costs may be needed depending on the model. Property ownership, reduced rents, or flexible funds are needed to offer below-market rents. Staffing resources will be needed to develop and administer new programs.
Implementation Considerations	• What amenities are needed to make the space viable for the targeted industry sectors? Who will be the operating manager and/or service providers? How will the selected model operate as a business? • Incentivize new development via direct funds, prioritized RFP criteria; TI funds could prioritize improvements that lead to affordable and/or multi-spaces; do we have an RFP for a permanent BNM (or similar) space via BURA funds
Potential Partnerships	• Arts organizations, sector experts, culturally specific organizations, institutions, libraries, and/or technical service providers
BURA Funded?	• BURA funding could be utilized for projects within the Urban Renewal Area

15. Business Organizing

Support a collaborative business environment through City engagement with businesses and assistance with business organizing on Allen Boulevard. The Allen Boulevard Plan calls for the City to "Support the establishment of an inclusive Allen Boulevard business group to encourage collaboration between businesses and provide a direct communication channel with the City."

Overview

Place-based management through supporting and developing a collaborative organization of community businesses in the target area can help amplify and engage business owner voices and coordinate delivery of and access to beneficial services within the district.

Relevance to Beaverton

The City provides support to the Beaverton Downtown Association for the vitality and development of downtown businesses in partnership with the Oregon Main Street Network. The support provides salary funding plus Main Street seed fund at $15,000 per year for program activity money. The BDA presents a proposal, and the City may provide reimbursement for activities such as hosting events.

The Allen Boulevard Plan includes a proposed strategy to support the establishment of an inclusive Allen Boulevard business group to encourage collaboration between businesses & provide a direct communication channel with the City. Currently, the City has program activity money for Allen Boulevard, around $10K for the 2022-23 fiscal year. Additionally, currently, Spanish-speaking staff from Impact Beaverton conduct regular outreach visits to businesses in the Allen Boulevard area to connect them with services.

Models / Examples

- **Organizational support** – Supporting the development of a place-based organization, such as a future Allen Boulevard Business Council or another organization that is currently active in the area that can provide and facilitate additional support for business. This could be done by supporting the development of a new organization or through supporting programmatic expansion of an existing supporting organization with a trusted presence in the area, such as a 501C3 or Community Development Corporation.
  - **Example:** The Fourth Plain International District in the City of Vancouver is supported by the organization Fourth Plain Forward to connect businesses and residents in the international district to resources. The organization is a 501C3 with local business owners and managers operating the board and is moving to hire a director to move the organization and its volunteers forward, the City is providing funding for 1 FTE.[78]
  - **Example:** The Philadelphia Chinatown Development Commission supports hundreds of businesses, provides services, and promotes coordination among residents and business owners. Programs and services they offer include housing counseling, family support services, youth services, housing and development, Chinatown community center, community building and events, neighborhood planning, streetscape improvement, small business workshops, and cultural events.[79]
  - **Example:** The Columbia Corridor Association is a 501(c)6 non-profit business association that supports the industrial corridor along the Columbia Corridor and operates with membership and sponsorship fees to support business services and two staff.[80] The Hazel Dell Salmon Creek is also a longstanding 501C6 that provides member services

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[78] https://fourthplainforward.org/about-fourth-plain-forward/
[79] https://chinatown-pcdc.org/
[80] https://www.columbiacorridor.org/

and operates with a membership fee model to promote and support Hazel Dell and Salmon Creek businesses.[81]

- **Community Driven Micro-TIF** – A bottom-up approach to utilizing TIF in micro-urban areas that invest in districts by supporting community-based organizations within the designated community to administer and shape investments. This would likely require a revision of policies and adaptation of how TIF operates, it takes time on the scale of years, and resources to organize, create the administrative capacity and build communities that are informed and able to make meaningful decisions about public investments. Without support from funders, year-to-year budget cycles, and overly stringent demands on outcomes from organizers, time constraints prohibit CBOs from building the relationships needed to make catalytic projects happen.
  - **Example:** The Neighborhood Prosperity Initiative, supported by Prosper Portland, supports seven different neighborhood business districts in 2011 to support social equity-based community economic development. Each business district operates slightly differently but each is funded by TIF without the expectation of increasing tax revenues. [82] The funding is used to support the organization with grants and training, while each organization is responsible for the planning and implementation of programs and projects that improve the district.
    - As one of the neighborhoods supported by NPI, the Jade District in Portland, OR, Prosper Portland provides a commitment of funding 10 years for staffing and administrative support for 1.0 FTE, technical assistance, and promotions, with no major deliverables identified at the outset of the program. With commitments to ongoing reporting, APANO and other CBOs that participate in other NPI districts in Portland, build relationships and work with the community to make direct capital investments.
    - The St. Johns Center for Opportunity is an organization that supports businesses, prospective neighborhood employees, and residents through a staff that consists of an executive director, an IDA manager from MESO, a workforce navigator through IRCO, and an Outreach & Resource Coordinator through AmeriCorps VISTA and a farmers market manager. The organization is a 501C3 supported by the Neighborhood Prosperity Network, operated by Prosper Portland. Both Prosper Portland Metro provide funding for the organization's operations.[83][84]

Additional models to contemplate:
- **Business Advisory Committee** – Create a business advisory committee that includes overrepresentation from BIPOC-owned and small businesses who have historically been underrepresented in this role as well as organizations that support BIPOC-owned and small businesses to advise the City on projects, programs, and plans affecting local businesses.
  - **Example:** The Black, Indigenous, People of Color-Owned (BIPOC) Business Advisory Committee in Cambridge, MA advises the City with recommendations on how to best serve the BIPOC business community. With monthly public meetings, the committee led a review of existing small business programs, developed and distributed a business survey, and presented information in a regular newsletter as well as in presentations to the larger BIPOC business community.

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[81] https://www.hdscba.org/about
[82] https://prosperportland.us/neighborhood-prosperity-initiative/
[83] https://www.stjohnsopportunity.org/what-we-do
[84]https://static1.squarespace.com/static/57b3b869e4fcb59cf48b4c7c/t/617c4e7ec928650f16240b94/1635536510116/990.pdf

15. Business Organizing	
Equity Considerations	• The City's Allen Boulevard plan in 2018 identified nearly 300 businesses within the Allen Boulevard district. Half of these were home-based. such as housecleaning and landscaping services. The majority of commercial businesses were considered retail, restaurant, and professional services. Latino, Korean, and Middle-Eastern owned businesses were prominent in the commercial area and any business organizing should be inclusive linguistically and culturally for these owners. • Further engagement should be conducted to understand what fits within local businesses' capacity and which organizations are best suited to facilitate a collaborative group.
Requirements / Cost	• Depending on the model, will likely require additional staff time and financial resources, especially providing funding to an organization to provide culturally responsive organizational development with business owners. • It is uncommon for business organizations in a context like this to be financially self-sustaining. On-going public support may be needed.
Implementation Considerations	• Starting an organization is more challenging than supporting the growth of an existing organization. Identifying an existing nonprofit to serve as a fiscal sponsor for a new area-specific organization could streamline start-up.
Potential Partnerships	• Impact Beaverton, MESO, Adelante Mujeres, Muslim Educational Trust, APANO, Korean Society of Oregon
BURA Funded?	• No. BURA funding cannot be used outside of the Urban Renewal Area, or for ongoing operational activities.

Housing Strategies

16. Low-Cost Housing Acquisition Support

Support nonprofit, resident, or mission-driven organization acquisition of existing low-cost market rate rental housing.

Overview

Acquisition and rehabilitation of existing apartments by providers of regulated affordable housing for conversion to regulated affordable housing can be funded through state and federal programs such as the Low-Income Housing Tax Credit (LIHTC). Acquisition/rehabilitation projects are complex on many levels, including understanding the capital needs required to rehabilitate the property, analyzing rents and cash flow, and converting units to be income-qualified without displacing existing renters (who may not be eligible for the income-restricted units). There are ways for the City to support these efforts without undertaking the acquisition and rehabilitation directly. An additional challenge is the need to compete with private investors, which often requires acting quickly when a property becomes available for purchase. The City can potentially help overcome this challenge in a few ways:

- Establish a **flexible local funding** source that can be deployed quickly to help with property acquisition and preservation.
- Research and **evaluate potential target properties** to identify a short-list of properties where acquisition and rehabilitation would be a priority if they came available and reach out to property owners to gauge interest in selling for preservation when they are ready to part with the property.
- In some situations, acquisition by residents themselves can also be an option, converting housing to a co-operative.

Relevance to Beaverton

The City has been exploring ways to support preservation of low-cost market rate housing for several years, including working with partners to identify options for acquisition and preservation.

Models / Examples

- **Flexible funding:** Flexible local funding that can be deployed quickly for acquisition can come from a variety of sources, including general fund or a Construction Excise Tax. Public funds are often pooled with funds from philanthropic partners, banks, and/or CDFIs. Some feedback received from the inclusive housing cohort has been more support is needed for the native/indigenous community members. There may be opportunities to leverage cultural or population-specific resources like the Indian Housing Block Grant Program to support the urban Native populations.
  - **Example:** The **Oregon Housing Preservation Project** offers acquisition loans that provide bridge financing until the buyer is able to complete the necessary steps to secure long-term funding and prepare to rehabilitate the property.[85] The program offers acquisition loans with favorable terms to help borrowers acquire unregulated market rate properties and transition them to regulated affordable housing. This funding provides time to align public subsidies and obtain long-term or construction financing. (There are other loan programs specific to preservation of regulated affordable housing with expiring restrictions—this program has been a bigger priority for the organization.) Funding comes from public partners, such as the City of

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[85] Preserve Oregon Housing, "Loans: Purchase of Existing Project to Convert to Affordable," http://www.preserveoregonhousing.org/loans.php

Portland, Oregon Housing and Community Services, Fannie Mae, and CDFI funds, private foundations, and private banks.

- o **Example: Greater Minnesota Housing Fund - NOAH Impact Fund** is a social impact fund in the Minneapolis-St. Paul region that connects developers and owner-operators with social impact investors to preserve low-cost market rate housing. The fund offers a double-bottom line impact to investors in the form of social impact and return on equity, with the goal of investor repayment in ten years. Since the fund's inception in 2015, it has leveraged $25 million in capital investments to invest $100 million in property acquisitions to preserve 1,000 at-risk unregulated affordable housing units in the Twin Cities area. The fund acquires and rehabilitates these unregulated affordable housing properties (Class B and C properties, from 40 to 200 units), and partners with local affordable housing organizations to operate them with 15-year affordability restrictions.[86] NOAH Impact Fund investors include several banks, the Minnesota Housing Finance Agency, the county, and local philanthropic organizations.[87]

- **Property Inventory and Research:** Identifying unregulated "naturally occurring affordable housing" that could be targeted for acquisition and preservation or for incentive programs.
  - o **Example:** Oregon Housing and Community Services (OHCS) currently maintains an inventory of regulated affordable properties with affordability restrictions that are near expiring.

- **Resident Ownership:** Offering technical assistance or a legal requirement to offer an opportunity to purchase rental housing to current tenants prior to sale.
  - o **Example:** New York City's Urban Homesteading Assistance Board (UHAB) helps organize low- and moderate-income tenants to establish limited equity cooperatives, including resident trainings, technical assistance, and programming. The organization assists distressed co-ops facing foreclosure or utility cut-offs.[88]
  - o **Example:** The Washington DC Tenant Opportunity to Purchase Assistance program helps low-to-moderate income residents threatened with displacement due to the sale of their building. District law states tenants must be offered first opportunity to purchase[89]

Equity Considerations	• Not everyone who lives in low-cost market-rate housing will qualify for federal assistance based on income and other eligibility criteria. Existing residents who do not qualify may benefit from property ownership by a mission-driven organization but are expected to eventually move out so that the building can serve qualifying households. • Most federal rental assistance programs (e.g., vouchers, Low Income Housing Tax Credits, and HOME funds) limit eligibility for undocumented or mixed-status households. Preservation using federal funding may not address the needs of undocumented or mixed-status households.
Requirements / Cost	• A funding source would need to be identified to implement these recommendations.

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[86] NOAH Impact Fund Presentation. Greater Minnesota Housing Fund. September 7, 2017.
[87] NOAH Impact Fund, "About," https://noahimpactfund.com/about/
[88] https://www.uhab.org/
[89] https://dhcd.dc.gov/service/tenant-opportunity-purchase-assistance

16. Low-Cost Housing Acquisition Support

Implementation Considerations	• Where would City funding come from to capitalize an acquisition/preservation fund? Capitalizing a fund from a flexible funding source (e.g., general fund, or potentially in the future a Construction Excise Tax) would allow the fund to be nimbler. • Would the City want to partner with others (e.g., the existing Oregon Housing Preservation Project) to leverage additional public and private resources, even if it meant less control over the program and where it would focus? • How much risk is the City willing to take on its participation in an acquisition/preservation fund? • Would the City want to provide funds as grants or loans? In some cases, all or a portion of the funds may be repaid from other sources later when the project receives financing. • Can the City provide enough capital to enable acquisition of a typical property without partnering with others?
Potential Partnerships	• Council, CBOs
BURA Funded?	• BURA funding could be utilized for projects within the Urban Renewal Area.

17. Manufactured Housing Communities Stabilization

Develop local policies and programs to support and complement state regulations related to closure or redevelopment of manufactured housing communities, sometimes referred to as mobile home parks.

Relevance to Beaverton

There are three existing manufactured housing communities (MHC) in the DES study area. Additionally, Washington County produced the study "Washington County's Manufactured Housing Communities Facts, Risks, and Resources" which documents the existing conditions and opportunities for manufactured housing communities around the county. Currently, through the CDBG program, the City provides funding for critical repair and/or life/safety issues.

Exhibit 2: Manufactured Dwelling Spaces in Beaverton

Name	Address	Acreage	Spaces
Glen Tualatin Mobile Park	6120 SW 124th Ave	4.69	47
Hidden Village Mobile Estates	10405 SW Denney Rd	12.50	104
Mobile Home Corral	3737 SW 117th Ave	7.46	72
Pioneer Mobile Park	13820 SW Electric St	7.50	100
Total		**32.15**	**323**

Currently, Oregon regulates the sale of manufactured home communities through various laws. Tenants must be given notice of intent to sell with 25 days to express purchase interest. If the landlord sells to a nonprofit, the gains are exempt from Oregon Income Tax, at least until the end of 2025. There must also be a year's notice if the community will close. There are additional opportunities for the City to support the preservation of manufactured home communities.

Models / Examples

Washington County's Manufactured Housing Communities Facts, Risks, and Resources Final Report (April 2022) identified opportunities and examples:

- **Purchase or Fund the Purchasing of Manufactured Homes**– Assist with the purchase and preservation of manufactured homes and properties as permanently affordable housing.
  - **Example Resources**: The Washington County Housing Production Opportunity Fund (HPOF) has up to $500,000 available annually to support a resident-owned cooperative or nonprofit organization's purchase of manufactured home communities. [90]

- **Displacement outreach and assistance**: Target outreach of existing and future programs for preservation or displacement mitigation at manufactured homeowners and communities. This could include working with Washington County to develop a plan for assisting households displaced from MHCs and assisting with outreach and services to reach key populations including older adults, people with disabilities, Latinx/Hispanic families, veterans, and households with lower incomes.
  - **Example Resources**: Oregon Housing and Community Services worked with other partners to develop The Local Agency Toolkit with guidance on rapid response organization to a community closure.[91]

- **Repair Assistance:** Target manufactured home communities and owners for state and federal repair, rehabilitation, weatherization, and replacement assistance and programs.

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[90] https://www.co.washington.or.us/Housing/AffordableHousingBond/upload/Wash-Co-LIS-with-Appendices-082219.pdf
[91] See https://www.oregon.gov/ohcs/mmcrc/Documents/Manufacture-Home-Park-Solutions-Collaborative-Local-Agency-Toolkit.pdf for more information.

- o **Example Resources:** Home Access and Repair for the Disabled and Elderly (HARDE) program, the Community Action Weatherization Program,[92] and energy efficiency incentives from Energy Trust of Oregon.[93]
- **Land Use Regulations:** Explore the opportunity to preserve manufactured home communities through zoning or code development.
  - o **Example:** The City of Cornelius adopted a Manufactured Home Park zone allowing manufactured housing communities as a permitted use with a prohibition of conventional single-family and multi-family units. Redevelopment would likely trigger a zone change requiring public testimony and council and commission discussion.[94]
  - o **Example:** The City of Portland adopted a manufactured housing zone in 2018.[95]

Additional resources: A 2016 Western Planner article includes guidance on strategies to preserve mobile parks and mitigate displacement.[96]

Equity Considerations	• Manufactured housing community occupants often include older adults, people with disabilities, Latinx/Hispanic families, veterans, and households with lower incomes, consider whether the resources and marketing of these resources are culturally and linguistically appropriate and if they are accessible to these communities.
Requirements / Cost	• Funding would be needed to develop robust outreach and assistance services for these communities. While some local funding exists to purchase manufactured homes, it is likely insufficient to preserve a high amount of this housing.
Implementation Considerations	• How can existing resources be leveraged or promoted? Can the City supplement these resources to more directly benefit Beaverton residents? • Understand if infrastructure improvements in manufactured home communities are necessary and eligible for funding.
Potential Partnerships	• Washington County Office of Community Development and Department of land use and transportation, Oregon Housing and Community Service's Manufactured and Marina Communities Resource Center (MMCRC), Energy Trust of Oregon (HTO), Washington County Housing Production Opportunity Fund (HPOF), Network for Oregon Affordable Housing (NOAH), Oregon State Tenants Association (OSTA), CASA of Oregon, Energy Trust of Oregon's and Craft3. Manufactured Housing Communities of Oregon (MHCO), Oregon Park Owners Alliance (OPOA), and Oregon Manufactured Housing Association (OMHA).
BURA Funded?	• Potential for BURA funds to be utilized for projects within the Urban Renewal Area

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[92] https://caowash.org/programs/housing-stability/conservation.html.
[93] https://www.energytrust.org/wp-content/uploads/2021/05/Manufactured-Home-Replacement-Pilot-Evaluation_Final-.pdf
[94] https://www.codepublishing.com/OR/Cornelius/#!/Cornelius18/Cornelius1830.html#18.30
[95] https://www.portland.gov/sites/default/files/2020-02/manufacturedpark_asadopted_082218.pdf
[96] https://www.westernplanner.org/arc/2016/10/30/strategies-to-preserve-mobile-parks-and-to-mitigate-displacement-when-they-are-closed

Redevelopment Strategies

18. Community Ownership

Explore options to provide community ownership of property within the project area through community investment trusts or similar means.

Overview

Real estate ownership and investment is one of the primary wealth drivers in the United States. Promoting opportunities that are linguistically accessible and culturally relevant to develop ownership models that are affordable can help prevent residential displacement, promote community pride and investment and build wealth where communities have been underserved or had limited access to ownership.

Relevance to Beaverton

This could be considered as part of the acquisition and development strategy for BURA and the City generally. City staff expressed interest in understanding community investment trusts.

Models / Examples

- **Community Investment Trusts (CIT)**– Community investment trusts are one strategy for community ownership that provides a path to wealth building in communities that have faced disinvestment or that are at risk for displacement. These target and help low-income residents invest in their community and build wealth by allowing them to invest in commercial properties in their community at low buy-ins, typically $10 - $100 monthly.
  - **Example:** The MercyCorpsNW CIT in Portland, OR, residents from targeted zip codes can invest $10 to $100 per month in the acquired properties. Short- and long-term returns for investors through annual dividends, loss protection, and mandatory financial education offered in multiple languages.[97] The properties are identified through an evaluation tool assessing viability, potential for government support, neighborhood partners, flexibility, location, neighborhood profile, including diversity and median income and affordable housing nearby, and other factors. To buy the first property, Plaza 122, the team developed separate entities to split functions. East Portland CIT Corporation (EPCIT) is an Oregon C Corporation made up of Plaza 122 community investors and led by an investor-selected board of directors. CIT Services LLC is run by Mercy Corps staff, providing services to the community investors, and Plaza 122 Community LLC is the property owner that is owned by EPCIT. The model relies on having a community org be the lead agency both on the feasibility study and the actual project.
- **Community Land Trust** – A model similar to land banking, where a community organization owns land and provides long-term ground leases to low-income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms. This model allows low-income households to become homeowners and capture some equity as the home appreciates but ensures that the home remains affordable for future homebuyers. Community Land Trusts (CLT) may also lease land to affordable housing developers for the development of rental housing or develop and manage rental housing.
  - **Example:** Proud Ground (Portland Metro Area). Proud Ground was founded in 1999 and has grown into one of the largest community land trusts in the country. The

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[97] http://investcit.com/

organization focuses on affordable homeownership and controls ground leases associated with 270 homes in Multnomah, Washington, Clackamas, and Clark County. The City of Beaverton's partnership with Proud Ground dates to 2014, allocating $220,000 in CDBG funding to fund a "homebuying opportunity pool". The program provided down payment grants to three qualified individuals for purchase of a home within the City. Proud Ground will control the land associated with the homes and ensure permanent affordability. Proud Ground also offers homebuyer education and consulting services. Approximately 81 percent of the organization's funding is derived from public subsidy, mostly from the jurisdictions where Proud Ground operates. The remaining funding is generated through private donors.

- o **Example**: GroundCover, in Atlanta GA, is a social enterprise transitioning to a 100% people of color-owned cooperative, that coordinates community investment in mixed-use developments and redevelopments. Residents buy shares at $10 to $100/month, investors have voting rights and equity. Residential and commercial tenants pay rent to pay down debt and provide dividends. Investors get returns through annual dividends from net profits, savings account substitutes, loss protection, and investor and communal governance training.[98]
- **Community Owned Real Estate** – Much like residential community ownership strategies, commercial properties can be purchased to preserve existing businesses and offer commercial space to local entrepreneurs. The model aims to move tenants to owners over a specified period of time.
  - o **Example**: CORE is a partnership between Inclusive Action, East LA Community Corporation, Little Tokyo Service Center, and lender, Genesis LA. They have acquired 5 commercial buildings on the Eastside of Los Angeles and seek to preserve existing businesses and offer commercial spaces to local entrepreneurs.[99]

Additional resources: See the Small Business Anti Displacement Network toolkit for community ownership of commercial property for more information.[100]

Equity Considerations	• Which residents are being targeted for involvement? What criteria will be used to determine participation? What languages will initial, and ongoing programs be utilizing?
Requirements / Cost	• Dependent on program, funds for loans, or grants availability. If the Community Investment Trust model is pursued, the City would play a supportive role and potentially some funding to cover the program's feasibility study.
Implementation Considerations	• Is there suitable property in the target area? What partners are needed for this to be successful in the target area? What interest is there in the community for this kind of investment?
Potential Partnerships	• Public and private developers, lenders, MercyCorpsNW, Private foundations, Community organizations, Community residents, and businesses
BURA Funded?	• BURA funding could be utilized for projects within the Urban Renewal Area

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[98] https://www.groundcover.us/pilot-project
[99] https://www.inclusiveaction.org/core
[100] https://antidisplacement.org/strategies/commercial-property-and-community-ownership/