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Holistic Approaches for Reducing Poverty

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The City of Gresham, OR

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Report by Fourth Economy



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Executive Summary

In 2022, the City of Gresham released a strategic plan. One of its main objectives is to create an equitable approach to address and prevent poverty. This means looking at the symptoms of poverty, understanding and addressing its root causes, and promoting wealth within the community.

<u>Economic mobility</u> is essential for addressing poverty. It involves financial progress, access to assets, employment opportunities with sustainable wages, social connections, and social inclusion.

A close look at Gresham's local and regional trends provides insights into the city's economic situation, demographic changes, and social dynamics. This report analyzes Gresham's economy, including employment sectors, job growth, business trends, wage distributions, employment status, the balance between where people live and work, and car ownership. From this data, three main themes emerged: the relationship between job location and wage levels, youth poverty rates, and specific neighborhoods with growth potential.

Our findings show a gap: of the 17,522 jobs in Gresham that pay at least \$40,000 annually, 82% are held by individuals living outside Gresham. Only 3,095 of these jobs are held by Gresham residents. This indicates a need to encourage local businesses to hire more Gresham residents.

Additionally, 22% of Gresham's youth, those under 18, live in poverty. This rate is higher than the county (15%) and state (14%) averages. While supporting youth directly is essential, focusing on improving their families' financial situation can have a more significant impact.

Finally, based on the available data, two neighborhoods—Rockwood and Centennial—are identified as areas of opportunity. Collaborating with nonprofits active in these areas and directing resources toward them can benefit the entire city.

Geographical and Economic Focus: Guiding Poverty Prevention Efforts

Introduction to Gresham

Gresham, Oregon, is a city of 114,247 residents located in the Portland metropolitan area that has experienced population growth (8% from 2010-2020) and some industry growth, particularly in construction and healthcare. Gresham is racially and ethnically diverse, and in particular, from 2017-2021, it has seen an increase in Hispanic and Asian populations and individuals of two or more races. Currently, 21% of residents are Hispanic or Latino (compared to 12% in Multnomah County and 14% in Oregon), and 17% of residents are foreign-born (compared to 14% for Multnomah County and 10% for Oregon). While in the Portland MSA, Gresham also includes pockets of rural and suburban areas.

This growth and the geographic and demographic diversity in Gresham mandates that we consider the unique assets and challenges faced by different demographic groups and the differences between urban and rural communities in this equitable poverty reduction and prevention plan. As always, we must ensure that poverty alleviation strategies are inclusive and culturally sensitive.

Introduction to the City of Gresham's Strategic Plan

In 2022, Gresham undertook a city-wide initiative named "Imagine Gresham," inviting residents to share their aspirations for the city's future. This endeavor yielded an impressive collection of over 3,300 ideas and interactions from various community events, classroom visits, business presentations, and online discussions. This participation underscores the strong desire of Gresham's residents to shape the city's trajectory actively.

Harnessing the insights from "Imagine Gresham," the city released a three-year strategic plan in the same year. This plan defines the mission, vision, and guiding principles and outlines five strategic priority areas: Financial Sustainability, Community Safety, Thriving Economy, Housing for All, and Community Vibrancy. This report offers context and recommendations specifically focused on the "Thriving Economy" aspect, which seeks to foster enhanced economic well-being and shared prosperity for all residents.

Aligned with the strategic plan, the "Thriving Economy" objectives are:

1. Encourage economic growth by nurturing business owners, cultivating partnerships, and fostering a robust local workforce.



- 2. Innovate strategies to retain existing businesses and attract new ventures, emphasizing promoting diversity among business owners.
- 3. Utilize data, research, and engagement to understand better the unique needs of Gresham's diverse business community, offering culturally relevant resources while celebrating its rich cultural tapestry.
- 4. Pave the way for broad economic opportunity and mobility by prioritizing long-term planning that supports sustainable development.
- 5. Initiate creating an equitable plan to alleviate and prevent poverty, addressing its root causes and uplifting overall community wealth.

To measure success in the Thriving Economy strategic domain, benchmarks include raising the average wage or salary for Gresham residents, bolstering the creation of new jobs, and increasing the availability of positions offering a living wage.

This report lays the foundation for addressing the last objective - developing and initiating an equitable plan to reduce and prevent poverty, aiming to tackle its underlying causes and enhance the community's overall wealth.

Specifically regarding poverty, it is noteworthy that 15% of Gresham's residents fall below the poverty line, a figure higher than both Multnomah County (13%) and the state (12%). Of particular concern, over 1 in 5 youth, constituting 22% of Gresham's residents under 18 years old, experience poverty. This rate surpasses that of both the county and the state.

Recognizing the significance of this challenge, creating an equitable poverty reduction plan emerges as a pivotal endeavor for the betterment of Gresham's residents and the city's overall health.

Why is the City of Gresham Focused on Poverty Prevention?

The Multnomah County's Department of County Human Services has been widely recognized for its comprehensive range of social services. This extensive coverage has historically meant that the City of Gresham, Oregon, has not needed to assume a primary leadership role in poverty reduction and prevention initiatives. Yet, as times evolve, the City of Gresham has chosen to shift its stance.

In its recent three-year strategic plan, Gresham has prominently featured poverty reduction as a core focus. The rationale behind this move is multifaceted. Addressing poverty's root causes and symptoms is a humanitarian endeavor and a cornerstone for establishing a robust and resilient economy in Gresham. The entire community reaps the benefits when residents transition from merely meeting their basic needs to actualizing their potential.

Such a transition has wide-reaching implications: it uplifts individuals from mere survival to a state of thriving, enhancing their quality of life. This can also elevate the overall perception of

safety among residents. Furthermore, mitigated poverty often correlates with an upswing in economic activity, which can increase the City's revenue streams. All these factors combined underline the significance of Gresham's renewed commitment to combatting poverty.

Poverty Prevention via Economic Mobility

A successful poverty reduction and prevention strategy must be firmly rooted in the principles of <u>economic mobility</u>. By fostering an environment where economic mobility is achievable, we lay the groundwork for a community where poverty is alleviated and prevented. But to achieve this, we must first understand the profound role of economic mobility and its relationship with the workforce in shaping a prosperous community.

Economic mobility is the ability of an individual to improve their economic status over time. While viewing this solely regarding financial growth might be tempting, true economic mobility encompasses much more. It signifies access to steady income, assets, job opportunities that pay a livable wage, and a sense of belonging in the broader community. Economic mobility is not a mere product of individual choices or work ethic. Instead, it's heavily influenced by policies and structures that guarantee basic needs and financial stability, enabling individuals to choose based on their skills, passions, and unique circumstances.

Beyond statistics and financial metrics, economic mobility has profound implications on the quality of life. Those with higher economic mobility enjoy broader choices, not just financially but also in terms of lifestyle, aspirations, and family opportunities. They can choose where they live, establish strong social ties, afford essential amenities, and find employment that aligns with their skills and interests. In essence, greater economic mobility translates to a life where individuals have more control, allowing them to craft a path that mirrors their aspirations.

To reiterate the significance of economic mobility, consider the statement from the <u>Bell Policy</u> <u>Center</u>: "People with greater economic mobility have more choices available to them and their families than people with low economic mobility." This encapsulates that economic mobility is not just an academic term; it represents real hope and tangible opportunities. As we refine Gresham's poverty reduction and prevention strategy, prioritizing economic mobility is not merely a choice but an essential component. By doing so, we aim to empower every resident of Gresham with the chance to lead a life marked by security, purpose, and prosperity.

Prioritizing by Geography and Economic Mobility Indicators

A comprehensive poverty reduction and prevention plan hinges on a meticulous, data-driven



approach that captures the intricate nuances of Gresham's economic landscape. Our endeavor thoroughly analyzed diverse indicators spanning poverty, workforce, employment, industry, housing, childcare access, and health outcomes. This holistic understanding, formed from a comprehensive context, guided our focus on specific indicators at the census tract level that illuminated areas characterized by formidable barriers to economic mobility.

Four salient indicators emerged, each offering a window into Gresham's economic dynamics:

Overall Poverty: This indicator gauges the percentage of the population living below the Federal Poverty Level. It is a compass pointing towards household income, a pivotal factor influencing economic mobility.

Youth in Poverty: An estimation of the percentage of individuals below 18 living in poverty, this metric underscores the potential intergenerational impact of economic challenges.

Foreign-Born Population: This measurement reflects the percentage of residents born outside the United States. This cohort often needs help accessing core services due to cultural, linguistic, and economic barriers.

Education: This indicator assesses the percentage of residents holding a High School diploma but lacking a college education. This measurement directly pertains to job accessibility, which signifies a potential limitation for many employment opportunities.

By delving into these indicators and juxtaposing the data across Gresham's census tracts, we identified two neighborhoods warranting focused attention within this poverty reduction plan: **Rockwood and Centennial.** The subsequent section delves into the intricate details of how these indicators interact in each neighborhood, providing a nuanced understanding of their unique challenges and opportunities.

It's important to clarify that although housing significantly relates to economic mobility, the city's strategic plan treats housing as a distinct priority. Therefore, it isn't the focus of this report. Our methodology comprehensively tackles various aspects of economic mobility, acknowledging its interlinked nature, intending to develop a detailed plan addressing the diverse needs of Gresham's residents.



Overview of Economic Indicators in Gresham

Local and Regional Trends Overview

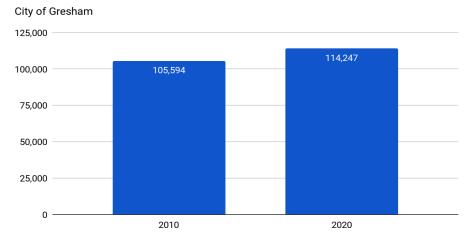
Exploring the local and regional trends that define Gresham offers a comprehensive understanding of the city's evolving landscape. These trends provide valuable insights into economic shifts, demographic changes, and social dynamics, shaping Gresham's present and influencing its future. By delving into these patterns, we can uncover the intricate interplay of local dynamics within the broader regional context. This understanding lays the foundation for informed decisions and strategic initiatives to foster sustainable growth and improve Gresham's diverse community's overall quality of life.

Economic Growth Overview

Demographics

The demographic data summary provides a concise overview of Gresham's population composition, shedding light on its diversity, age distribution, and key demographic characteristics. This snapshot of demographic trends sets the stage for a deeper exploration into the city's social fabric and its implications for various community life and development aspects.

From 2010 to 2020, Gresham's population experienced an 8% increase, adding 8,653 individuals to 114,247 residents. This growth rate, while notable, is slightly more gradual compared to the 11% expansion witnessed in both Multnomah County and the entire state during the same timeframe.

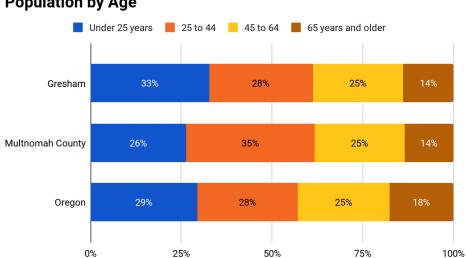


Change in Population

Source: Decennial Census, 2010-2020



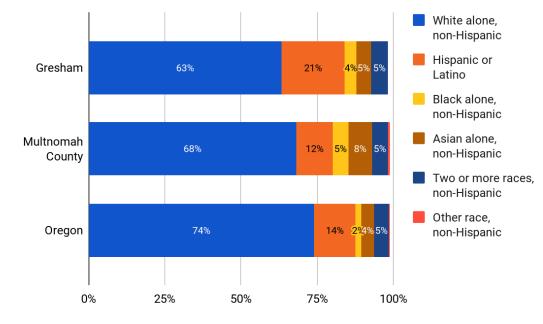
In contrast to the county and state figures, Gresham holds a larger proportion of its population under 25, with 33% falling within this category. This contrasts the respective percentages of 26% for Multnomah County and 29% for the state.



Population by Age

Source: Census American Community Survey, 5-year estimates, 2021

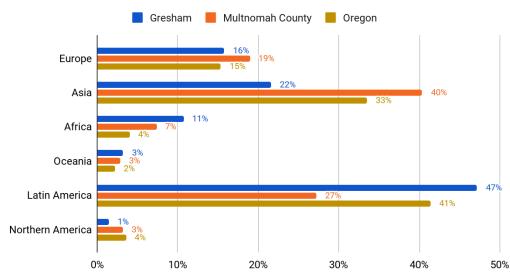
Remarkably, Gresham stands out with a substantially larger portion of its population identifying as Hispanic or Latino, setting it apart from the surrounding areas. Conversely, the city records a lower percentage of white residents in comparison. However, when examining other racial and ethnic categories, Gresham's proportions align closely with those observed in the comparison geographies.



Population by Race & Ethnicity

Source: Census American Community Survey, 5-year estimates, 2021

Furthermore, Gresham exhibits a more elevated proportion of its populace as foreign-born individuals, accounting for 17%, which exceeds 14% for Multnomah County and 10% for Oregon. Notably, Latin America is Gresham's foreign-born residents' predominant region of origin.



Foreign Born Population by Region of Birth

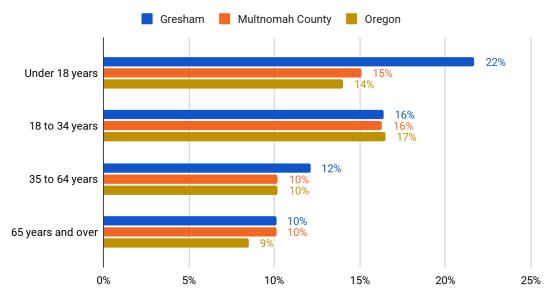
Source: Census American Community Survey, 5-year estimates, 2021

Poverty

The examination of poverty data delves into the economic dynamics of Gresham, offering insight into the prevalence and impact of poverty within the city. This analysis provides a clearer understanding of the challenges faced by specific population segments. It underscores the importance of crafting targeted strategies to uplift those in need and enhance economic mobility for all residents.

Presently, 15% of Gresham's residents find themselves below the poverty line, a rate surpassing both Multnomah County (13%) and the state (12%). Most concerning is that over 1 in 5 young individuals, precisely 22% of Gresham's population under 18 years old, are grappling with poverty. This figure stands higher than both the county and state averages.

ALICE, short for "Asset Limited, Income Constrained, Employed," is another way to measure a household's ability to afford fundamental necessities. 38% of Gresham's population falls under the ALICE threshold, in contrast to 34% for the county and 32% for the state. ALICE describes households where, despite being employed, they struggle to afford fundamental necessities such as housing, child care, food, transportation, health care, and technology. In Oregon, the ALICE threshold translates to approximately \$88,000 for a family of two adults and two children.



Population Below Poverty Level by Age

Source: Census American Community Survey, 5-year estimates, 2021

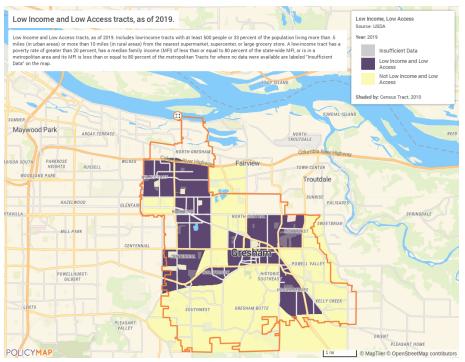
Health of Community

This section encompasses a spectrum of vital indicators that provide a comprehensive view of Gresham's well-being. Within this context, pivotal aspects such as poverty data, food access, mental health service accessibility, and crime and safety reports reflect the community's immediate challenges and potential for economic mobility.

- **Poverty data** offers a profound insight into the economic landscape, highlighting disparities and revealing the segments of the population most vulnerable to financial instability. By assessing the prevalence of poverty and its impact, we can better comprehend the obstacles individuals face in achieving upward economic mobility.
- **Food access** is another vital indicator, as it directly correlates with a community's quality of life and overall health. A lack of food accessibility can perpetuate cycles of poverty, hindering the potential for individuals and families to thrive. We gain insights into economic well-being and the need for equitable resources by examining food access.
- Mental health service access is a critical pillar for a thriving community. Accessibility to such services affects individual well-being and profoundly impacts productivity, educational attainment, and overall economic contribution. Accessing mental health support can directly influence one's capacity to participate fully in the workforce and pursue economic advancement.
- **Crime and safety** reports provide insight into a community's relative safety, perceived or otherwise. Crime in a community tends to reflect the underlying, systemic issues that a community faces regarding poverty and a lack of meaningful social support. While crime should not be the only factor in pursuing poverty reduction and economic mobility strategies, the frequency of crime reports can help better identify areas of need within a community.

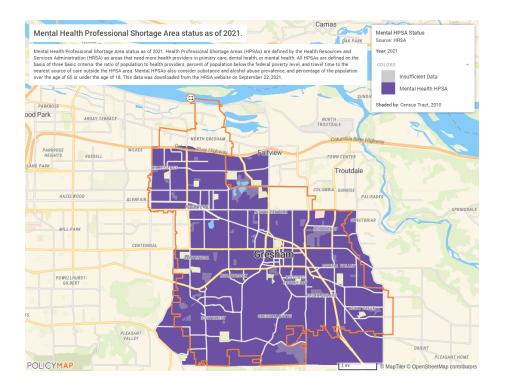
Collectively, these indicators paint a picture of the complex interplay between economic mobility and community health. Addressing poverty, food access, mental health services challenges, and crime and safety can create a more inclusive and supportive environment that fosters economic growth, empowers residents to seize opportunities, and nurtures a vibrant and prosperous community.

Among the fourteen census tracts that have reported data in Gresham, nine are classified as having both low-income and low-food access. This confluence suggests a population facing economic challenges, where a substantial portion, at least one-third, lives far from supermarkets, supercenters, or large grocery stores. It's worth highlighting that numerous areas in and around the neighboring cities of Gresham are also designated as low-food access tracts.



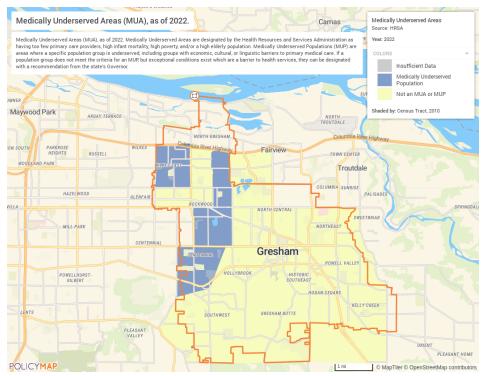
Source: PolicyMap | USDA, 2019

Regarding access to mental health care in the region, the entire city is designated as an area with a Mental Health Professional Shortage status. Notably, two specific sections encompassing areas around Portland and Salem exhibit a more pronounced scarcity of mental health professionals than other parts of the state.



Source: PolicyMap | HRSA, 2021

Likewise, among the 14 census tracts in Gresham for which data is available, three are classified as medically underserved areas. This designation indicates insufficient medical care, particularly for populations facing economic, cultural, or linguistic obstacles to accessing primary healthcare services. It's worth noting that a significant portion of the northwestern region of Oregon also falls under the umbrella of medically underserved areas, as per specific criteria.



Source: PolicyMap | HRSA, 2021

In 2021, the neighborhoods of Rockwood, North Central, and Wilkes East had the most reported crimes in Gresham. However, crime reports overall for the City declined by 14% (nearly 2,000 fewer reports) from 2017 to 2021. In addition, said crime declined for Rockwood (-32%, or 981 fewer reports) and Wilkes East (-8%, or 92 fewer reports) for the same period.

	2021 Crime	
Neighborhood	Reports	
Rockwood	2,074	
North Central	1,287	
Wilkes East	1,030	



The chart below shows the number of case reports for 2021, by neighborhood, for Gresham. There were 11,417 total crime reports for the city.

	2021
Centennial	926
Central City	911
Gresham Butte	173
Gresham Pleasant Valley	41
Historic Southeast	325
Hogan Cedars	518
Hollybrook	286
Kelly Creek	463
North Central	1,287
North Gresham	700
Northeast	774
Northwest	981
Powell Valley	574
Rockwood	2,074
Southwest	354
Wilkes East	1,030
Year Totals	11,417

Housing and Home Ownership

This section encapsulates critical insights into Gresham's economic landscape, offering a lens through which we can understand the community's potential for economic mobility. Homeownership serves as a potent vehicle for wealth creation and, in turn, can significantly impact the city's overall economic health.

Homeownership is more than a simple living arrangement; it is a powerful wealth-creation tool that has the potential to shape the trajectory of families and individuals. The ability to own a home provides stability and security and serves as a means of accumulating assets over time. As property values appreciate, homeowners can build equity to be leveraged for future opportunities such as education, business, or even generational wealth transfer. This



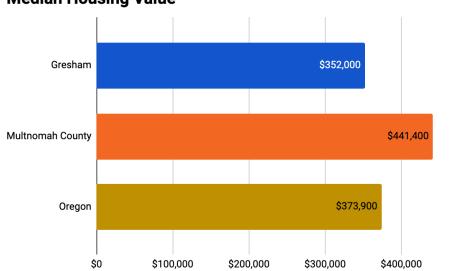
wealth-building aspect of home ownership is crucial in fostering economic mobility and breaking the cycle of poverty.

A robust housing market contributes to a thriving local economy. A healthy housing market attracts investment, stimulates construction, and generates jobs, enhancing the community's economic vitality. The availability of affordable housing, in particular, can significantly impact workforce participation, as employees are more likely to perform at their best when they have stable and secure housing.

Challenges in housing affordability can impede economic mobility. High housing costs can force families to allocate a substantial portion of their income to housing expenses, leaving less room for education, health, or entrepreneurship investments. Affordable housing options provide a platform for immediate stability and enable individuals and families to focus on long-term goals.

The connection between housing, home ownership, and economic mobility is profound. As Gresham explores housing data, it gains insights into the accessibility and affordability of this pivotal asset. By addressing challenges and promoting affordable home ownership, the community can cultivate a thriving environment where residents can harness the transformative potential of housing to secure their financial future, enrich the local economy, and contribute to the lasting well-being of the city.

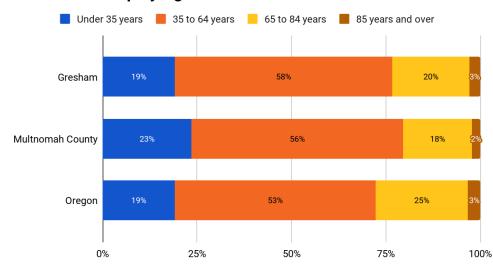
The median home price in Gresham is \$352,000, making it more affordable compared to a median-priced home in the county (\$441,400) and state as a whole (\$373,900).



Median Housing Value

Source: Census American Community Survey, 5-year estimates, 2021

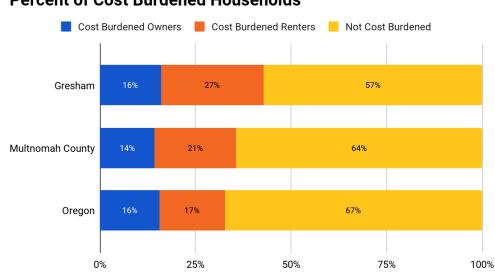
The predominant age group among Gresham's homeowners falls between 35 and 64 years old, surpassing the corresponding figures at the county and state levels.



Homeownership by Age

Source: Census American Community Survey, 5-year estimates, 2021

According to the U.S. Census Bureau's criteria, households are labeled as cost-burdened when they allocate at least 30% of their income to cover housing and related expenses. Using this benchmark, a significant 43% of households in Gresham (comprising 6,673 owner households and 11,187 renter households) find themselves in a cost-burdened situation. Notably, Gresham exhibits a higher proportion of cost-burdened renter households than the county and the state.



Percent of Cost Burdened Households

Source: Census American Community Survey, 5-year estimates, 2021



Housing affordability presents challenges for low-income homeowners and renters in Gresham. A useful metric for assessing housing affordability is the Housing and Urban Development (HUD) data, which is based on area median income (AMI). In Gresham, there's a notable shortage of housing for households earning 0-50% of the AMI (\$56,400 for a family of 4). Conversely, there's an abundance of housing in higher AMI categories.

This disparity is evident when considering that 90% of homeowners in the 0-50% AMI category and 48% in the 51-80% AMI category live in homes that strain their budgets. On the other hand, around 46% of homeowners in the 81-100% AMI category and 72% in the 101%+ AMI category reside in homes that are well within their financial means.

While individual income dynamics can play a role in these housing affordability challenges, the significant lack of housing options, especially in the lower AMI brackets, exacerbates the issue.

Owner Households Mismatch					
	Unaffordable Households occupying units that are unaffordable to them	No Mismatch Households with income that matches unit cost	Lives Below Means Households with income above the unit cost they occupy		
0-50% AMI	20,435	2,285	0		
Households	90%	10%	0%		
51-80% AMI	920	635	380		
Households	48%	33%	20%		
81-100% AMI	820	1,160	1,700		
Households	22%	32%	46%		
101%+ AMI	0	620	1,605		
Households	0%	28%	72%		

Source | HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2016-2020

Owner Households and Units Gap Calculation					
	Households	Occupied Units	Vacant Units	Unit Shortage Too few owner units	Unit Surplus Too many owner units
0-50% AMI	22,720	3,110	75	19,535	
0-30 % Alvii	74%	10%	0.2%		
51-80%	1,935	8,975	0		7,040
AMI	6%	29%	0.0%		



81-100%	3,680	8,950	45	5,315
AMI	12%	29%	0.1%	
101%+	2,225	9,525	15	7,315
AMI	7%	31%	0.0%	

Source | HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2016-2020

A projected shortage in rental units is expected for income groups in the 0-30% of AMI bracket and those in the 81%+ AMI range. On the other hand, an abundance of units is apparent for those earning within the 31-50% and 51-80% AMI segments. It's significant to mention that 91% of renter households earning in the 0-30% AMI range and 36% in the 31-50% AMI range are living in housing that exceeds what they can comfortably afford. At the same time, a substantial 95% of renter households in the 81%+ AMI bracket have housing costs well within their budget. The reasons for these trends likely stem from income-based housing pressures. Additionally, the competition between higher-income households and their lower-income peers for the scarce available housing options further complicates the landscape.

Renter Households Mismatch					
	Unaffordable Households occupying units that are unaffordable to them	No Mismatch Households with income that matches unit cost	Lives Below Means Households with income above the unit cost they occupy		
0-30% AMI	15,885	1,515	0		
Households	91%	9%	0%		
31-50% AMI	295	200	315		
Households	36%	25%	39%		
51-80% AMI	135	590	215		
Households	14%	63%	23%		
81%+ AMI	0	80	1,440		
Households	0%	5%	95%		

Source | HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2017-2019

Renter Households and Units Gap Calculation					
	Households	Occupied Units	Vacant Units	Unit Shortage Too few rental units	Unit Surplus Too many rental units



	-				
0-30% AMI	17,400	2,115	1,015	15,285	
	84%	10%	4.6%		
31-50%	810	4,195	0		3,385
AMI	4%	19%	0.0%		
51-80%	940	12,860	40		11,920
AMI	5%	59%	0.2%		
81%+ AMI	1,520	1,500	120	20	
	7%	7%	0.5%		

Source | HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2017-2019



Economic Drivers in Gresham

Gresham's economic data provides a detailed look into the factors contributing to the city's economic health. This encompasses areas such as employment sectors, job growth, business trends, industry-specific wages, employment types, local employment dynamics, and car ownership, painting a comprehensive picture of the city's economic landscape.

To grasp the city's potential for economic mobility, it's essential to delve deep into these economic factors. The variety and growth in employment sectors shed light on the dynamism of the job market and the array of career opportunities available to residents. Business growth statistics highlight the city's entrepreneurial spirit, signaling innovation and new job avenues.

Industry-specific wages give insights into the monetary value of different skill sets, which can impact individual financial trajectories. Data on employment types, whether full-time, part-time, or self-employed, offers a glimpse into job security and growth potential.

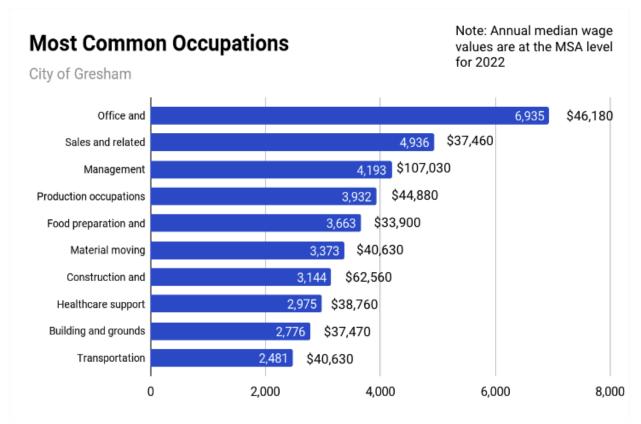
Metrics on local employment and car ownership highlight the practicality of accessing jobs and the costs and benefits of commuting. Living and working within proximity can reduce transportation expenses and improve work-life balance, boosting an individual's economic outlook.

In essence, these economic elements are crucial in determining the financial path of Gresham's citizens. By understanding these variables, we can gauge the city's overall economic vitality, identify opportunities, and spot potential mobility challenges. With this knowledge, Gresham can shape policies and strategies that promote thriving economic mobility, ensuring residents have a fair shot at prosperity and advancement.

Employment Sectors

Gresham's labor force comprises 54,777 individuals actively engaged in various occupations. Interestingly, a significant portion of these workers, roughly two-thirds, are concentrated within just ten distinct job categories. Of these, the most substantial percentage is employed in Office and Administrative Support occupations, constituting 13% (equivalent to 6,935 individuals).

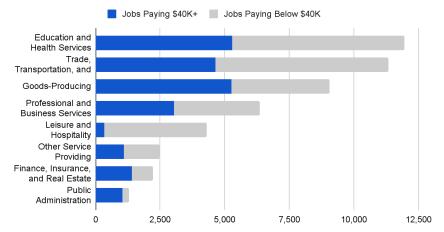
FOURTH ECONOMY



Source: Census American Community Survey, 5-year estimates, 2021; BLS, 2022

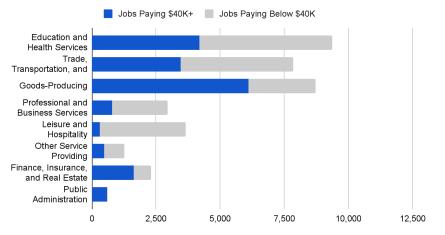
Half of all in-commuters to Gresham are employed in jobs that pay \$40,000 or more . 17,522 jobs in Gresham pay \$40,000 or more. 82.3% of these higher paying jobs (14,427) are held by people commuting into Gresham, meaning that non-residents have most jobs in Gresham that pay \$40,000 or more. These jobs are heavily concentrated in Manufacturing (25.7% of jobs) and Health Care (16.4% of jobs), both of which tend to require higher educational attainment, certification, or specific on-the-job training.

Most jobs held by Gresham residents are located outside of the city, meaning there is a large outflow of residents commuting for their jobs.



Jobs held by Gresham residents

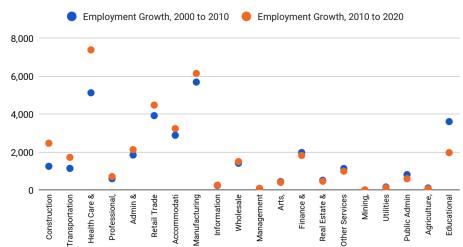




Source: U.S.Census Bureau, Center for Economic Studies, LEHD, 2020

Job Growth

Among the 20 major employment sectors classified by NAICS codes, Gresham experienced growth in 11 sectors between 2010 and 2020. Notably, the Construction sector exhibited the most substantial percentage surge at 96%. In contrast, the Health Care and Social Assistance sector made the most significant contribution in job additions, totaling 2,259 positions during this period.

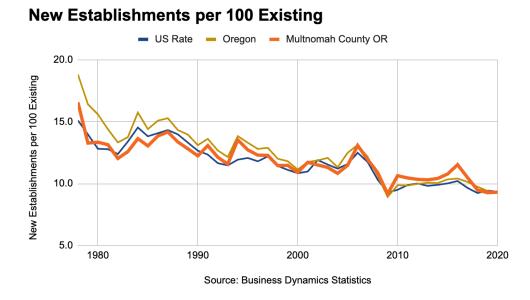


Employment Growth by Industry

Source: Census Local Employment Dynamics, 2010 - 2020

Business Starts and Growth

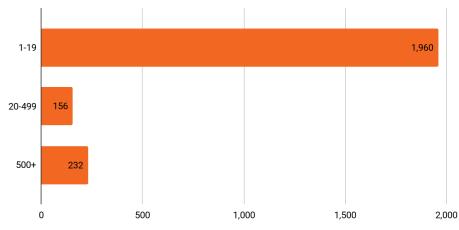
Since 1980, Multnomah County has observed an average of 11.9 new business establishments for every 100 existing ones. While this figure falls slightly below the state average (12.4), it does exceed the national average (11.7).



Out of the 2,348 new businesses that emerged in Multnomah County in 2020, a remarkable 80% (1,960) were characterized by workforces comprising fewer than 20 individuals.

Net Business Birth Rate by Size

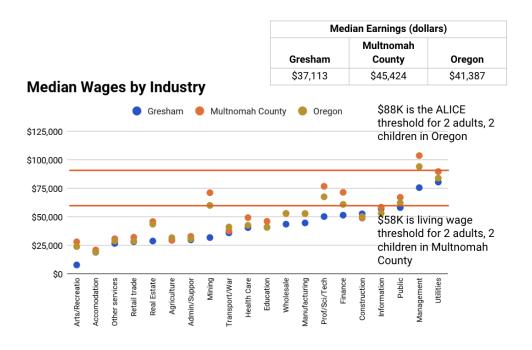




Source: U.S. Census Bureau, Center for Economic Studies, Business Dynamics Statistics (2020)

Wages by Industry

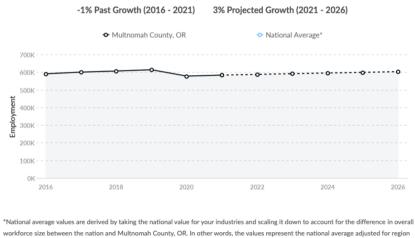
The median earnings in Gresham hover around \$37,000, trailing behind both Multnomah County (\$45,424) and the state (\$41,387). Unfortunately, these median earnings fall short of meeting the living wage benchmark for two adults and two children in Multnomah County (\$58,000) and the ALICE threshold for the same family configuration in Oregon (\$88,000).



Source: Census American Community Survey, 5-year estimates, 2021

Employment Status

While Multnomah County saw a decrease in employment between 2016 and 2021, the county is projected to witness a 3% employment growth from 2021 to 2026.

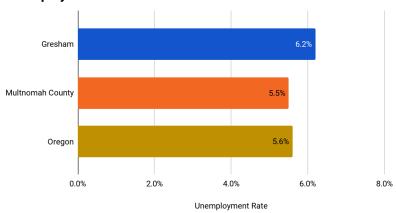


size.

Source: Lightcast, retrieved June 2023

Unemployment

Historically, Gresham's unemployment rate has been higher than both Multnomah County and the state.



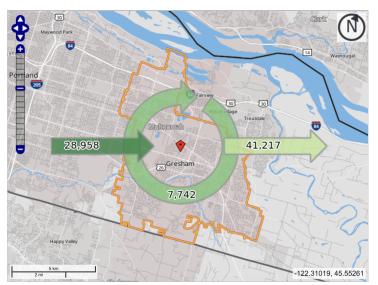
Unemployment Rate

Source: Census American Community Survey, 5-year estimates, 2021



Live-Work Rate

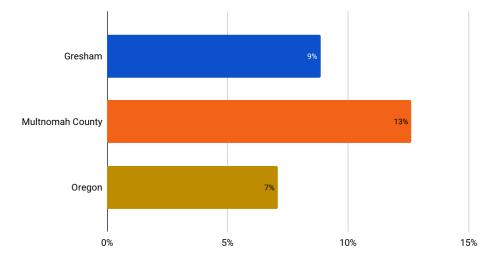
Out of the 36,700 jobs within the City of Gresham, 79% (28,958) are held by workers that commute in from areas outside the city boundaries. Conversely, 21% (7,742) of jobs within Gresham are held by residents that live and work within the city.



Source: U.S.Census Bureau, Center for Economic Studies, LEHD, 2020

Car Ownership Rate

Car ownership among households in a community can speak to job access in that households without a car are less likely to be able to access employment opportunities. 9% of households (3,706) in Gresham have no vehicle available to them, a percentage that is greater than for the state but significantly less than for the county.



Household with No Vehicles Available

Source: Census American Community Survey, 5-year estimates, 2021

Integrated Strategies for Catalyzing Economic Mobility and Reducing Youth Poverty in Gresham, Oregon

Based on extensive analysis of demographic and economic data for the City of Gresham and surrounding areas, we are recommending ten different activities for the City to take on to achieve their goals of raising the average wage or salary for Gresham residents, bolstering the creation of new jobs, and increasing the availability of positions offering a living wage.

Taking an Anti-Displacement Approach to Poverty Reduction and Prevention

Investment in urban areas often comes with the unintended consequence of resident displacement. The question arises: how can we bolster our city and support our community without inadvertently pushing residents out? Although averting displacement is challenging, it's both feasible and crucial. The repercussions of displacement are extensive, affecting physical and psychological health, undermining community unity, and hindering long-term economic mobility. Additionally, when rising housing costs push out low-income communities of color, it often results in re-segregation, thereby continuing the cycle of racial disparity, as highlighted by the Urban Displacement Project.

Given these implications, the City of Gresham must adopt an anti-displacement perspective as a central component of its poverty reduction and prevention strategy.

Implementing this perspective effectively entails the following considerations, drawn from the Urban Displacement Project's Guiding Principles:

- Being proactive: anti-displacement cannot be an afterthought; it must be embedded into the planning process from the start
- Engaging the community: residents should be engaged to understand their most pressing concerns, and what will allow them to stay in their homes and communities. We have included a Community Engagement Plan aligned with the findings in this report to help the City of Gresham
- Acknowledging how we got to where we are: racist urban policies are often at the heart of historical and current injustices in communities. Understanding and acknowledging this is key to addressing inequities
- Using data to understand and predict trends: this allows for communities to be proactive and get ahead of changes expected due to investments in housing, parks, or other infrastructure on the quality of life and cost of living for residents

• Supporting community organizing: community organizing can ensure that policies and plans are right-sized for the realities that communities and residents are facing and are genuine change-makers and not just surface level efforts

For the City of Gresham, building an Integrated Strategy for Poverty Reduction and Prevention necessitates using an anti-displacement approach in the planning stage. In the following recommendations, you'll see that potential consequences of displacement are flagged, and potential solutions are recommended.

Incentivize Businesses to Hire Gresham Residents

The Rationale

Gresham boasts 36,700 jobs. Of this total, approximately half, or 17,522, offer salaries of \$40,000 or more, which represents the highest income band available in our data set. However, a significant 82% of these higher-paying jobs, equivalent to 14,427 positions, are occupied by individuals who reside outside of Gresham. This means that only 3,095 of these jobs are held by Gresham's own residents.

Key industries in Gresham that offer 500 or more positions and where over half the jobs pay above the \$40,000 threshold include Construction, Manufacturing, Wholesale Trade, Transportation and Warehousing, Finance and Insurance, Educational Services, and Public Administration. These sectors offer substantial opportunities for Gresham residents to achieve economic mobility.

NAICS Sector	Jobs in Gresham	Jobs in Gresham Paying \$40K+	Jobs held by Gresham residents	Jobs held by Gresham Residents Paying \$40K+
Manufacturing	6,147	73%	2,858	59%
Construction	2,472	64%	2,105	62%
Educational Services	1,977	67%	1,898	57%
Finance and Insurance	1,829	78%	1,047	74%
Transportation and Warehousing	1,729	57%	1,607	46%
Wholesale Trade	1,506	72%	1,481	63%
Public Administration	603	97%	1,049	82%



The Opportunity

In Gresham, 14,427 jobs, particularly those with salaries over \$40,000, are filled by individuals from outside the city. This presents a golden opportunity: by partnering with local businesses, particularly those in sectors paying higher wages, we can encourage the hiring of Gresham residents. Further, there's potential to collaborate with individuals from the highlighted industries, guiding them towards higher-paying positions within the city.

By fostering a climate of mutual growth, Gresham can adopt inventive measures like Business Incentives to uplift its residents and simultaneously support local businesses. Incentives, such as tax breaks, grants, or direct financial assistance, can encourage businesses to focus on hiring and training Gresham's own residents. This strategy not only benefits businesses with a committed workforce but also provides locals with stable, rewarding job opportunities.

A compelling example of such incentives can be drawn from the climate resilience sector, which has effectively utilized business incentives to bolster local workforces. Within this sector, tools like project labor and community workforce agreements have been employed. These agreements, often legally binding, set requirements for hiring a certain percentage of locals for specific projects. As advocated by the <u>Georgetown Climate Center</u>, these frameworks have been pivotal in ensuring job opportunities are available to communities directly impacted by such projects.

For Gresham, recent data highlights a notable increase in the construction sector, with a significant growth of 96% between 2010 and 2011. Additionally, the healthcare and social assistance sectors have introduced 2,259 new jobs. By prioritizing business incentives, especially in these flourishing sectors, Gresham can anchor its efforts in truly elevating its community. Collaborations with local unions could further solidify these endeavors, cementing partnerships that enhance economic mobility and fortify the city's workforce ecosystem.

Provide Focused Employment Support to Gresham's Foreign Born and Hispanic Population

The Rationale

Gresham has a higher population of foreign-born residents (17%) than both Multnomah County (14%) and the State (10%). Of Gresham's foreign born population, 47% were born in Latin America. In addition, data from 2021 indicates that 26.4 % of Gresham residents speak a language other than English at home.

Hispanics are underrepresented within the workforce compared to their share of population, according to analysis of population and workforce data. Hispanics make up an estimated 15.6%

of workers and 17.5% of the working age population. <u>Evidence suggests that this workforce gap</u> <u>is the result of systemic barriers</u> like job access, transportation, education access, language skills. Targeted interventions can help reduce this disparity and promote poverty alleviation efforts.

The Opportunities

Support organizations such as the <u>Immigrant and Refugee Community Organization (IRCO)</u>, which is a community-based organization that empowers children, youth, families and elders from around the world to build new lives and become self-sufficient by providing more than 200 culturally and linguistically specific social services. IRCO has a Workforce Development that provides participants with on-ramps to career pathways through guided skills assessment, career planning and resource planning toward long-term career goals and short term paid youth internships or direct hire.

There may also be an opportunity to better align Title II Funds through the Workforce Innovation and Opportunity Act (WIOA) to best serve the workforce development needs of non-native English language learners. WIOA is the primary federal workforce development legislation, seeking to increase coordination among federal workforce development and related programs. WIOA has six core programs that address the needs of unique populations: Adults, Youth, Dislocated Workers, Adult and Family Literacy, Wagner-Peysner, and Vocational Rehabilitation. These programs provide a wide combination of education and training services, including activities like job seeker assistance, navigation or career counseling, and classroom, occupational, or work-based training. Title II: Adult and Family literacy authorizes education services to assist adults in improving their basic skills, completing secondary education, and transitioning to postsecondary education. Award uses include improving English reading, writing, speaking, and comprehension skills, mathematics skills, and acquiring an understanding of the American system of Government, individual freedom, and the responsibilities of citizenship for immigrants and non-native English language learners. There is an opportunity to understand how the allocation of funding and administration of WIOA Title II Funds works within the context of Gresham – both from an administrative and planning scope of the Office of Workforce Investments (OWI) and the Office of Community Colleges and Workforce Development (CCWD) and from an implementation perspective of WorkSource Portland Metro.

Support and Expand Apprenticeship Programs

The Rationale

Of 20 major employment sectors, 11 showed growth from 2010 to 2020. Construction experienced the greatest percent increase at 96% growth, while the Health Care and Social Assistance sector added the most jobs with 2,259. Apprenticeship programs represent a dynamic blend of paid hands-on training and classroom instruction designed to equip workers with the specialized skills and knowledge required for specific vocations, and apprentices get

paid while they are learning on the job. Traditionally rooted in trades and construction, these programs have evolved to encompass industries spanning technology, healthcare, energy, and advanced manufacturing, many of which are industries that are present and growing in Gresham.

The Opportunity

Highlighting the efficacy of apprenticeships, a 2022 Department of Labor (DOL) report unveiled that 93% of apprentices completing Registered Apprenticeship initiatives continued their employment with the training employer. These apprentices, on average, commanded a yearly income of \$77,000, akin to the \$80,478 average earnings of college graduates in 2021. In contrast, high school graduates earned an average of \$39,976 annually, roughly half the sum. Notably, apprenticeship programs possess the potential to bridge the \$40,000 annual earnings disparity between high school and college graduates (Joint Economic Committee Democrats). To provide a local example, in Multnomah County there is a Medical Assistants' 2000-hour apprenticeship program, offering journey pay at \$21.90.

A strategic avenue for Gresham's poverty reduction and economic mobility endeavors is reinforcing existing apprenticeship initiatives, particularly within expanding sectors like construction, healthcare, and social services. Concurrently, fostering collaboration with enterprises to cultivate fresh apprenticeship programs emerges as a well-founded, evidence-backed strategy to drive economic upliftment and opportunity enhancement within the community

Strengthen Partnerships with Community Colleges and Local Universities

The Rationale

From January to July 2023, Gresham's job postings have underscored a burgeoning demand for specialized competencies. For instance, roles in nursing (291 postings), marketing (231 postings), medication administration (189 postings), and medical records/data entry (186 postings each) have prominently surfaced. This data-driven insight forms the bedrock for crafting targeted curricula that resonate with the immediate needs of the Gresham job market.

The Opportunity

Fostering dynamic partnerships with community colleges in the region emerges as a strategic endeavor with far-reaching impact. Collaborating in tandem with these educational institutions, Gresham can co-create specialized job training and certification programs that align closely with the unique demands of the local job landscape. This strategic alignment offers accessible and cost-effective avenues for individuals to upskill, nurturing a workforce equipped with relevant expertise tailored to Gresham's evolving economic fabric.



One exemplary avenue of collaboration is engaging with the Workforce Development division of Mt. Hood Community College. This symbiotic partnership entails tailoring their offerings to align precisely with the skill sets deemed indispensable by Gresham's job postings. The division's comprehensive services, spanning career counseling, vocational training programs, job search assistance, and direct liaisons with local employers, fortify individuals with the requisite skills and bridge the gap between training and real-world job opportunities. This strategic collaboration is poised to elevate Gresham's workforce preparedness, nurturing a talent pool that harmoniously resonates with the region's economic needs and aspirations.

Develop a Comprehensive Employment Support Hub

The Rationale

A collaborative of workforce development organizations in Gresham recently folded. This leaves a gap in connection between organizations working to support workforce training and development. In addition to the missed opportunity for shared learning and providing complimentary services that is lost without a collaborative, so too is an opportunity to create a centralized employment support and navigation hub.

The Opportunity

Re-establishing the collaborative, alongside the creation of a centralized employment support hub can substantially benefit the community. This innovative center will serve as a one-stop destination, offering indispensable services designed to empower job seekers. The spectrum of services encompasses not only resume refinement and interview coaching but also extends to personalized job search guidance and fostering meaningful connections with local employers. By amalgamating these essential resources under one roof, Gresham can adeptly equip job seekers with the tools and knowledge crucial for navigating the contemporary job market and attaining gainful employment.

Work with Businesses Providing Professional and Business Services in Gresham to Increase Wages or Move into Gresham

The Rationale

There are 6,350 jobs in the Professional and Business Services sector, both inside and outside of Gresham, that are held by Gresham residents. Of those, 47.8% pay over \$40,000. However, of the 2,945 Professional and Business Services sector jobs located in Gresham, only 26.7% (or 785 of them) pay over \$40,000.

The Opportunity

There may be an important opportunity to work with Professional and Business Services sector entities in Gresham and encourage them to increase their wages, or to recruit these entities who are currently outside of the City of Gresham to move inside of the City, since the workforce already exists in the City.

Focus Energy and Resources on Rockwood and Centennial as Neighborhoods of Opportunity

The Rationale

We analyzed Gresham's 16 neighborhoods through a lens that included 4 key indicators poverty rate, the percentage of youth in poverty, the percentage of foreign born residents and the percent of residents with a high school diploma but no college - to better identify the areas of the City with an increased need for targeted opportunities to decrease poverty and enhance economic mobility. This analysis showed that the Rockwood and Centennial neighborhoods are areas with greater need and vulnerability based on specific indicators.

The Opportunity

Understanding Rockwood and Centennial as neighborhoods that stand out in terms of need presents the opportunity to concentrate energy and resources into those areas and create meaningful, lasting socioeconomic changes for residents in those communities. For example, Rockwood has the highest percentage of foreign born residents (34.8%) and the second highest percentage of the population with a high school diploma but no college (35.2%) compared to other neighborhoods. Centennial has the highest poverty rate (26.2%) and the second highest youth in poverty rate (43.7%) among Gresham neighborhoods based on its alignment with a census tract that is primarily located in the neighborhood.

Promote Economic Security Programs for Families to Address Youth Poverty

The Rationale

More than 1 in 5 youth -- 22% of Gresham residents under 18 years old -- are in poverty. This is significantly higher than for either the county (15% of youth are in poverty) or the state (14%). The most effective way to lift youth out of poverty is to increase the incomes of their families.

Another way to consider the issue of youth in poverty is to examine the share of young people aged 16 to 24 who are not enrolled in school and not working. These youth, known as



disconnected youth, are likely to face impeded economic growth through the lack of opportunities that come from not being in school or working and are ultimately less able to contribute fully in the economic landscape as they age. 14.1% of youth in the area of Multnomah County comprising the cities of Gresham and Troutdale are considered disconnected, compared to 10.6% in Multnomah County as a whole and 13.4% in Oregon. Similarly, raising the income of families can reduce the youth disconnection rate, particularly for the critical 18 and under range. Increasing the income of families can help by reducing the likelihood of some of the risk factors associated with youth disconnection, including living in a high-poverty household.

Programs that help low and moderate-income families lift their incomes to be above the poverty line have had strong implications for child poverty. For example, the <u>Center on Budget and</u> <u>Poverty Priorities</u> reports that in 2015, this type of assistance program for families "lowered the child poverty rate from 26.8 percent (when families' income from these programs is *not* counted) to 16.1 percent (when the assistance *is* counted)."

In addition, we know that anti-poverty interventions that do not raise income because they focus solely on boosting employment and lowering welfare participation largely fail to improve children's well-being, and academic performance in particular. As such, policies in support of programs that increase family income, are evidenced to have the most significant impact on youth poverty.

The Opportunity

Tax rebates and tax credits can help stabilize family income. One specific statewide tax rebate under consideration is <u>the Oregon Rebate (IP 2024-017) ballot initiative</u>. Supporting programs that provide Guaranteed Basic Income is another way to lift family incomes and help bring youth out of poverty. <u>The Oregon Rebate (IP 2024-017) ballot initiative</u> campaign has announced early success in collecting the necessary signatures to qualify for the November 2024 General Election. The Oregon Rebate, if passed, will establish a statewide Universal Basic Income in the form of yearly rebates valued at approximately \$750. Every Oregonian, regardless of age, income, or status will be eligible to receive a yearly rebate. For example, a 4-person household will receive four rebates, or about \$3,000, tax-free. The rebates are funded by increasing the minimum tax rate of the corporations with more than \$25 million of annual Oregon sales.

Key Considerations

Considering economic mobility and reducing youth poverty in the context of the lives of residents means not losing sight of other critical components of obtaining and keeping a job or upskilling into a new tier or industry. These include access to transportation, access to affordable child care, and access to affordable and stable housing. While these are not the focus of our recommendations,



Accessible Childcare Resources: Establishing affordable childcare services is a pivotal enabler for parents seeking to engage in training programs, pursue job opportunities, or commit to full-time employment. Recognizing the intricate balance parents must strike between their professional aspirations and caregiving responsibilities, Gresham can institute a comprehensive childcare framework. This framework provides invaluable support to parents, relieving them of concerns about their children's care while actively engaging in their career journeys. By rendering childcare affordable and accessible, Gresham facilitates parental workforce participation and fosters an environment conducive to personal development and economic mobility.

Enhancing Mobility Access: Mitigating transportation barriers is pivotal to cultivating a more inclusive and resilient workforce. Gresham can significantly impact employment prospects by implementing initiatives that offer subsidized or complimentary transportation services to job training centers and workplaces. This strategic intervention effectively dismantles a prominent impediment for many individuals striving to secure employment. By ensuring reliable and affordable transportation options, Gresham empowers individuals with greater access to training and workplaces and systematically contributes to economic mobility and self-sufficiency within the community. This multi-faceted approach acknowledges the crucial interplay between transportation accessibility and broader socio-economic growth.

Catalyzing Affordable Housing: Affordable housing is its own pillar within the City of Gresham's strategic plan. However, given the data on housing included above, it is a critical component of workers being able to afford to live in Gresham, and of their willingness to stay in Gresham as they upskill into higher-wage jobs, and cannot be left out of the conversation.

Placemaking: Placemaking is focused on strengthening the connection between people and the places they share, and will be key for Gresham to keep in mind, so that when residents start obtaining higher wage jobs and find economic mobility, they decide to stay in Gresham, instead of move somewhere else. An Urban Institute study of 11,000 Americans found that "those with access to recreational areas and safe places to live, work and play also had more positive feelings about the community" (<u>Community Ties</u>). It also includes access to services, and a sense of community. Placemaking has the power to improve a community's sustainability and climate resiliency. And placemaking can help build (or rebuild) community trust. Increased interaction between community members inspires knowledge sharing and civic engagement that leads to innovation, problem solving, and overall prosperity.



Implementation Matrix

The journey toward achieving comprehensive economic mobility necessitates a systematic and collaborative approach. Gresham's commitment to enhancing economic well-being and shared prosperity for its residents is reflected in the creation of this implementation matrix. Designed as a strategic roadmap, this matrix outlines a cohesive framework that leverages both reliable public data sources and the collective efforts of community groups and partners. By uniting these essential elements, Gresham aims to measure and monitor economic mobility indicators over time, facilitating informed decision-making, targeted interventions, and the ongoing assessment of progress.

The matrix encompasses four pivotal indicators that collectively provide a nuanced perspective on economic mobility within Gresham: Overall Poverty, Youth in Poverty, Foreign-Born Population, and Education. These indicators are meticulously aligned with data sources that offer accurate and up-to-date insights, ensuring a robust foundation for assessment. Simultaneously, the matrix envisions a collaborative ecosystem that draws on local community groups' and partners' strengths and expertise, creating a unified force working toward shared objectives.

As Gresham embarks on this journey, the implementation matrix stands as a guiding light, facilitating the systematic collection and analysis of data, identifying priority areas, and implementing strategies that resonate with the community's unique needs. By cultivating a holistic understanding of economic mobility and its interconnected aspects, Gresham lays the groundwork for informed, data-driven decision-making that uplifts its residents, empowers partnerships, and paves the way toward a future where economic prosperity is within reach of all.



Gresham Indicators

Gresham Indicators	Public Data Sources	Potential Community Groups/Partners
Overall Poverty	 U.S. Census Bureau - American Community Survey Multnomah County's Poverty Data ALICE Threshold 	 Community Action (CAO) Our Just Future Urban League of Portland
Youth in Poverty	 U.S. Census Bureau - American Community Survey Multnomah County's Poverty Data Gresham Youth Advisory Committee 	 Boys & Girls Club Gresham-Barlow School District Gresham Area Chamber of Commerce
Foreign-Born Population	 U.S. Census Bureau - American Community Survey Multnomah County's Migration Data 	 IRCO (Immigrant and Refugee Community Org) Latino Network County and Tribal Cultural Coalitions through the Oregon Cultural Trust
Education	 U.S. Census Bureau - American Community Survey Oregon Department of Education - School Report Card 	 Gresham-Barlow School District Mt. Hood Community College Gresham Women's Shelter
Unemployment Rate	 U.S. Census Bureau - American Community Survey U.S. Bureau of Labor Statistics - Local Area Unemployment Statistics Oregon Employment Department - Economic Data 	 Gresham Chamber of Commerce Workforce Investment Network (WIN) Gresham Redevelopment Commission (GRDC)
Income Inequality	U.S. Census Bureau - American Community Survey	 Economic Fairness Oregon Immigrant and Refugee Community Org (IRCO)



Rockwood Neighborhood Indicators

Rockwood Neighborhood Indicators	Public Data Sources	Community Groups/Partners
Overall Poverty	 U.S. Census Bureau - American Community Survey ALICE Threshold 	Rockwood Community Development Corporation
Youth in Poverty	U.S. Census Bureau - American Community Survey	Boys & Girls Club
Foreign-Born Population	U.S. Census Bureau - American Community Survey	IRCO (Immigrant and Refugee Community Org)
Education	U.S. Census Bureau - American Community Survey	Mt. Hood Community College
Unemployment Rate	 U.S. Census Bureau - American Community Survey U.S. Bureau of Labor Statistics - Local Area Unemployment Statistics 	• WorkSource Eastern Oregon, Gresham Redevelopment Commission (GRDC)
Income Inequality	• U.S. Census Bureau - American Community Survey	Rockwood CDC



Centennial Neighborhood Indicators

Centennial Neighborhood Indicators	Public Data Sources	Community Groups/Partners
Overall Poverty	 U.S. Census Bureau - American Community Survey ALICE Threshold 	Centennial Community Association
Youth in Poverty	• U.S. Census Bureau - American Community Survey	Centennial School District
Foreign-Born Population	U.S. Census Bureau - American Community Survey	IRCO (Immigrant and Refugee Community Org)
Education	U.S. Census Bureau - American Community Survey	Centennial Education Foundation
Unemployment Rate	 U.S. Census Bureau - American Community Survey U.S. Bureau of Labor Statistics - Local Area Unemployment Statistics 	• WorkSource Eastern Oregon, Gresham Redevelopment Commission (GRDC)
Income Inequality	U.S. Census Bureau - American Community Survey	Centennial Community Equity Collaborative