



EAST PORTLAND: History of City services examined

April 2014

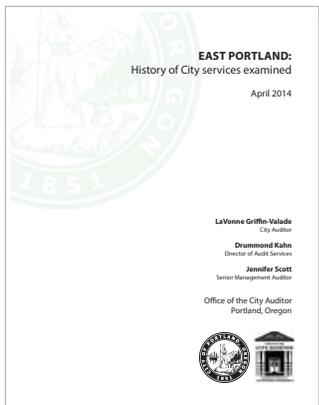
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April 23, 2014

TO: Mayor Charlie Hales
Commissioner Nick Fish
Commissioner Amanda Fritz
Commissioner Steve Novick
Commissioner Dan Saltzman

SUBJECT: Audit Report – East Portland: History of City services examined

The attached report contains the results of our audit on City services in East Portland.

East Portland is a large and geographically diverse area, with unique demographics. As the newest addition to the city, East Portland developed under Multnomah County's development and infrastructure standards, contributing to differences between it and other areas of Portland that were annexed earlier. Zoning changes made after annexation encouraged rapid growth in housing development in East Portland, without the corresponding improvements in infrastructure and services.

We chose East Portland as the subject of our first audit in a series examining City services across Portland's neighborhood district areas. Our report documents characteristics that differentiate East Portland and looks at the provision of City services there. We assess City efforts aimed at measuring and addressing the particular needs of East Portland residents, including the East Portland Action Plan (EPAP) and the City Budget Office's budget mapping process.

This report also captures a snapshot of City service levels in East Portland and residents' historical opinions regarding services for the bureaus of Police, Fire, Water, Environmental Services, Parks, Transportation, Portland Development Commission, Housing, Development Services, Planning and Sustainability, and the Office of Neighborhood Involvement.

My office has surveyed Portlanders about their satisfaction with and perception of City services for more than 20 years. Residents in East Portland regularly rate many services lower than residents in other parts of Portland. Policymakers acknowledge that work remains in East Portland and have increasingly focused attention on and dedicated funding to the area.

This report does not provide definitive answers about what work may still need to be done in East Portland; rather, it is intended to be used in future conversations about the City's efforts to address infrastructure issues and other concerns in this unique and important neighborhood district of Portland.

We wish to thank the many City employees from those bureaus participating in the service level assessment, as well as staff from the City Budget Office and the East Portland Action Plan, for their invaluable assistance. In addition, we want to acknowledge the active and engaged East Portland community members, many of whom spoke with us and shared their experiences and insights at various times during the audit.



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Attachment

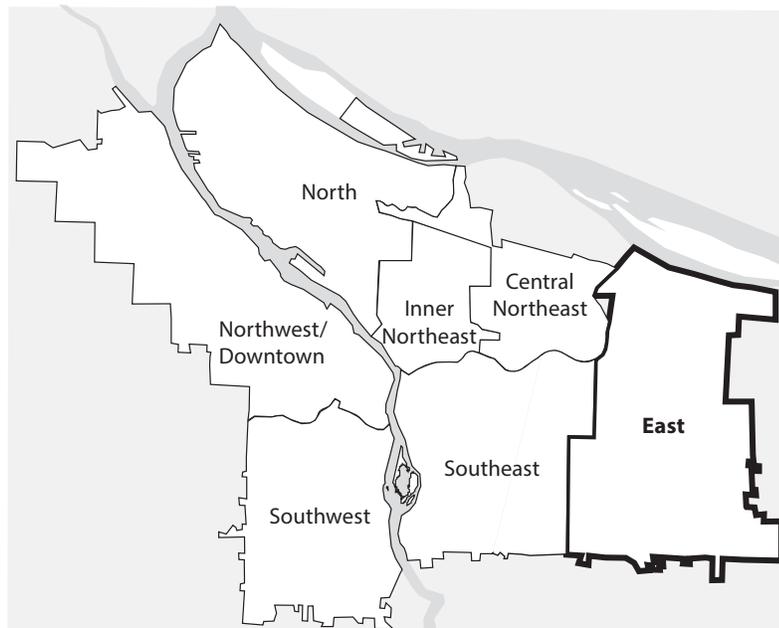
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Summary

East Portland differs in many ways from other parts of Portland. The area has been transitioning from a rural to an urban development pattern since the early 1900s. East Portland is the newest and largest of the City's seven neighborhood areas, and is regularly cited in the media, by residents, and by policy makers as lacking the same level of amenities as the rest of the City.

Portland's neighborhood district areas



Source: Audit Services Division

The City Auditor has surveyed Portland residents about their feelings on City services for more than 20 years. Residents in East Portland regularly rate many services lower than residents in other parts of Portland. City policy makers have increasingly focused attention on East Portland and have committed to dedicating more funding to the area. In 2009, City Council adopted the East Portland Action Plan (EPAP), a community development plan containing more than 250 actions intended to improve East Portland's livability. East Portland is the only designated neighborhood district with such a plan.

We chose East Portland as the subject of our first audit in a series examining City services across Portland's seven designated neighborhood districts. The objectives of our audit were to:

- Document characteristics that differentiate East Portland and the provision of City services there from other parts of Portland – including demographics, annexation, development and planning history
- Assess City efforts aimed at measuring and addressing differences in East Portland, including how selected City bureaus used the East Portland Action Plan (EPAP) in their work
- Capture a snapshot of City service levels in East Portland and the city as a whole

In Chapters 1 and 2, we report that East Portland is a large and geographically diverse area, with unique demographics and other characteristics when compared to the rest of the city. As the city's most recent addition, East Portland developed under different development and infrastructure standards than older parts of Portland, which helps explain some differences including roads, sidewalks, and parks. Unlike older areas of the city that developed around the early streetcar routes, East Portland developed around the automobile, which influenced the location of services and the walkability of neighborhoods. Zoning changes made in East Portland after annexation encouraged rapid growth in housing development, but the corresponding improvements in infrastructure and services have taken longer to materialize.

In Chapter 3, we found the City acknowledges that differences exist in East Portland and has committed to making improvements there. The City Budget Office recently began mapping bureau spending and some service levels across Portland. The budget mapping effort is the only effort of its kind, but limitations mean that the data provide only a partial picture of bureau spending and services.

The East Portland Action Plan (EPAP) helped to focus policy makers' attention on East Portland, and has been an effective organizing tool that has encouraged collaboration. However, we found there are too many identified actions to be achieved within the plan's ambitious timelines. EPAP is nearing its five-year anniversary and the 2013-14 adopted budget suggests that 2014 is the last year EPAP will receive City funding. A budget note instructs the Office of Neighborhood Involvement (ONI) to work with involved parties to complete remaining EPAP work. At the time we wrote this report, a completion plan had not been created. ONI's 2014-15 requested budget includes \$300,000 in one-time funding for EPAP, and they have started a project to assess the future of EPAP.

In Chapter 4, we add to the growing effort to measure services with a snapshot of the City's work in East Portland. For the bureaus of Police, Fire, Water, Environmental Services, Transportation, Parks, Neighborhood Involvement, Planning and Sustainability, the Portland Development Commission, Housing, and Development Services, we report on the following:

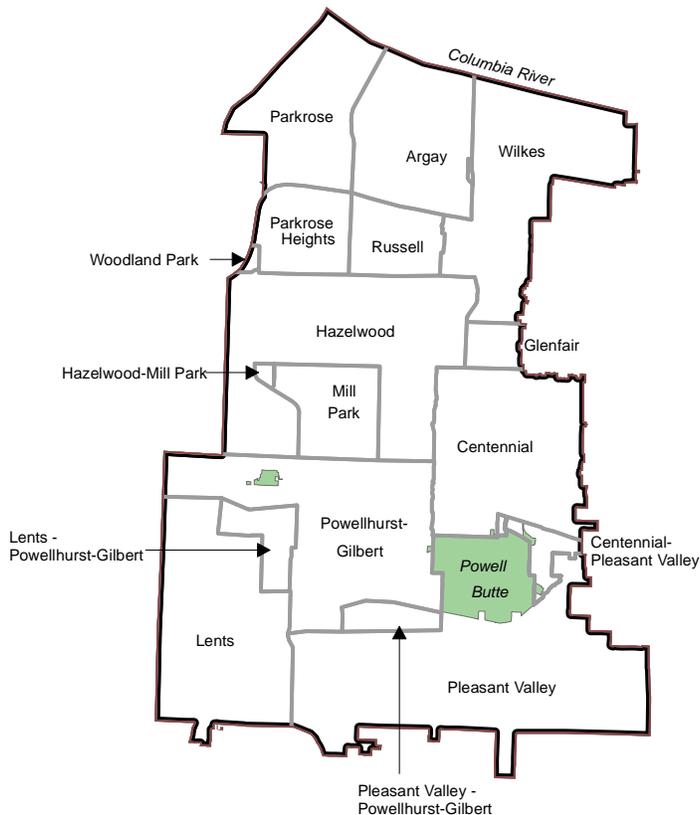
- Snapshot of bureaus' work in East Portland
- Community Survey trends on bureau services
- Bureau spending figures from Budget Maps
- Bureau Service Level Measures

In Chapter 5, we describe how we conducted our audit in the Objectives, Scope and Methodology section.

Chapter 1 East Portland developed differently from older areas

East Portland comprises 29 square miles, contains 13 neighborhoods, and constitutes about 20 percent of Portland's land area. East Portland is generally located east of 82nd Avenue and Interstate 205, and is bordered by Gresham on the east, the Columbia River on the north, and Happy Valley and on the south. The City's Office of Neighborhood Involvement (ONI) coordinates Portland's "neighborhood network," a system of 95 neighborhood associations. The East Portland Neighborhood Office (EPNO) is one of Portland's seven geographically based neighborhood district areas. We use the EPNO boundaries to describe East Portland in this report.

East Portland neighborhoods



Area largely annexed in 1980s and 1990s

Before annexation by the City of Portland, the area known as East Portland was part of unincorporated Multnomah County, and was developed under the County's standards for infrastructure. The majority of East Portland was annexed by the City during the 1980s and 1990s. However, the City actually began annexing small portions of East Portland from unincorporated Multnomah County in the early 1900s.

The town of Lents was the first part of East Portland to be annexed in 1912. The City annexed most of the Pleasant Valley neighborhood in the 1960s and 1970s. Parts of the Powellhurst-Gilbert neighborhood were annexed in the 1960s and 1970s, followed by extensive annexation of East Portland in the 1980s and 1990s. The area now designated as EPNO was truly annexed by 1994. Compared to the rest of Portland, East Portland developed with far more suburban characteristics, with fewer parks and sidewalks, more large arterial roads, and greater distances between housing, shopping, and other services.

City and County policies facilitated annexation

The accelerated rate of East Portland annexation in the 1980s and 1990s was facilitated by City and County resolutions regarding the distribution of services between the two municipalities. In February 1983, City Council passed the Urban Services Policy – a resolution expressing the City's intention of establishing an urban services boundary through annexation – in which the City would provide urban services. The resolution does not specify what services are urban services, though it states generally that the City has the capacity to provide water and sewer services to a wider area.

The City's resolution stated that residents in unincorporated areas near Portland would need urban services, and that it was in the best interest of current City residents to provide a full range of urban services to "developable industrial sites" that are were outside City boundaries at the time. The resolution also acknowledged a need to spread the cost of regional service provision more equitably among all those receiving services.

In March 1983, Multnomah County passed Resolution A to establish a policy to stop providing “municipal services” to rural areas of Multnomah County. The resolution listed police services, neighborhood parks, and land-use planning as examples of “municipal services” that should be provided by a city. The resolution stated that the County’s priorities were things “such as” assessment and taxation, elections, corrections, libraries, and health services.

In 1984, the City of Portland and Multnomah County signed an Intergovernmental Agreement (IGA) that approved implementing the Urban Services Policy and Resolution A. The IGA stated that urban/municipal services are better provided by the City, and that the County should concentrate resources on human services, justice service, libraries, and other “county-wide” needs. The IGA stated that the transition of services to unincorporated areas of Multnomah County from the County to the City could be accomplished by July 1986. The City of Portland annexed 11 square miles and 37,000 residents into the City of Portland by 1986, and East Portland was completely annexed into the City by 1994. In total, the City annexed 27 square miles and 113,000 residents to the City as a result of Resolution A and the Urban Services Policy. For more information about Resolution A and the Urban Services Policy, see our March 2013 audit report:

Urban Services Policy and Resolution A: Core City services not articulated; 30-year commitments obsolete (3/26/2013)
<http://www.portlandonline.com/auditor/index.cfm?c=60923&a=441094>

Impact of annexation

The acquisition of land, population growth, and service provision changes outlined in Resolution A required changes to City operations. The newly annexed area had not belonged to a city before annexation, and the County was providing many of the same services that a city normally would. Historically, the County had maintained parks and streets and provided police services, while also handling functions like elections and providing State-mandated social services. After annexation, the City absorbed a fire and a water district and inherited 25 neighborhood parks from the County. Many County Sheriff’s deputies were transferred to the city police departments

of Portland and Gresham, at which point, the County Sheriff's Office began to shift operations away from policing, towards corrections and jails. The County transferred nearly 400 miles of roads and maintenance responsibilities to the City, while Portland transferred youth and senior services programs to the County.

The changes in service provision to East Portland were accompanied by an increase in property taxes for East Portland residents, which, according to City and County staff was necessary to make service payment equitable. A series of reports issued by the County and Portland State University in the late 1970s found that residents living inside the City of Portland subsidized the services provided to unincorporated areas of the County (through higher property taxes) and had not received a proportional level of services, while unincorporated residents had paid less than the cost of services they received. The conclusions of the report were echoed by our 1986 audit on the impact of annexation, which found that "the increase in property taxes for newly annexed residents reduces the existing tax subsidy provided by City residents and funds a higher level of municipal services than was received before annexations."

Mid-County Sewer Project was aided by annexation, but was inevitable due to imminent State mandate

Before the implementation of Resolution A, Multnomah County, the City of Portland, and the City of Gresham had been considering how to address the 22,300 acres without sewer service located between the cities of Portland and Gresham. The area had developed without sanitary sewers. Instead, the area had cesspools – pits into which wastewater flowed and percolated through perforated walls into the soil.

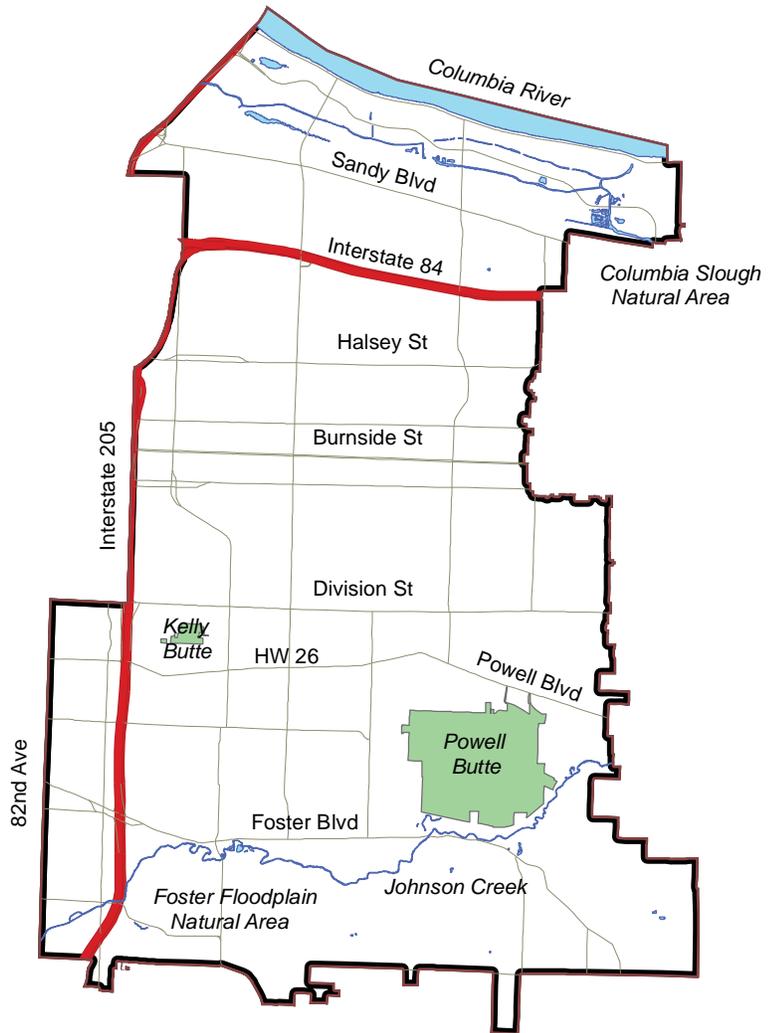
According to the engineering firm CH2M Hill, in 1985, there were nearly 65,000 households in the unsewered area that disposed of about 14 million gallons of sewage a day into cesspools. Groundwater tests performed by the Oregon Department of Environmental Quality (DEQ) beginning in the early 1970s showed that sewage from cesspools was seeping into underground water. In 1984, the Multnomah County Health officer warned that pollution from cesspools was making the area's groundwater an unreliable source of

drinking water because of risks to human health from pollution, a serious concern since nine public water systems and an undetermined number of private wells drew drinking water from the area's groundwater. Additionally, the area's groundwater served as the primary source of supplemental and emergency drinking water for most of the metropolitan region. A report by the East County Sanitary Sewer Consortium found that the lack of sanitary sewers was deterring businesses from locating in east county and was negatively impacting job creation there.

DEQ warned the County for years before annexation that if a local government did not build a sewer system, then DEQ would order it done. The City's Urban Services Policy helped provide guidance on how to proceed with sewerage the area since Portland was now the municipality responsible for sewer service in East Portland. Though the project was aided by annexation, these costs would have been borne by the residents of the unsewered area regardless since the State would have eventually mandated that the sewers be built to address health concerns.

By 1998, sewers had been installed in East Portland through the Mid-County Sewer Project. Our 1986 audit forecasted that constructing sewers in the area would take approximately \$362 million in capital over 30 years from state, federal, and private funding, but that construction costs would be borne largely by the residents of the newly annexed area. According to Bureau of Environmental Services (BES) management, the City bureau responsible for the project, the City was able to build the sewers for \$255 million, substantially less than initial estimates, and years ahead of schedule. They added that the construction costs were partially subsidized by city residents living outside of East Portland (through sewer rates).

East Portland's landmarks



Source: Audit Services Division

Chapter 2 **What makes East Portland unique?**

East Portland is a large and geographically diverse place

East Portland makes up one-fifth of the City of Portland's land mass. The area is bordered on the north by the Columbia River, the City of Happy Valley and unincorporated Clackamas County on the south, the City of Gresham and unincorporated Multnomah County on the east, and Interstate 205 and 82nd Avenue on the west. Highway 26 and Interstate 84 pass through East Portland in addition to many five-lane arterial roads. On the eastern side are two major geographic features – Powell Butte, an extinct cinder cone volcano that is now a 600 acre City park, and Kelly Butte, part of the extinct Boring Lava Field that is now a 23 acre park. Also in the area is Johnson Creek, an urban waterway with remnant populations of native salmon and steelhead. North of the area is the Columbia Slough watershed. Unlike many inner Portland neighborhoods, East Portland has a significant mature stand of Douglas fir trees that provides year-round green.

Johnson Creek



Source: Audit Services Division

**Census data paints
picture of
East Portland**

Growth trends between 2000 and 2010 in East Portland are distinct from those in Portland as a whole. Between 2000 and 2010, East Portland's population increased 18 percent while Portland's general population grew 10.3 percent. As a result, East Portland went from having 23.9 percent of the city's population in 2000 to 25.6 percent in 2010. East Portland saw its average household size increase by 3.5 percent, while Portland's overall household size dropped slightly. The number of children living in East Portland increased by 14.4 percent between 2000 and 2010, and in 2010, the proportion of people older than 65 was higher than the proportion in the city as a whole.

East Portland is more racially and ethnically diverse than Portland as a whole. In the 2010 Census, 66.9 percent of the East Portland population identified as white, compared to 76.1 percent in Portland overall. Moreover, racial minorities formed a greater percentage of East Portland's population in every Census racial category.

East Portland's income distribution is lower relative to the citywide distribution. In 2010, 58 percent of East Portland households earned less than \$50,000 per year, while 51 percent of households citywide did. At the same time, 11 percent of East Portland households earned \$100,000 or more, compared to 19 percent of households citywide.

Educational attainment is lower in East Portland than citywide. In 2010, 80.3 percent of East Portland residents age 25 and older had completed high school, compared to 89.6 percent citywide, while 17.2 percent of East Portland residents had earned a bachelor's degree or higher, compared to 41.2 percent citywide.

East Portland workers more likely to drive alone and carpool to work. In 2010, workers in East Portland were also less likely than residents citywide to take public transportation, walk, or use other means to get to work.

East Portland's rental and homeownership rates closely match those of Portland as a whole. As of 2010, 51.6 percent of East Portland housing units were owner-occupied, compared to 50.3 percent in all of Portland. In 2010, the percent of both renter-occupied (42.6 percent) and vacant properties (5.9 percent) in East Portland was within one percentage point of the figures for all of Portland (43.3 percent and 6.4 percent, respectively).

East Portland had a more rapid decline in the proportion of owner-occupied units. Between 2000 and 2010, the proportion of owner-occupied units dropped 5.9 percentage points in East Portland, compared to a 2.3 percentage point drop the city throughout.

Post WWII East Portland developed around the car

East Portland has a distinct development history compared to the rest of Portland. According to numerous histories published about Portland and East Portland, many of the inner areas of Portland urbanized during the nineteenth and early twentieth centuries and were centered around early streetcar networks, while much of East Portland sustained rural development patterns comprised of small farms.

Widespread urbanization did not occur in East Portland until after World War II, when residential development was generally planned to accommodate cars. The street, block and lot patterns of the post-war era are different from areas of Portland that developed earlier.

East Portland developed with subdivisions with curved streets, large blocks, cul-de-sacs, and irregular and larger lot dimensions. The subdivisions of East Portland were not designed to be pedestrian-friendly, as they are not internally connected via small less trafficked roads. Since the area was designed with cars in mind, services and institutions no longer needed to be neighborhood based, so local services were replaced over time by larger (and fewer) facilities located along main driving routes.

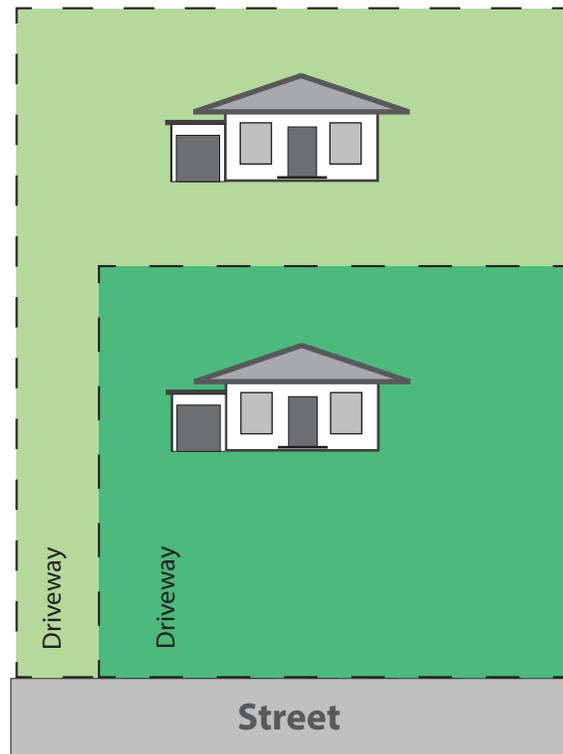
City policy changes facilitated rapid housing development

Much of East Portland's zoning changed shortly after annexation in 1996 when the Outer Southeast Community Plan (OSCP), part of the City's Comprehensive Plan, was adopted. The OSCP implemented a land use plan map and regulations designed to guide growth through 2015 in accordance with the Metro 2040 growth concept where high-density development was encouraged. Zoning changes and the existence of large lots with low density development allowed for more infill development and a broader application of multi-dwelling zones in East Portland, which has led to a high rate

of development. During the same time, housing in East Portland became more affordable relative to other parts of Portland.

Portland zoning code allows for a variety of lot sizes. New development on existing narrow lots, or on lots created from the subdivision of a large lot tends to be tall and narrow. Much of East Portland's post WWII homes tend to be one to one and a half stories, much smaller and wider than the new tall and narrow neighboring homes. While infill development has provided needed housing and has made housing more affordable, it often changes the development pattern and character of the street on which infill housing is built.

Flag Lot Diagram



Source: Audit Services Division

Some of the subdividing in East Portland has come in the form of flag lots. Flag lots consist of a narrow driveway (or “pole”) section that extends from the street to a larger “flag” section typically behind the original developed lot and home. Flag lots were created in some parts of East Portland prior to annexation, but changes in allowed density and rising demand for housing have spurred more flag lots. Flag lots can create privacy impacts for the original home, and according to the Portland Fire Bureau, they can create fire hazards since it is difficult for fire and rescue vehicles to travel down the narrow driveway to reach a house built on a flag lot.

Infrastructure differences

As noted earlier, the City of Portland did not annex most of East Portland from unincorporated Multnomah County until after it was urbanized, meaning that East Portland did not develop with the same standards for parks, roads, sidewalks, and sewers as other areas of Portland. For example, prior to East Portland’s annexation to the City, Multnomah County did not require developers to pave roads or build sidewalks within or alongside new development, as the City required. As a result, most areas that developed before the mid-1990s have streets with gravel shoulders instead of curbs and sidewalks. On major arterials, the County usually installed curbs and storm water facilities but not sidewalks. In Chapter 4 of this report, we discuss these and other infrastructure differences in more depth.

Residents in East Portland generally feel worse about City services than residents in other parts of Portland

The Audit Services Division has been surveying Portland residents for 23 years on their opinions of City services. Each year, we analyze survey responses for the City as a whole and for each of Portland’s seven neighborhood areas. East Portland residents rated overall city livability lower than all other neighborhood areas in the 16 years we have asked the question, and East Portland residents ranked the overall job of City government lower than Portlanders as a whole and most other neighborhood district areas for 20 years. East Portland residents have historically reported the lowest satisfaction with the overall quality of City parks and with parks & recreation activities, while they report the highest satisfaction with public safety services. Additional survey results are included in Chapter 4 of this report.

Unimproved street in East Portland



Source: Audit Services Division

Chapter 3 **Recent City effort maps spending and service levels, another works to address issues in East Portland**

City leaders acknowledge that service level differences exist, and have pledged to improve services in East Portland. We discuss bureau work and some specific efforts to improve service levels in East Portland in Chapter 4. In this chapter, we document our examination of two broader efforts to measure spending and services – the City Budget Office’s budget mapping project that maps spending and service levels in the City’s neighborhood district areas, and the East Portland Action Plan (EPAP), a development plan aimed at addressing issues in East Portland.

Budget maps are the City’s first effort to show geographically based spending and service levels

Beginning in 2010, the City began an exercise known as budget mapping. This exercise maps the adopted operating budgets of eight City bureaus and the capital budgets of two bureaus based on the geography in which the bureau planned to spend the money. Portland was split into eight geographies – the seven neighborhood districts shown on page 1, and the Central City, which includes the inner industrial area of Southeast, the Lloyd District in Northeast, and the downtown areas of Northwest and Southwest. Budget mapping was envisioned as a way for policy-makers and community members to better understand the distribution of funding and delivery of services throughout Portland, and the effort was celebrated by East Portland advocates.

The City’s budget maps are created through an iterative process between the Budget Office and individual bureaus. In 2010, staff from the City Budget Office (then part of the Office of Management and Finance), engaged with staff in every bureau to discuss how the bureau would allocate their adopted operating budgets. Because

the City's budgeting software does not force the identification of the geographic locations where spending is planned, and because bureaus had not allocated their budgets geographically before 2010, the exercise was difficult for most bureaus. On the other hand, the exercise was easier for bureaus that are organized by geographically based precincts and stations, like Police and Fire.

City Budget Office staff gave instructions for bureaus to allocate as much of their approved operating budget expenses as possible to one of the eight geographic areas where they planned to spend the money. These geographically allocated amounts represent the *local share* contained on the maps for each of the eight geographies. Each area also has an allocated *citywide share*, which are the approved budget expenses the bureau could not geographically allocate. The *citywide share* is based on *total users* (number of residents and day-time employees). Bureaus calculate their allocated and unallocated expenses, and Budget Office staff normalize these figures by each geography's total user count.

According to Budget Office staff, there was initially a lot of back and forth with the bureaus about the data and what can be geographically allocated. Once Budget Office staff are satisfied that the information is accurate and reasonable, the Bureau of Technology Services creates the maps. In 2011, Budget Office staff began to create capital maps for some bureaus using the online tool "Portland-maps" and data from BRASS.

Budget maps provide partial picture of City spending and service levels

While budget mapping can be useful and is the only project of its kind in the City, there are important aspects that pose limitations. Not all City bureaus have had budget maps published. For example, the Water Bureau and the Bureau of Environmental Services are large bureaus that have not been included. According to Budget Office staff, due to the interrelated nature of Water and Environmental Services' assets and investments, an extremely low percent of their budgets could be geographically allocated. The maps are created using the City's adopted budget numbers, and they represent where City Council plans to spend money. Actual spending by the end

of the year may be different, due to approved budget adjustments throughout the year.

Differences in bureau budgeting practices mean that bureau maps vary in the level of geographic specificity. For example, the Portland Bureau of Transportation (PBOT) does not plan where they are going to spend large portions of their budget during the budgeting process. Rather, they wait until after the fiscal year has begun. Portland Parks and Recreation (PP&R) does not geographically allocate any of its maintenance budget during the budgeting process. As a result, large portions of the PBOT and PP&R operating budgets are included in the maps' *citywide share* and divided proportionally to the number of residents and daytime employees in each geography, not based on where the money may be spent.

Additionally, PP&R asserts that their most popular parks (including Waterfront, Forest and Washington) are regional assets, so the spending associated with these major parks is included in the *citywide share* for each of the eight geographies, as opposed to being included in the *local share* of the geography where the park is located. According to Budget Office staff, this is the primary way that all bureaus can impact the story their maps tell. Further, budget maps show just one year of planned spending. For capital projects, which are usually multi-year projects with the bulk of the funding budgeted in the first year, the maps from year to year will show vastly different spending amounts for the same project.

Beginning in 2010, PBOT and Parks were asked to select one or two service level measures and create their own maps. Additional bureaus began mapping service level measures in subsequent years. PBOT has mapped a different service level measure each year, which limits the maps' utility as a tool to track changes over time.

Though budget maps offer a partial picture of City spending in Portland's neighborhood district areas, the maps are the only tool currently available. In Chapter 4, we report bureau budget mapping data for East Portland and the City as a whole. In combination with the service level measures we report, the figures provide additional and important information about the City's allocation of resources.

East Portland Action Plan helped encourage collaboration, but has varied impact on actions in our sample; future funding for EPAP is uncertain

Multiple entities helped develop the East Portland Action Plan, a complex document with significant public involvement

The East Portland Action Plan (EPAP) is a group and a community development action plan designed to identify and address gaps in policies and services related to East Portland. The process to create EPAP was initiated in December 2007 by the leaders from the City of Portland, Multnomah County and a former Speaker of the Oregon House of Representatives.

The final EPAP document is a result of eight months of work by the East Portland Action Plan Committee, a group of East Portland community members, business people, leaders and representatives from the City of Portland, Multnomah County, the State of Oregon, Metro, TriMet, school districts, and nonprofit organizations. The Committee was established to provide “leadership and guidance to public agencies and other entities on how to strategically address community-identified issues and allocate resources to improve livability for neighborhoods in the East Portland Neighborhood Office (EPNO) coalition area.”

The creation of the EPAP document also involved technical and agency advisors from the area’s school districts, the City of Portland, Multnomah County, the City of Gresham, TriMet, Metro, and the Housing Authority of Portland. The EPAP Committee was staffed by the City’s Bureau of Planning (now Bureau of Planning and Sustainability), and a consultant team. City Council formally adopted the EPAP in February 2009; it is the City’s only modern development action plan focused on a designated neighborhood district area.

EPAP has received funding from the City of Portland since 2009 for a full-time Advocate who helps to coordinate EPAP meetings and advocate for improvements in East Portland. Funds remaining after the EPAP Advocate position and operational costs go toward a grants program administered by EPAP and a municipal partnership program.

EPAP is designed to address a number of needs identified by the community during prior City assessments of East Portland and through the EPAP creation process. EPAP includes four principles that, according to the Plan, provide context for future policy making and measuring progress toward achieving greater livability in East

Portland: 1) mitigate negative trends, 2) attain and sustain equity, 3) build on community assets and connections, and 4) capitalize on East Portland's place in the region.

The Plan contains 269 actions that fall within 63 strategies covering categories borrowed from the VisionPDX project – *Built, Environmental, Economic, Learning, and Social*. According to the Plan, “the Strategies and Actions are in support of the ultimate goal of the Action Plan, which is to improve the quality of life, help foster strong community connections, increase the area's regional significance and improve equity for East Portland residents”. See appendix A for a table listing the EPAP strategies.

Each action has a “possible lead role,” a public agency or community organization best suited for scoping and organizing the action's efforts, and most actions have “possible partners”. Each action has an implementation time frame ranging from “underway” to “5+ years,” which is the “desired time period to pursue the action.” Most of the actions in the EPAP are categorized with implementation time frame of “underway” or “0-2 years.”

The EPAP is not only a plan, but also an organization. EPAP membership is open to EPNO residents, and businesspeople, nonprofit organizations, special districts and service providers that operate within EPNO boundaries. All EPAP decisions are made using a consensus model.

EPAP general meetings are held one evening a month in East Portland where members coordinate activities, monitor Plan progress, organize future advocacy opportunities, and consider new issues. At each meeting, dinner is served and childcare and language translation are offered to make it easier for a diverse group of East Portland residents to attend. There are topic-based subcommittees – covering issues from bikes and brownfields to education and housing – that give reports on their work at the general assembly meeting. In addition to the general assembly and subcommittees, there is a Technical Advisory Committee of City public agency representatives that meets quarterly to discuss their work in East Portland and progress implementing actions from the EPAP.

East Portland Action Plan's impact on sample actions varied

In order to learn about how City bureaus use EPAP in their work, we judgmentally selected a sample of 13 EPAP actions and one EPAP grant-funded project where City bureaus were assigned the lead role. We interviewed bureau managers and staff about the involvement of their bureau in EPAP development. We also asked how bureaus use EPAP and requested information about the implementation status of sample actions.

Based on our sample, we found that EPAP's impact on action implementation was mixed. Many of the actions in our sample had been implemented, due directly or in part to EPAP, while other actions were in progress before being included in the plan, or would have been done regardless of EPAP. See appendix B for a summary of our work. Of the ten bureaus included in our sample, we found that two – PBOT and Parks – have formal bureau plans targeted towards East Portland specifically.

We also found that the EPAP creation process and organization have brought strategic focus to issues in East Portland, helped secure funding for projects, and has encouraged collaboration among public agencies. Staff and managers told us that EPAP has helped their bureaus because it has fostered understanding between the community and the City, and helped publicize their bureau's work in East Portland. While many actions were already in progress before they were included in EPAP, according to some staff members, EPAP can be used in the future to hold policy makers accountable for commitments made to East Portland. EPAP members and City staff working on EPAP told us that the funded EPAP Advocate position and community involvement are important factors that contribute to EPAP's success.

EPAP nearing end of designated time frame; City Council urging the group to prioritize remaining actions; future funding uncertain

The East Portland Action Plan was adopted in February 2009 and will be five years old in early 2014. Most of EPAP's 269 actions have implementation timeframes of less than 5 years. According to staff who helped create EPAP, the timeframes assigned to many of the actions

were too ambitious, and too many actions were included in the final EPAP document. Acknowledging that there are more actions than can be completed in the Action Plan's time horizon and with limited community capacity, EPAP staff told us that the group is narrowing their focus in 2014 to 29 priority projects that relate to EPAP actions and strategies. EPAP staff told us that if EPAP receives funding past 2014, they will update the Plan, likely reducing the number of actions it contains.

Narrowing their focus is positive, especially considering a note in the 2014 Adopted Budget that reads, "the FY 2013-14 budget includes one-time funding for the East Portland Action Plan. The Office of Neighborhood Involvement is directed to work with the relevant parties to develop a plan to complete work associated with the plan and wrap up uncompleted tasks." We spoke with ONI management about the budget note and learned that an EPAP completion plan has not been developed. ONI management told us they hope that funding for EPAP will continue after 2014; their 2014-15 requested budget includes \$300,000 in one-time funding for EPAP. After we wrote a draft of this report, ONI began a project to assess the future of EPAP.

**Our reporting of
service level measures**

In order to provide additional information about City service levels in East Portland, we developed measures for the City Bureaus of Fire, Police, Water, Environmental Services, Parks, Development Services, Neighborhood Involvement, Housing, Planning and Sustainability, Transportation, and the Portland Development Commission. We refined the list of service level measures with bureau managers who provided the data for 2012. This information, along with information about the bureau's work in East Portland, trends in community opinions on bureau services, and bureau spending data from budget maps is documented in Chapter 4.

Furey Community Garden



Source: Audit Services Division

Chapter 4 **City bureaus provide an array of services in East Portland, but service levels vary**

The City of Portland provides many services that impact livability in East Portland, but it is important to note that many important services are not the responsibility of the City. For example, public transit is the responsibility of TriMet, and some of the major roads in East Portland are the responsibility of the State. Schools in East Portland are the responsibility of the five different School Districts. Human services like those provided for families in poverty, homeless youth and families, seniors, adults with disabilities, veterans, and people recovering from mental illness and addiction is the responsibility of Multnomah County. Regional land use and transportation planning are the responsibilities of Metro.

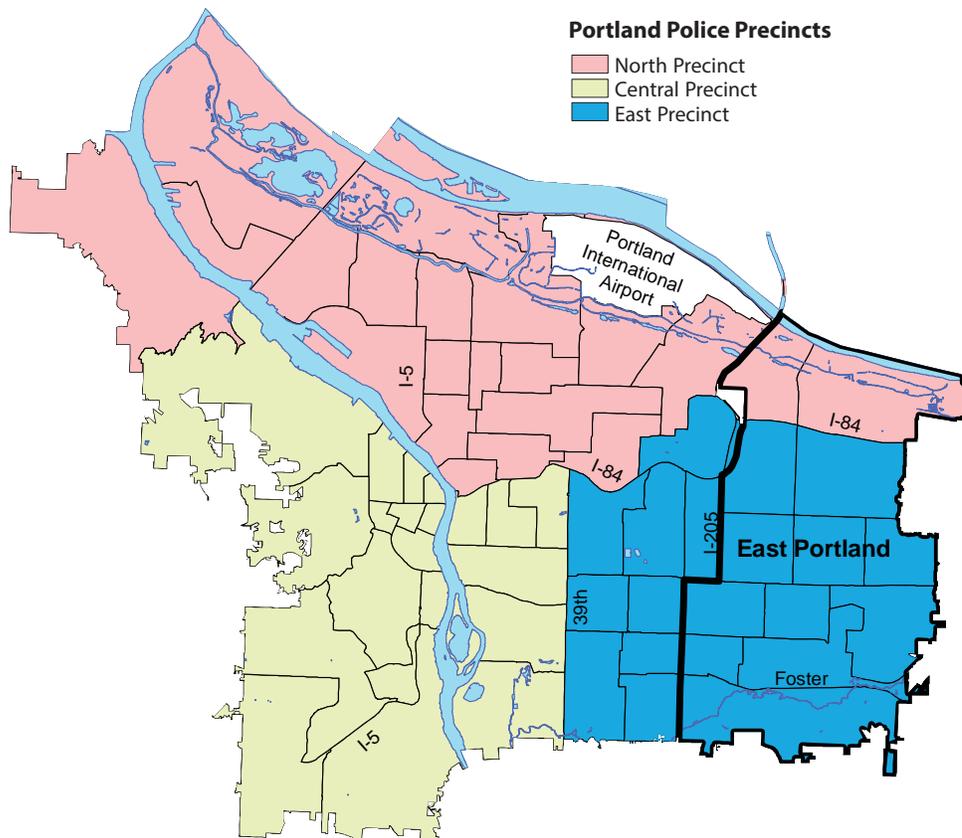
As part of our work, we examined City service provision in East Portland for the individual bureaus that provide services there. For the bureaus of Police, Fire, Water, Environmental Services, Development Services, Neighborhood Involvement, Housing, Planning and Sustainability, Transportation, Parks, and the Portland Development Commission, we performed the following set of analysis:

- Documented a snapshot of bureaus' work in East Portland and work related to East Portland
- Analyzed bureau-related trends in satisfaction rates from the Auditor's Community Survey, and calculated 10 and 20-year changes
- Compiled City spending data from budget maps for East Portland and Portland as a whole from budget maps
- Developed service level measures and obtained data from bureaus for East Portland and Portland as a whole

Portland Police Bureau

Bureau's work in East Portland

There are three police precincts in Portland and one is located in East Portland. The East Precinct generally serves the 225,000 residents within the City limits east of César E. Chávez Blvd. and south of Interstate 84. The precinct includes most of the EPNO area, with the exception of two patrol districts north of Interstate 84. The East precinct contains nine patrol districts west of the EPNO boundary and east of César E. Chávez Blvd.



According to the former East Precinct Commander, the East Precinct has the most staff because they respond to more calls for service than the other precincts. Additionally, the former Commander indicated that there is more violent crime (Part I crimes) in East Precinct than in the other two precincts. However, when analyzed per capita in the service level table on page 30, calls for service in East Precinct are lower than the overall citywide rate, and there are fewer officers and sergeants assigned there per capita compared to the number assigned in other precincts.

Police officers from the East Precinct engage with a number of community organizations, many of which serve minority and ethnic groups and new immigrants. According to the former Commander, officers perform community outreach because it is important for officers to understand the impact of culture on perceptions of police and to break down barriers.

East Precinct

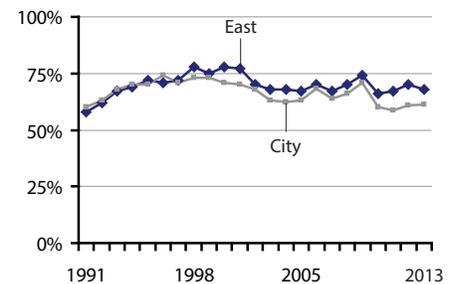


Source: Audit Services Division

Community Survey Trends

In 2013, 68 percent of residents in East Portland felt very good or good about overall Police services, while 61 percent of residents citywide felt positively about Police services. East Portland residents in 2013 rated Police services about the same as they did in 2004 and 1994. Citywide in 2013, residents rated Police services similarly to 2004, but ratings fell 9 percentage points since 1994.

Police services overall (percent "good" or "very good")

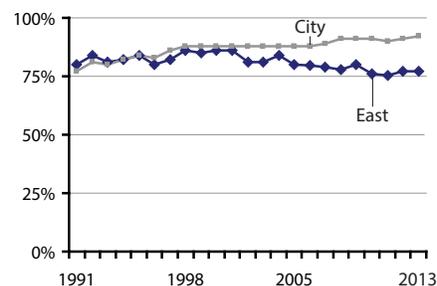


Portland Police Bureau

For the majority of the years we surveyed residents about their satisfaction with City services, residents in East Portland rated police services higher than most other neighborhood district areas.

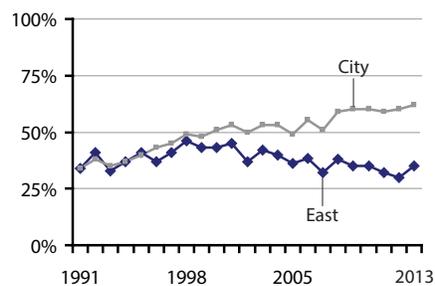
In 2013, 77 percent of residents in East Portland reported feeling very safe or safe in their neighborhood during the day, which is about the same as in 2004 and 1994. In 2013, 92 percent of residents citywide reported feeling very safe or safe in their neighborhood during the day, about the same as in 2004, but safer than in 1994 (10 percentage point improvement).

Neighborhood safety during day
(percent “good” or “very good”)



In 2013, 35 percent of residents in East Portland reported feeling very safe or safe in their neighborhoods at night, while 62 percent of residents citywide reported feeling that way. East Portland residents' feelings of neighborhood nighttime safety have remained relatively steady from ten and twenty years ago, while citywide, residents feel safer in 2013 than they did in 2004 and in 1994, 9 and 25 percentage points, respectively.

Neighborhood safety during night
(percent “good” or “very good”)



Bureau figures from Budget Maps

The table below contains three years of Police Bureau adopted budget expenses for East Portland and the city as a whole from the City Budget Office's budget maps. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Portland Police Bureau Adopted Budget Expenses

East Portland	2010-2011	2011-2012	2012-2013
Local share	\$34.0 M	\$36.6 M	\$37.0 M
Citywide share	\$0.1 M	\$0.0 M	\$0.0 M
Total	\$34.1 M	\$ 36.6 M	\$37.0 M
Local share per user	\$184	\$191	\$191
Citywide share per user	\$1	\$0	\$0
Total per user	\$184	\$191	\$191
Portland (entire city)	2010-2011	2011-2012	2012-2013
Allocated (local) bureau expenses	\$154.7 M	\$ 168.6 M	\$166.0 M
Unallocated (citywide) bureau expenses	\$0.5 M	\$0.0 M	\$0.0 M
Fund & other expenses	\$3.0 M	\$ 0.1 M	\$1.1 M
Total bureau expenses	\$158.2 M	\$ 168.8 M	\$167.1 M

Source: Data from FY'11-FY'13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

Portland Police Bureau

Bureau Service Level Measures

The table below contains Police bureau service level measures for East Portland and for the city for FY 2012, with data provided by the Police Bureau. For more information about the creation of the service level measures, see page 78 of this report.

Portland Police Bureau

FY 2012

Service level measure	East Portland Precinct area	Citywide
Number of incidents dispatched per 1,000 residents	242.8	343.5
Self-initiated (officer initiated) calls for service per 1,000 residents	164.2	279.6
Part I Crimes per 1,000 residents *	59	59
Number of Part I arrests per 1,000 residents	9.3	9.5
Number of Part II arrests per 1,000 residents	14.5	29.7
Number of crashes per 1,000 residents	3.2	4.8
Number of DUII incidents per 1,000 residents	1.9	3.2
Response time for high priority calls for service * (Goal is 5:00 or less)	4.57	4.99
Officers & sergeants assigned to precinct per 1,000 as of July 1, 2012	0.76	0.91 (Central) 0.88 (North)
Officers & sergeants assigned to precinct per 1,000 as of May 1, 2013	0.76	0.97 (Central) 0.91 (North)

Source: Data provided by Portland Police Bureau. Per capita calculations performed by Audit Services Division

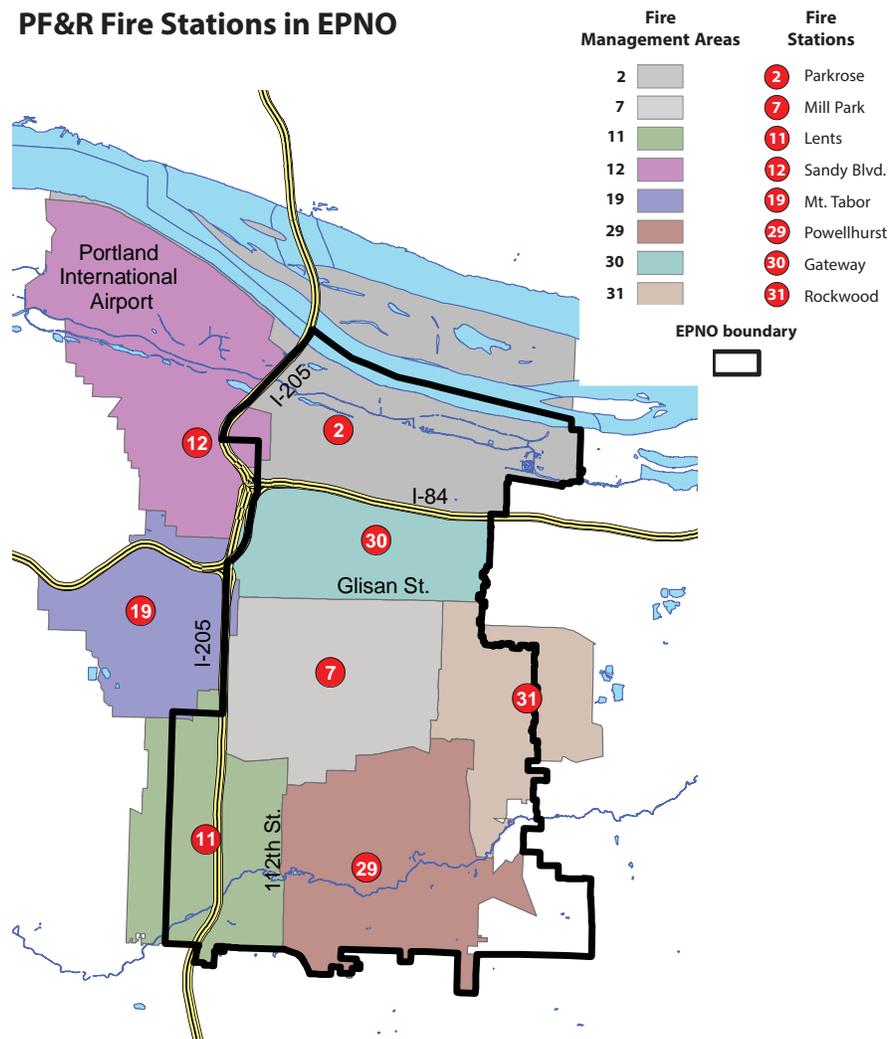
Note: East Portland figures are for East Portland Precinct area with the exception of figures with *, which are EPNO area.

Portland Fire and Rescue

Bureau's work in East Portland

There are eight fire and rescue stations whose service areas are entirely or partially located in East Portland: Station 02 (Parkrose Station), Station 07 (Mill Park), Station 11 (Lents), Station 12 (Sandy Blvd.), Station 19 (Mt. Tabor), Station 29 (Powellhurst), Station 30 (Gateway), and Station 31 (Rockwood). Over the last 15 years, the number of responses made by Portland Fire and Rescue (PF&R) apparatus units has increased more in East Portland than in Portland as a whole. According to PF&R, run volume has risen 18 percent citywide and 54 percent in East Portland over 15 years. PF&R has responded to the increase by locating more response units in East Portland. Today, three of the bureau's four rapid response vehicles are housed in stations that serve East Portland, and the bureau located the City's second urban search and rescue vehicle at Station 12.

PF&R Fire Stations in EPNO



In addition to run volume, some of the aspects that make East Portland different from the rest of the City impact the Bureau's work, including development, demographic and geographic differences. For example, according to PF&R, the flag lots discussed on page 14 of this report pose problems for the bureau because of limited access with narrow driveways to reach homes. Currently, PF&R has staff who review plans at the Bureau of Development Services to ensure fire access and fire hydrant requirements are being met in any new development. There are also many multifamily buildings in East Portland that were built when the fire alarm requirements were less restrictive than current standards. Additionally, the increase in residential density in the area has increased the need for emergency services in East Portland.

The geographical differences in East Portland also influence the PF&R's work. The roads to access the Powell and Kelly Buttes are very steep and curved, making it difficult for fire apparatus to reach the top. When there are calls for service on the buttes, PF&R often responds with a brush unit.

Firefighters work with more non-English speakers in East Portland. Four PF&R vehicles in East Portland are equipped with iPads that can be used for translation services. PF&R is working to build trust in the community and increase public understanding of fire safety through community outreach and by encouraging more diverse populations to visit fire and rescue stations.

Fire fighters from stations in East Portland respond to swimming and boating accidents on the Columbia River, to incidents at the Portland International Airport, and to vehicle, bicycle, and pedestrian accidents in East Portland. One of the fire stations in East Portland is also responsible for parts of the City of Gresham, a station that is jointly staffed with Portland and Gresham firefighters.

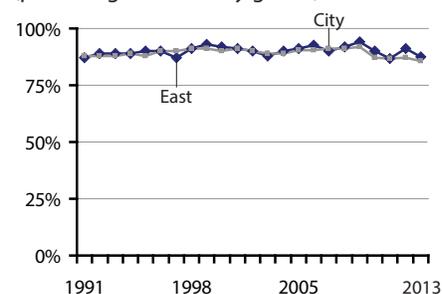
Portland Fire and Rescue

Community Survey Trends

There is one question in the Auditor's Community Survey related to the Portland Fire Bureau. In 2013, 87 and 86 percent of residents in East Portland and in the city as a whole rated Fire services as very good or good, respectively. Ratings have remained relatively steady since 2004 and 1994 in East Portland and at the citywide level.

Overall Fire

(percent "good" or "very good")



For the majority of the years we have conducted our survey, East Portland residents have rated Fire services higher than most other neighborhood district areas.

Bureau figures from Budget Maps

The table below contains three years of Fire Bureau adopted budget expenses for East Portland and the city from budget maps produced by the City Budget Office. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Portland Fire & Rescue Adopted Budget Expenses

East Portland	2010-2011	2011-2012	2012-2013
Local share	\$20.7 M	\$22.8 M	\$22.1 M
Citywide share	\$1.2 M	\$1 M	\$1.4 M
Total	\$21.9 M	\$23.7 M	\$23.5 M
Local share per user	\$112	\$119	\$114
Citywide share per user	\$6	\$5	\$7
Total per user	\$119	\$124	\$122
Portland (entire city)	2010-2011	2011-2012	2012-2013
Allocated (local) bureau expenses	\$87.0 M	\$ 90.6 M	\$89.8 M
Unallocated (citywide) bureau expenses	\$6.1 M	\$ 4.8 M	\$6.7 M
Fund level expenses	\$0 M	\$ 4.4 M	\$0.0 M
Capital Improvement	not tracked	\$ 2.7 M	\$5.8 M
Total bureau expenses	\$93.1 M	\$ 102.5 M	\$102.3 M

Source: Data from FY '11-FY '13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

Bureau service level measures

The table below contains Fire Bureau service level measures for East Portland and for the city for FY 2012, with data provided by the Fire Bureau. For more information about the creation of the service level measures, see page 78 of this report.

Portland Fire & Rescue

FY 2012

Service level measure	Fire stations located mostly in EPNO	Citywide
Number of Stations	6	30
Response Workload by Incident Type		
Total Incidents	17,078	69,016
Fires	2,258	11,359
Reported Fires	1,762	9,354
Confirmed Fires	496	2,005
EMS	13,137	49,632
Public Assistance	1,279	4,505
Other	404	3,520
Unit Runs	23,242	84,635
Code Enforcement Inspections	4,251	25,993
Vehicles		
Total Vehicles	16	75
Engine/Truck/Heavy Rescue	8	40
Rescue/Rapid Response Vehicle	1	2
Specialty Apparatus	7	33
Response Time		
All Calls	7:08	7:21
Fire Only	7:10	7:07
EMS Only	6:52	7:06
Response Time Distribution		
All Calls		
0:00 - 4:00 Minutes	21.73%	26.96%
4:01 - 6:00 Minutes	47.51%	46.05%
6:01 - 8:00 Minutes	23.38%	19.49%
8:01 - 10:00 Minutes	5.17%	4.79%
10:01+ Minutes	2.09%	2.62%
Response Reliability	92.90%	91.00%

Source: Data provided by Portland Fire & Rescue.

Portland Water Bureau

Bureau's work in East Portland

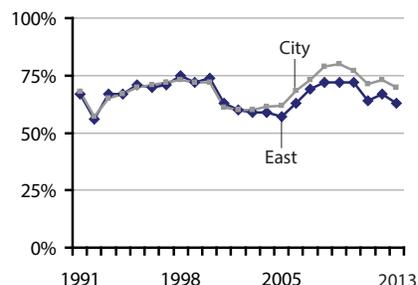
The Columbia South Shore Well Field and the Powell Butte Reservoir, two important parts of the Portland Water Bureau's infrastructure system are located partially and fully, respectively, in East Portland. The Columbia South Shore Well Field (CSSWF) is the second largest water source in the State of Oregon, with about half of the daily capacity of Portland's Bull Run water source. Groundwater from the CSSWF is used as emergency backup for customers served by Bull Run and also provides supplemental supply during the summer. The Powell Butte Reservoir is a 50 million gallon underground water reservoir located at 158th Ave and SE Powell Blvd.

Most of the East Portland area receives water through gravity-fed systems with water from the Bull Run Watershed via Powell Butte or Kelly Butte. According to bureau Water Quality staff, water from Powell Butte is generally fresher and cooler than water from other sources, since it has traveled the shortest distance from the source and hasn't gone through an open reservoir. Because East Portland is relatively flat, there are fewer water service issues than in hillier areas like Southwest Portland. East Portland has a higher percentage of areas not served by the Portland Water Bureau than the City's average –12 percent versus three percent. According to the Water Bureau, these households are served by other utilities, including the Lorna Water Company, Sunrise Water District, Clackamas River Water District Authority, the City of Gresham, and the Rockwood Public Utilities District.

Community Survey Trends

Since we began surveying residents about City services, East Portland residents have generally had views about overall Water Bureau service quality that are similar to the views of Portland as a whole. In 2013, 63 percent of residents in East Portland and 70 percent of residents citywide rated Water Bureau service as very good or good. Resident ratings of overall Water service in East Portland and citywide have remained about the same since 1994. Since 2004, ratings in East Portland have remained about the same while they improved citywide nine percentage points compared to 2013.

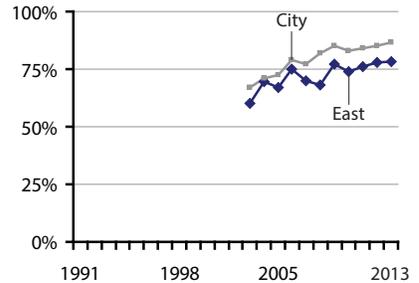
Quality rating - water service
(percent "good" or "very good")



For the majority of the years we have conducted our Community Survey, residents in East Portland have rated overall Water service quality lower than most other neighborhood district areas.

When rating the quality of tap water, a question that we have asked in our community survey since 2003, East Portland residents' opinions are generally lower than Portland as a whole. In 2013, 79 percent of East Portland residents rated the quality of tap water as very good or good, while 87 percent of residents citywide rated tap water positively. East Portland resident ratings are about the same as they were in 2004, while citywide, residents' opinions on tap water have improved 16 percentage points over ten years.

Rating rating of tap water
(percent "good" or "very good")



Bureau figures from Budget Maps

The Water Bureau was not included in the City Budget Office's budget mapping exercise, so the bureau's adopted budget information specific to East Portland is not available to report.

Portland Water Bureau

Bureau service level measures

The table below contains Water Bureau service level measures for East Portland and citywide for FY 2012, with data provided by the Water Bureau. For more information about the creation of the service level measures, see page 78 of this report.

Portland Water Bureau

FY 2012

Service level measure	East Portland	Citywide
Number of new water services installed	57	425
Feet of new water mains installed	5,323	31,572
Gallons of water delivered by bureau per 1,000 residents	32,578	(includes wholesale) 74,899
Number of low income bill discounts granted per 1,000 residents	38.82	29.55
Value of total low income bill discounts granted per 1,000 residents	\$10,982	\$8,063
Number of leaks or breaks on service lines, valves or hydrants	32	227
Number of leaks or breaks on distribution mains	41	190
Number of shut offs due to non payment	1,768	5,589
Incidents of low pressure	8	27
Number of dead end mains*	909	4278
Number of water quality line complaints per 1,000 residents	0.62	1.17
Percent of area not served by PWB.	12.4%	3.2%
Percent of all Water Bureau's service connections	18.4%	100%

Source: Data provided by Portland Water Bureau. Per capita calculations performed by Audit Services Division.

* A dead end main is supplied from a single direction because the other end is not looped back into the system, or the valve at the end is normally closed. This can cause water to sit longer, which can affect water taste.



Bureau of Environmental Services

Bureau's work in East Portland

In addition to the normal wastewater, sewer and storm water services they provide to residents in East Portland, the Bureau of Environmental Services (BES) has focused significant additional attention and funding in East Portland since the area is home to the Johnson Creek and part of the Columbia Slough watersheds. Some of BES's projects in East Portland include the Mid-County Sewer Project described on page 8, the construction of the Brookside Wetland in 1997, the acquisition of 115 acres in the Big Four Corners area in 2005, and the Mason Flats Wetland enhancement in 2013.

In one major project, BES relocated 60 homes through the willing seller program and restored Johnson Creek back to its normal curvature. This reduced the flooding and damage that the flooding of Johnson Creek historically has caused. According to the manager of the project, the Johnson Creek restoration program is BES's largest capital project, and BES has spent the most money in East Portland to address notorious flooding issues in the area.

BES sign near Johnson Creek



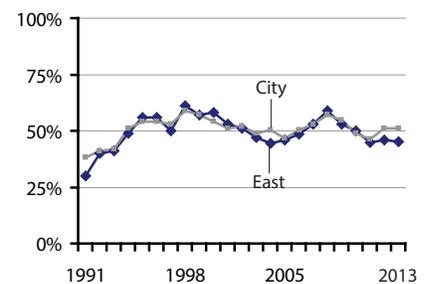
Source: Audit Services Division

Community Survey Trends

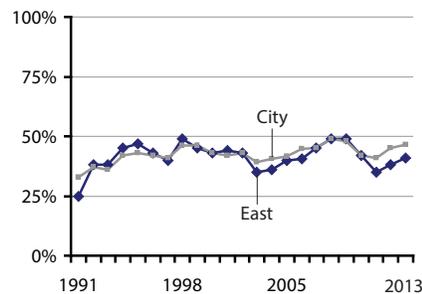
In 2013, 45% of residents in East Portland felt positively about sewer services, while 51% of residents citywide felt that way. Historical ratings of sewers in East Portland have been similar to citywide ratings, which have remained relatively constant over ten and twenty years.

Most years we have conducted our survey, residents in East Portland rated sewers lower than other neighborhood areas.

Quality rating - sewers (percent "good" or "very good")



Quality rating - storm drainage (percent "good" or "very good")



When evaluating overall storm drainage, 41% of residents in East Portland felt very good or good and 47% of residents citywide felt positively in 2013. While residents' opinions of storm drainage improved citywide since 1994 (5 percentage points) and 2004 (6 percentage points), opinions in East Portland

remained about the same, compared to 2013.

Since we began asking about storm drainage, residents in East Portland have rated it lower and higher than other neighborhoods for almost an equal number of years.

Bureau of Environmental Services

Bureau figures from Budget Maps

BES was not included in the City Budget Office's budget mapping exercise, so the bureau's adopted budget information specific to East Portland is not available to report.

Bureau service level measures

The table below contains BES service level measures for East Portland and citywide for FY 2012, with data provided by the BES. For more information about the creation of the service level measures, see page 78 of this report.

Bureau of Environmental Services

FY 2012

Service level measure	East Portland	Citywide
Percent of total acreage served by BES	100%	100%
Number of public sustainable stormwater facilities constructed in the right-of-way	10	152
Number of natural area, yard and street trees planted	18,341	45,438
Acres of natural area and flood plain purchased for restoration and protection	28.4	205
Acres of watershed re-vegetated	124	284
Linear feet of stream connectivity improved and/or other in-stream improvements	3,100	3,620
Number of non-conforming sewers connected	15	425
Number of sanitary sewer overflows impacting buildings (including basements)	13	149
Number of sanitary sewer overflows impacting streets, ground or water body	3	29.5
Number of complaints of sewage odor from pump stations or treatment facilities	2	90
Value of property damage from flooding events per 1,000 residents	\$230	\$241
Funding provided to support community-initiated watershed and stormwater projects per 1,000 residents	\$902	\$1,038

Source: Data provided by Bureau of Environmental Services. Per capita calculations performed by Audit Services Division.

Portland Bureau of Transportation

Bureau's work in East Portland

Portland Bureau of Transportation (PBOT) is responsible for planning, building, maintaining and managing Portland's transportation system. PBOT is not responsible for maintaining unpaved streets since streets must meet a certain standard to be considered part of the City's transportation infrastructure. As noted on page 15 of this report, East Portland was fully annexed into the City of Portland in the 1990s and the area developed with different standards for infrastructure than older areas of the City.

Unimproved street in East Portland



Source: Audit Services Division

Early roads and sidewalks in Portland were usually funded by the developer building homes along a street, or by the adjacent property owners. This was not the standard in the unincorporated parts of Multnomah County and parts of East Portland developed without paved streets and sidewalks. As shown in the service level measure table on page 49, 12 percent of East Portland's streets were not maintained by the City in FY 2013, the same percent as the City overall. The percent of busy streets with sidewalks (on both sides) is less equal – in East Portland, 57 percent of busy streets have sidewalks on both sides, while citywide, 76 percent of busy streets have sidewalks on both sides.

As we discussed on page 13 of this report, East Portland developed around the car and there are many multi lane arterials that run through East Portland. As shown in the service level measure table, of the 10 streets in PBOT's High Crash Corridor program, five of them are located in East Portland. In FY 2012, a quarter of the city's pedestrian deaths happened in East Portland, and during 2013, 7 of the City's 10 pedestrian deaths took place east of 82nd avenue. East Portland's lack of sidewalks along busy multi-lane roads are regularly cited in the media, by residents, and by policy makers as priority health and safety issues that must be addressed. The City and State have committed funding to build sidewalks in East Portland.

In addition to the commitment to sidewalk funding from elected officials, PBOT has committed significant time and resources to improving transportation safety in East Portland. In April 2012, City Council adopted PBOT's East Portland in Motion (EPIM) plan, which is a 5-year implementation plan for active transportation projects east of 82nd avenue. The plan defines *active transportation* as daily travel powered by human energy including walking, biking, and taking public transportation. EPIM contains prioritized projects that encourage active travel by creating networks of accessible sidewalks, crossings, bikeways and trails. EPIM is the bureau's implementation plan for the active transportation actions from the East Portland Action Plan (EPAP). When PBOT receives funding for East Portland, they're able to start a project faster since they avoid much of the planning, prioritizing and approval process because EPIM contains specific prioritized projects. According to PBOT staff, as of November 2013, approximately \$17.5 million has been spent by the City on EPIM

Portland Bureau of Transportation

projects and programs. Street paving is not a part of EPIM, since according to PBOT staff, paved streets are not tools of active transportation.

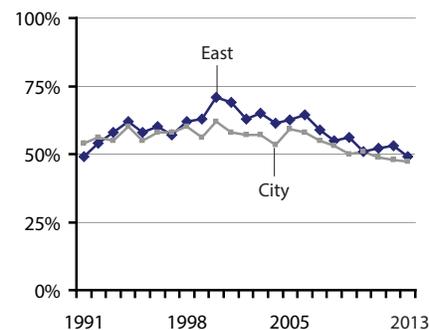
While PBOT is responsible for maintaining transportation infrastructure, PBOT is not responsible for maintaining Portland's unpaved streets. As noted earlier, improving an unpaved street is the responsibility of the adjacent homeowners and until recently, City financing through Limited Improvement Districts (LIDs) was only available for full street improvements which includes curbs, sidewalks on both sides of the streets, and storm water systems. The estimated costs for a full street improvement is \$300 a month for 20 years. In 2012, City Council adopted "Out of The Mud," a plan which allows homeowners to improve dirt and gravel streets without building sidewalks and storm water improvements, reducing the monthly cost over 20 years to about \$65. Another option for unpaved streets may be available in 2014 when PBOT plans to select four streets where they will test a project allowing residents to make use of the unpaved streets by adding benches, garden plots and rest stops.

Community Survey Trends

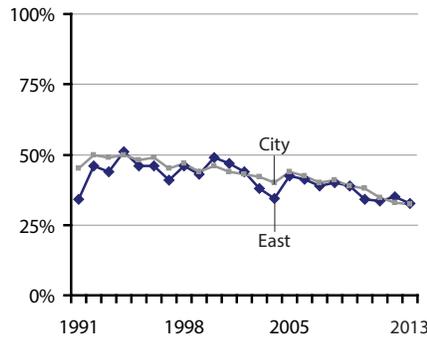
In 2013, 49 percent of residents in East Portland felt very good or good about neighborhood street smoothness, while 47 percent of residents citywide felt that way. Residents in East Portland and Portland as a whole feel worse about street smoothness in 2013 than they did in both 2004 and 1994. Since 1994, ratings in both East Portland and citywide dropped 13 percentage points. Since 2004, ratings in East Portland dropped 12 percentage points and ratings citywide dropped 6 percentage points.

Street smoothness

(percent "good" or "very good")



Overall street maintenance
(percent "good" or "very good")



In 2013, 33 percent of residents in East Portland rated overall street maintenance as very good or good, while 32 percent of residents citywide rated it that way. Ratings of overall street maintenance have dropped since 1994 in both East Portland (19 percentage point decline) and at the citywide level (18 percentage point decline). 2004 ratings in East Portland were about the same as ratings in 2013, while they dropped 8 percentage points at the citywide level.

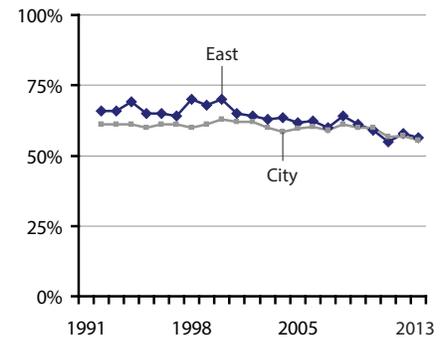
ratings in East Portland were about the same as ratings in 2013, while they dropped 8 percentage points at the citywide level.

In the majority of our community surveys, East Portland residents have rated street maintenance lower than residents in most other neighborhood district areas.

In 2013, 57 percent of residents in East Portland and 56 percent citywide rated street lighting positively, about the same as they did in 2004. Positive ratings of street lighting dropped in East Portland (13 percentage points) and at the citywide level (6 percentage points) since 1994.

Residents in East Portland have rated street lighting higher than residents in most other neighborhood district areas in the majority of our community surveys.

Overall street lights
(percent "good" or "very good")



Portland Bureau of Transportation

Bureau figures from Budget Maps

The table below contains two years of PBOT's adopted budget expenses for East Portland and the city as a whole from budget maps produced by the City Budget Office. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Portland Bureau of Transportation Adopted Budget

East Portland	2010-2011*	2011-2012	2012-2013
Local operating share	not comparable	\$0.2 M	\$0.6 M
Citywide operating share	not comparable	\$19.3 M	\$17.6 M
Total operating	not comparable	\$19.5 M	\$18.2 M
Local operating share per user	not comparable	\$1	\$3
Citywide operating share per user	not comparable	\$101	\$91
Total operating per user	not comparable	\$102	\$94
Local capital share	not comparable	\$10.3 M	\$16.3 M
Citywide capital share	not comparable	\$3.0 M	\$1.7 M
Total capital	not comparable	\$13.3 M	\$17.9 M
Local capital share per user	not comparable	\$54	\$84
Citywide capital share per user	not comparable	\$16	\$9
Total capital per user	not comparable	\$69	\$93
East Portland major maintenance	not comparable	\$0.8 M	\$0.8 M
Portland (entire city)	2010-2011*	2011-2012	2012-2013
Allocated (local) operating expenses	not comparable	\$21.5 M	\$29.3 M
Unallocated (citywide) operating expenses	not comparable	\$94.9 M	\$86.8 M
Fund level expenses	not comparable	\$39.7 M	\$50.2 M
Capital expenses	not comparable	\$102.8 M	\$173.5 M
Total bureau expenses	not comparable	\$258.9 M	\$339.8 M
All Portland major maintenance	not comparable	\$7.54 M	\$7.54 M

Source: Data from FY'11-FY'13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

* Note, due to methodology change after FY'11, FY'11 numbers for capital bureaus are not comparable.

Bureau service level measures

The table on the next page contains PBOT's service level measures for East Portland and citywide for FY 2012, with data provided by the PBOT. For more information about the creation of the service level measures, see page 78 of this report.

Portland Bureau of Transportation

FY 2012, with the exception of measures with *, which are FY '13

Service level measure	East Portland	Citywide
Percent of busy streets (arterials & collectors) with sidewalks (both sides)*	57%	76%
Miles of bikeways	68	349
Percent of existing miles of bikeways compared to recommended miles in the Portland Bicycle Master Plan for 2030	46%	40%
Number of high crash corridors	5 (includes 82nd Ave.)	10
Percent of walking and biking trips to school (K-5)	45%	43%
Percent of residents using bikes (all trips)	2%	6%
Percent of residents walking (all trips)	10%	15%
Percent of residents taking transit (all trips)	7%	7%
Percent of residents driving (all trips)	81%	72%
Number of Injury crashes (all non-fatal injuries: pain, non-incapacitating, incapacitating)	1,312	5,500
Number of fatal crashes	14	34
Number of bike crashes	46	297
Number of fatal bike crashes	2	2
Number of pedestrian crashes	52	227
Number of fatal pedestrian crashes	2	8
Percent of households within 1/2 mile of a Neighborhood Greenway, or low stress bike facility (trail, cycle track)	28%	60%
Percent of students reached with Safe Routes to School programming annually by district (K-5 only)	~95%+	~95%+
Percent of corners with ADA ramps*	41%	47%
Percent of corners with detectable warning strip*	14%	16%
Percentage of arterial and collector streets in fair or better condition	69%	64%
Center line miles of unpaved streets	12.5	95.5
Number of traffic signals	101	911
Number of street lights	10,743	55,568
Number of traffic signal failures that occur annually	24	159
Percent of non-City maintained streets*	12%	12%

Source: Data provided by Portland Bureau of Transportation.

Portland Parks and Recreation

Bureau's work in East Portland

The mission of Portland Parks & Recreation (PP&R) is to help Portlanders play by providing safe places, facilities, and programs that promote physical, mental, and social activity. Many parts of East Portland are park deficient, which is in part related to the fact that most of East Portland did not become part of the City of Portland until the 1980s and 1990s, well after the City planned much of its parks system.

When the City acquired East Portland, there were about 25 largely undeveloped and semi-developed neighborhood parks that were transferred to the City. Multnomah County had stopped maintaining all neighborhood parks in 1981, years before they were acquired by the City of Portland. After annexation, PP&R was responsible for improving the newly acquired parks and for developing new parks in the area. Some improvements and developments have been made. For example, the East Portland Community Center was constructed in 1998 and an aquatic center was added to the Center in 2008.

East Portland Community Center



Source: Audit Services Division

East Portland Aquatic Center



Source: Audit Services Division

Today, there are 30 developed parks in East Portland, but only 63 percent of residents live within half a mile of a park compared to 80 percent citywide. PP&R has spent about \$32 million to acquire land in East Portland where they plan to develop parks; however, these developments will not be possible without new funding sources. PP&R is considering going out for a bond measure that would in part help fund parks development in East Portland.

In order to make parks improvements in East Portland before going out for a bond measure, PP&R launched the E205 project in 2012. The E205 project cost about \$800,000, most of which came from the City, and the rest through donations, grants, and system development charges. Through the E205 program, 12 underdeveloped parks in East Portland received small scale improvements like new and refurbished playground equipment, park benches, soft-surface trails, fenced dog off-leash areas, and water fountains. In addition, PP&R and its partners also invested in special projects such as a bicycle pump track at Ventura Park and a community garden at Ed Benedict Park.

Portland Parks and Recreation

A project designed to meet the summer recreation needs of children in spite of there being fewer parks in East Portland is the mobile play ground program. In this program, two PP&R temporary staff take a van filled with recreational equipment to predetermined location such as parks, churches or apartment complexes once a week for the entire summer where they lead and supervise children in recreational activities. Between 2009 and 2011, one van served 10 mobile play-ground sites around the city, 3 of which were in East Portland. As noted on page 84 of this report, in 2012, the East Portland Action plan funded an additional van to serve 10 additional East Portland sites through one of their community grants.

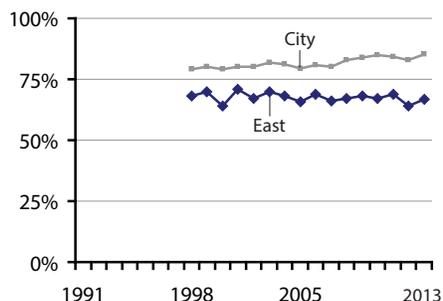
In January 2014, PP&R announced they would spend an estimated \$12.4 million building Beech Park and Gateway Park and Plaza in East Portland. PP&R estimates that construction will be complete in 2017.

Community Survey Trends

In 2013, 67 percent of residents in East Portland rated park closeness in their neighborhood as very good or good, while 85 percent of residents citywide felt positively about park closeness. Since we began asking residents about park closeness in 1998, resident ratings in East Portland have been about the

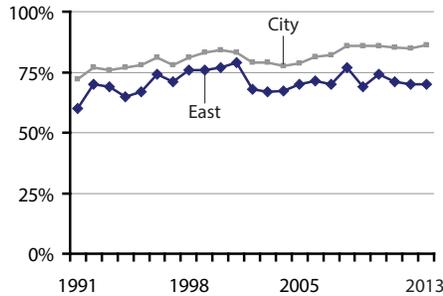
same, but citywide, ratings rose 6 percentage points from 79 percent. Residents in East Portland and citywide felt about the same about closeness of parks in 2013 as they did in 2004.

Neighborhood park closeness
(percent "good" or "very good")



In 2013, 70 percent of residents in East Portland rated the overall quality of parks as very good or good, while 86 percent of residents

Overall quality of parks
(percent “good” or “very good”)

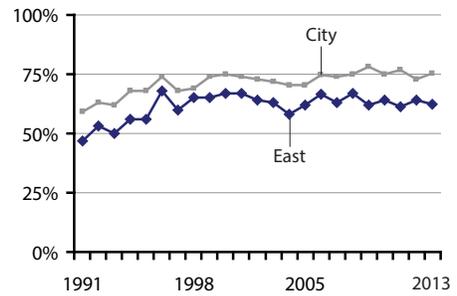


citywide rated overall parks quality positively. Residents in East Portland feel about the same as they did in 2004 and 1994 about parks quality, while citywide, residents rated parks quality 9 percentage points higher in 2013 than they did in 2004 and 1994.

For 22 years, residents in East Portland have rated overall Parks quality lower than all other neighborhood district areas. One year, East and North Portland were tied for the lowest rating.

In 2013, 62 percent of residents in East Portland rated the overall quality of recreational centers and activities as very good or good, while 76 percent of residents citywide rated them positively. East Portland residents’ ratings showed little change from 2004 and 1994, but ratings at the citywide level improved 5 percentage points from 2004, and 8 percentage points from 1994 compared to 2013.

Overall quality of recreation
(percent “good” or “very good”)



For 21 of 23 years of Community Surveys, East Portland residents have rated the overall quality of recreational centers and activities lower than residents in all other neighborhood district areas.

Portland Parks and Recreation

Bureau figures from Budget Maps

The table below contains two years of PP&R adopted budget expenses for East Portland and the city as a whole from the City Budget Office's budget maps. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Portland Parks & Recreation Adopted Budget

East Portland	2010-2011*	2011-2012	2012-2013
Local operating share	not comparable	\$ 4.4 M	\$4.0 M
Citywide operating share	not comparable	\$9.5 M	\$8.7 M
Total operating	not comparable	\$13.9 M	\$12.8 M
Local operating share per user	not comparable	\$23	\$21
Citywide operating share per user	not comparable	\$49	\$45
Total operating per user	not comparable	\$72	\$66
Local capital share	not comparable	\$0.1 M	\$1.5 M
Citywide capital share	not comparable	\$3.1 M	\$2.0 M
Total capital	not comparable	\$3.3 M	\$3.5 M
Local capital share per user	not comparable	\$1	\$8
Citywide capital share per user	not comparable	\$16	\$10
Total capital per user	not comparable	\$17	\$18
East Portland major maintenance	not comparable	\$0.07 M	\$0.07 M
Portland (entire city)	2010-2011*	2011-2012	2012-2013
Allocated (local) operating expenses	not comparable	\$27.6 M	\$28.9 M
Unallocated (citywide) operating expenses	not comparable	\$46.5 M	\$43.0 M
Fund level expenses	not comparable	\$13.3 M	\$6.9 M
Capital expenses	not comparable	\$26.4 M	\$21.6 M
Total bureau expenses	not comparable	\$113.2 M	\$100.4 M
Major maintenance (non-capital)	2010-2011*	2011-2012	2012-2013
Allocated (local)	not comparable	\$1.27 M	\$ 1.27 M
Not allocated (citywide)	not comparable	\$0.09 M	\$ 0.09 M
Total	not comparable	\$1.36 M	\$1.36 M

Source: Data from FY '11-FY '13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

* Note, due to methodology change after FY '11, FY '11 numbers for capital bureaus are not comparable.

Bureau service level measures

The table below contains PP&R service level measures for East Portland and citywide for FY 2012, with data provided by PP&R. For more information about the creation of the service level measures, see page 78 of this report.

Portland Parks & Recreation**FY 2012**

Service level measure	East Portland	Citywide
Households within .5 miles of parks	62%	79%
Acres owned & managed by PP&R	1,517	11,415
Acres of developed parks	212	3,433
Households within 3 miles of community center	69%	69%
Number of summer play ground programs	18	47
Number of parks (developed)	29	203
Playgrounds	25	125
Restrooms (permanent buildings)	9	97
Miles of regional trails	20.5	152
Baseball diamonds/softball fields - City owned only	17	123
Basketball hoops	28	229
Sports fields (soccer/football) - City owned only	18	109
Outdoor swimming pools	0	7
Indoor swimming pools	1	6
Acres of natural area	1,195	7,762
Number of community gardens	8	48

Source: Data provided by Portland Parks & Recreation

Portland Development Commission

Bureau's work in East Portland

The Portland Development Commission (PDC) is the City's urban renewal and economic development agency. Urban renewal is a state-authorized, redevelopment and finance program designed to help improve and redevelop Urban Renewal Areas (URAs) that are physically deteriorated, suffering economic stagnation, unsafe or poorly planned. The boundaries of URAs are established by City Council and PDC focuses on implementing plans for the area that include commercial, retail, residential/mixed use, transportation and parks development. There are three URAs in East Portland—the Lents URA, Gateway URA and the Airport Way URA.

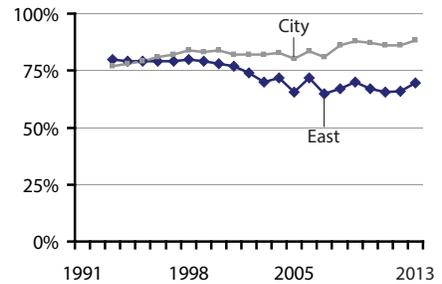
In addition to the three traditional URAs in East Portland, four of PDC's six Neighborhood Prosperity Initiative (NPI) areas are located fully or partially in East Portland—Division-Midway, 82nd and Division, Rosewood, and Parkrose. NPIs are small URAs focused on neighborhood commercial areas and are managed by local communities. NPIs generate property tax revenue that fund capital improvement projects such as interior and storefront improvements, street furniture, trash cans, lighting, district signage, gateway markers, and other small-scale, permanent capital improvements.

90 percent of PDC's funding for projects and programs comes from Tax Increment Financing debt proceeds, which are generated through urban renewal, so most of PDC's work is restricted to URAs and NPIs. As noted in the service level table on page 59, 44% of the City's total URA (traditional and NPI) acres are located fully or partially in East Portland.

Community Survey Trends

In 2013, 70% of residents in East Portland rated neighborhood livability as very good or good, while 88% of residents citywide felt positively about neighborhood livability. East Portland resident ratings in 2013 are about the same as they were in 2004 and 1994. Citywide, 2013 ratings are five percentage points higher than they were in 2004, and 10 percentage points higher than they were in 1994.

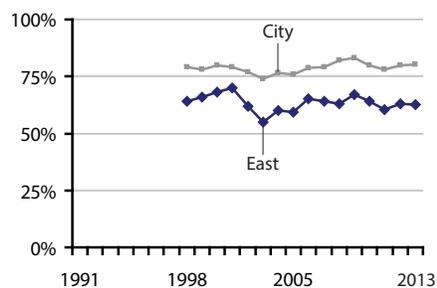
Neighborhood livability (percent "good" or "very good")



Since 2002, residents in East Portland have rated neighborhood livability lower than residents in all other neighborhood district areas.

When rating overall city livability in 2013, 63 percent of residents in East Portland rated it as very good or good, while 80 percent of residents citywide rated it positively. Ratings in East Portland have

Overall city livability (percent "good" or "very good")



been lower than the citywide average every year that we have asked about city livability in our annual community survey. Residents in East Portland and the city as a whole rated city livability about the same as they did in 2004 and 1998 when we began asking the question.

Each year we have asked residents their opinions on City livability (15 years), residents in East Portland have rated it the lowest of all neighborhood district areas.

Overall city and neighborhood livability is not the job of PDC alone, but we report on these questions in relation to PDC, since they state that they play a major role in making Portland one of America's most livable cities.

Portland Development Commission

Bureau figures from Budget Maps

The table below contains two years of PDC's adopted budget expenses for East Portland and the city as a whole from the City Budget Office's budget maps. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Portland Development Commission Resources Budget

East Portland	2010-2011	2011-2012	2012-2013
Local share	not tracked	\$24.7 M	\$21.2 M
Citywide share	not tracked	\$3.08 M*	\$3.0 M
Total	not tracked	\$27.8 M*	\$24.3 M
Local share per user	not tracked	\$129	\$110
Citywide share per user	not tracked	\$16*	\$16
Total per user	not tracked	\$145*	\$126
Portland (entire city)	2010-2011	2011-2012	2012-2013
Allocated (local) bureau expenses	not tracked	\$179.8 M	\$153.5 M
Unallocated (citywide) bureau expenses	not tracked	\$15.1 M*	\$14.9 M
Transfers	not tracked	not tracked	\$14.9 M
Contingency	not tracked	not tracked	\$34.1 M
Total bureau expenses	not tracked	\$194.9 M*	\$217.4 M

Source: Data from FY'11-FY'13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

* Note, according to PDC, there was an error in their published FY'12 budget map. These are revised figures provided by PDC and differ from figures in the published PDC FY'12 budget map.

Bureau service level measures

The table below contains PDC’s service level measures for East Portland and citywide for FY 2012, with data provided by PDC. For more information about the creation of the service level measures, see page 78 of this report.

Portland Development Commission

FY 2012

Service level measure	East Portland	Citywide
Commercial Property Redevelopment Loans awarded	\$0	\$400,000
Business Finance Loans awarded	\$60,000	\$442,991
Grants awarded	\$971,156	\$2,900,312
Main Streets and NPI District Grants awarded	\$40,000	\$234,000
Community Livability Grants awarded	\$80,310	\$430,679
Total value of loans and grants awarded	\$1,151,466	\$4,407,982
Commercial Property Redevelopment Loans budgeted	\$550,000	\$6,360,071
Business Finance Loans budgeted	\$2,180,000	\$10,936,420
Grants budgeted	\$1,733,680	\$6,746,430
Main Streets and NPI District Grants budgeted	\$0**	\$446,528
Community Livability Grants budgeted	\$108,000	\$602,217
Total value of loan and grant funds budgeted	\$4,571,680	\$25,091,666
Clients served through small business technical assistance*	96	437
Clients served through Economic Opportunity Initiative Workforce (youth and adult)*	402	1,895
Acreage that is part of a URA	5,850 acres (6.3% of total city acreage, 44.2% of URA acreage)	13,226 acres (14.2% of total city acreage)
Employment change (from 2010 to 2011)*	0.3% increase	2.3% increase

Source: Data provided by Portland Development Commission

Note: Data is for URAs and NPIs located fully or partially in East Portland, with the exception of * indicators, which are for the EPNO area

** NPIs did not start generating TIF revenue until FY '14

Portland Housing Bureau

Bureau's work in East Portland

The Portland Housing Bureau's (PHB) mission is to solve the unmet housing need of the people of Portland. PHB staff provide few direct services, rather, they set housing policy, provide funding and manage contracts with third parties like developers and not-for-profit agencies that provide housing related services. Since rents are lower in East Portland than the City as a whole, according to PHB management, the market is providing sufficient affordable housing opportunities in East Portland. In general, PHB focuses on housing rehabilitation and homeownership programs in East Portland more so than in building new affordable housing there.

Two Urban Renewal Areas (URA) in East Portland receive PHB funding—the Lents URA and the Gateway URA. PHB administers funding intended to preserve or create affordable housing within URAs (however, they do not administer housing development funding to the Airport Way URA). PHB administers federal, general fund and urban renewal funds throughout the city to support affordable housing including short-term rent assistance, home repair projects, down payment assistance, housing acquisition and rehabilitation. According to the former Assistant Director of PHB, there is a lot of housing related money invested in East Portland due to the two URAs there, with Lents receiving more than Gateway.

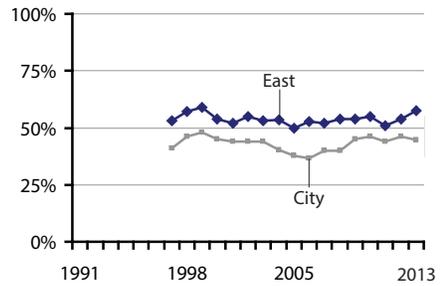
PHB recently completed a housing opportunity analysis that summarizes the result of their work to map amenities including access to education, healthy food, employment, family wage jobs and transportation (PHB calls these amenities "opportunities"). PHB wants to develop housing in areas with high levels of opportunities, since these areas usually have little market driven affordable housing, and so that vulnerable populations can take advantage of the area's amenities. PHB plans to use the housing opportunity analysis to direct their investments around the City.

Community Survey Trends

In 2013, 58 percent of residents in East Portland rated housing affordability as very good or good, while city-wide, 45 percent of residents felt positively about housing affordability. Since we began asking residents about housing affordability in our annual community survey in 1997, residents in East

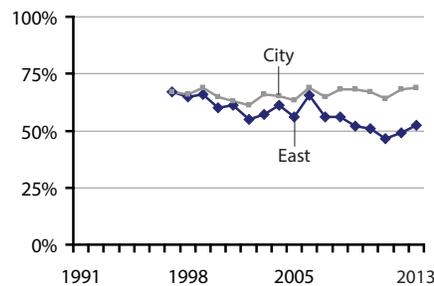
Portland have had more positive feelings than residents citywide. In 2013, residents' ratings in East Portland were about the same as they were in 2004 and in 1997. Citywide, residents feel better about housing affordability than they did in 2004 (4 percentage points) and in 1997 (4 percentage points).

Neighborhood housing affordability
(percent "good" or "very good")



In 2013, 52 percent of residents in East Portland rated the physical condition of housing as very good or good, while 69 percent of residents citywide rated it positively.

Physical condition of housing
(percent "good" or "very good")



Residents in East Portland feel less positive about the physical condition of housing in 2013 than they did in 1997 (15 percentage point decline) when we began asking this questions, while residents citywide feel about the same. Residents in East Portland and the city as

a whole rated the physical condition of housing about the same in 2013 as they did in 2004.

Portland Housing Bureau

Bureau figures from Budget Maps

The table below contains two years of PHB's adopted budget expenses for East Portland and the city as a whole from the City Budget Office's budget maps. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Portland Housing Bureau Adopted Operating Budget

East Portland	2010-2011	2011-2012	2012-2013
Local share	not tracked	\$6.9 M	\$10.9 M
Citywide share	not tracked	\$8.1 M	\$7.3 M
Total	not tracked	\$15.0 M	\$18.2 M
Local share per user	not tracked	\$36	\$56
Citywide share per user	not tracked	\$42	\$38
Total per user	not tracked	\$78	\$94
Portland (entire city)	2010-2011	2011-2012	2012-2013
Allocated (local) bureau expenses	not tracked	\$59.4 M	\$62.2 M
Unallocated (citywide) bureau expenses	not tracked	\$39.9 M	\$36.1 M
Fund level expenses	not tracked	\$2.1 M	\$4.4 M
Capital expenses	not tracked	\$0.0 M	\$0.0 M
Total bureau expenses	not tracked	\$101.4 M	\$102.7 M

Source: Data from FY'11-FY'13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

Bureau service level measures

The table below contains PHB's service level measures for East Portland and citywide for FY 2012, with data provided by PHB. For more information about the creation of the service level measures, see page 78 of this report.

Portland Housing Bureau**FY 2012**

Program/measure	East Portland		Citywide	
	Number	Dollars Spent	Number	Dollars Spent
Short term rent assistance (STRA)	177	\$237,331	524	\$840,425
Rental investments (units)	24	\$730,872	368	\$14,002,539
HUD grants for lead abatement	6	\$37,755	57	\$668,154
Home repair funds (major)	4	\$49,452	37	\$498,257
Home repair program (minor)	207	\$275,000	1,269	\$1,120,000
Down payment assistance	12	\$428,600	26	\$951,202
Limited tax exemptions	56	\$82,863	106	\$155,603
System development credits	48	\$736,556	102	\$1,428,254
Mortgage tax certificates	17	\$117,659	99	\$738,506
Average rent	4,666	\$752	16,436	\$898
Homelessness count	103	NA	1,328	NA

Source: Data provided by Portland Housing Bureau

Bureau of Development Services

Bureau's work in East Portland

The Bureau of Development Services (BDS) applies and enforces the City's building, development, land use, and some local livability codes. As opposed to providing a blanket service across Portland, the work of BDS is demand driven and fee based. BDS reviews building plans, issues permits, and performs building related inspections when requested. They also perform livability related inspections after receiving a complaint. As such, BDS managers point out that today, much of their work is focused on the central city since that is where a lot of development is taking place.

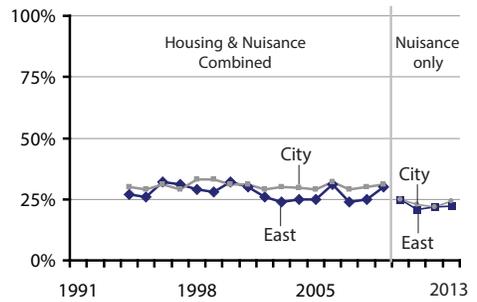
One BDS program that is unique to part of East Portland is the Enhanced Complaint Inspection Program, which is operational only south of Burnside and east of 82nd avenue. When there is a complaint regarding a condition in a rental unit in Portland, BDS' standard inspection model allows inspectors to inspect only the residence or unit the complaint was made against.

The Enhanced Complaint Inspection Program is also complaint driven initially, but if an inspector finds a certain threshold of violations in a unit and/or building exterior, they can inspect other units in the building owner's portfolio. The additional inspections can be denied by the building's landlord, but according to the Program's manager, two-thirds of landlords agree to the additional inspections. The Program manager told us that the Program is good for East Portland because there is a lot of multi-family rental housing units built in the 1960's and 1970's that is of poor quality, and many units have metal windows and baseboard heat that contribute to mold. The manager added that there are more vulnerable populations living in East Portland and they may not be aware of BDS or feel comfortable complaining to a public agency about their housing condition due to fear of landlord retaliation.

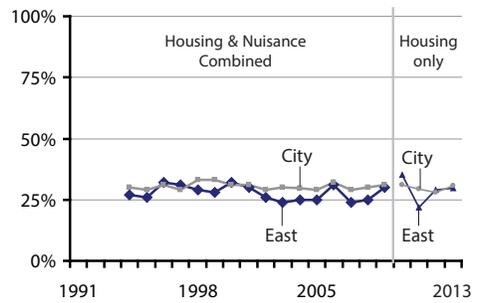
Community Survey Trends

Between 1994 and 2009, we asked residents in our annual survey about their opinions on housing and nuisance inspections in a combined question. Most years, residents in East Portland rated housing and nuisance inspections lower than residents citywide. In 2010, we began asking residents their opinions on housing inspections separately from their opinions on nuisance inspections. Since then, residents in East Portland and citywide have rated housing inspections more positively than nuisance inspections most years.

Nuisance Inspections
(percent "good" or "very good")



Housing Inspections
(percent "good" or "very good")



Bureau figures from Budget Maps

BDS was not included in the City Budget Office's budget mapping exercise, so the bureau's adopted budget information specific to East Portland is not available to report.

Bureau of Development Services

Bureau service level measures

The table below contains BDS's service level measures for East Portland and citywide for FY 2012, with data provided by BDS. For more information about the creation of the service level measures, see page 78 of this report.

Bureau of Development Services

FY 2012

Service level measure	East Portland	Citywide
Number of residential building permits issued	464	3,891
Number of commercial building permits issued	273	2,554
Number of residential construction inspections	6,246	50,989
Number of commercial construction inspections	1,315	11,967
Number of enhanced housing inspections	878	878
Number of housing units inspected (enhanced inspections)	1,416	1,416
Number of nuisance inspections	1,267	6,318
Number of community outreach events	1	10
Number of landlord trainings	1	7

Source: Data provided by Bureau of Development Services.



Bureau of Planning and Sustainability

Bureau's work in East Portland

The Bureau of Planning and Sustainability (BPS) is responsible for a variety of things including land use planning, research, urban design, and environmental/sustainability related policy making regarding energy use, green building, and household waste.

BPS has a district liaison program that began in 2003. BPS splits Portland into six sections – East, Southeast, Northeast, North, West and Central City – each area has a BPS staff person assigned who is responsible for serving as a liaison between the City and the community. The district liaisons are also supposed to serve as technical advisors for neighbors, organizations, businesses and institutions. BPS coordinates with various other City bureaus on their work, and the bureaus are supposed to involve the BPS district liaison in work taking place in that part of the City.

BPS creates plans to guide the City like the Comprehensive Plan, the Portland Plan and the Climate Action Plan, in addition to area specific plans including some focused on East Portland. Over the years, BPS and the former Bureau of Planning have issued a number of planning documents and reports related to East Portland. BPS staff were responsible for coordinating with the outside consultant to organize the East Portland Action Plan (EPAP) meetings and to produce the final EPAP document. Today, the East Portland liaison works closely with EPAP in a staff person capacity. Other projects BPS has carried out in East Portland include the 122nd Ave Rezoning Project, and the Healthy Homes Project, both in 2012.

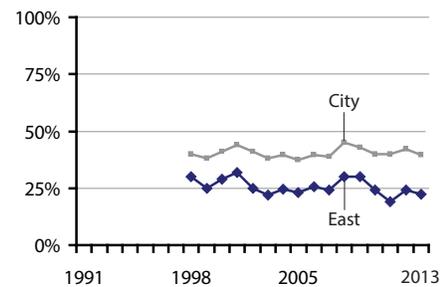
BPS is currently updating the City's Comprehensive Plan. There are eight Policy Expert Groups (PEGs) that help develop, review and provide comments to City staff on proposed policy recommendations. According to BPS management, many of the PEGs spent considerable time focusing on equity issues in East Portland. During community planning meetings, infrastructure equity was something that the community said was important. As such, the Infrastructure PEG was formed and charged with evaluating the Comprehensive Plan Update's goals and policies with an eye towards infrastructure equity in order to help avoid unintended consequences of planning decisions. In addition to numerous community members, representatives from

TriMet, Multnomah County, and Portland Public Schools, the Infrastructure Equity PEG has members from a number of City bureaus – Office of Neighborhood Involvement, Bureau of Environmental Services, Office of Management and Finance, Office of Equity and Human Rights, Bureau of Planning and Sustainability, Water Bureau, Bureau of Transportation, and Parks & Recreation. Staff from infrastructure bureaus created service level maps that were discussed at PEG meetings. Some bureau maps like Parks and Transportation highlighted infrastructure differences in East Portland. The Infrastructure Equity PEG provided their feedback on the Comprehensive Plan Update document, which was being edited at the time we wrote this report.

Community Survey Trends

In 2013, 22 percent of East Portland residents and 40 percent of residents citywide rated the City’s job of planning for future land use as very good or good. Residents in East Portland have historically rated land use planning lower than the city as a whole, but ratings at both the citywide level and in East Portland are about the same as they were in 2004 and 1998 when we began asking this question.

Planning for future land use
(percent “good” or “very good”)



Residents in East Portland have rated the City’s job in planning for future land use lower than all other neighborhood district areas 15 of the 16 years since 1998.

Bureau of Planning and Sustainability

Bureau figures from Budget Maps

The table below contains two years of the Bureau of Planning and Sustainability's adopted budget expenses for East Portland and the city as a whole from the City Budget Office's budget maps. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Bureau of Planning and Sustainability Adopted Operating Budget

East Portland	2010-2011	2011-2012	2012-2013
Local share	not tracked	\$0.1 M	\$0.1 M
Citywide share	not tracked	\$5.6 M	\$3.9 M
Total	not tracked	\$5.7 M	\$4.0 M
Local share per user	not tracked	\$1	\$0
Citywide share per user	not tracked	\$29	\$20
Total per user	not tracked	\$30	\$21
Portland (entire city)	2010-2011	2011-2012	2012-2013
Allocated (local) bureau expenses	not tracked	\$1.7 M	\$1.6 M
Unallocated (citywide) bureau expenses	not tracked	\$27.4 M	\$19.4 M
Fund & other expenses	not tracked	\$1.8 M	\$1.6 M
Total bureau expenses	not tracked	\$30.8 M	\$22.6 M

Source: Data from FY'11-FY'13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's users (residents and daytime employees). Due to rounding, some totals may not sum.

Bureau service level measures

The table below contains BPS's service level measures for East Portland and citywide for FY 2012, with data provided by BPS. For more information about the creation of the service level measures, see page 78 of this report.

Bureau of Planning and Sustainability**FY 2012**

Service level measure	East Portland	Citywide
District focused planning projects	0	6
District focused implementation projects	2	4
Number of public contacts	5,550	36,756
Businesses assisted through Sustainability at Work Program	74	933
Curbside recovery rate (residential)*	70.1%	70.1%
Number of district liaisons	1	7

Source: Bureau of Planning and Sustainability

* Based on tonnage reported by Portland's residential waste collectors for calendar year 2012. Percentages do not include commercial, multifamily and dropped off material.

Office of Neighborhood Involvement (ONI)

Bureau's work in East Portland

The Office of Neighborhood Involvement (ONI) serves as a communication link between community members, neighborhoods, and City bureaus. The bureau partners with organizations including Neighborhood Associations, Neighborhood District Coalitions, Business District Associations, City bureaus, and a wide range of community organizations to involve and inform the public in City government. ONI also provides neighborhood livability direct services as well as information and referral.

ONI coordinates Portland's "neighborhood network", a system of 95 neighborhood associations and seven geographically-based neighborhood district offices or coalitions. Funding for neighborhood district offices/coalitions comes from ONI. The East Portland Neighborhood Office (EPNO) is one of Portland's seven neighborhood districts. The manager of EPNO explained that the work of the office is to support Neighborhood Associations and volunteers doing work in the community. EPNO supports neighborhood events like clean-ups, they advocate for East Portland with public agencies, and is focused on ongoing community involvement designed to build social infrastructure.

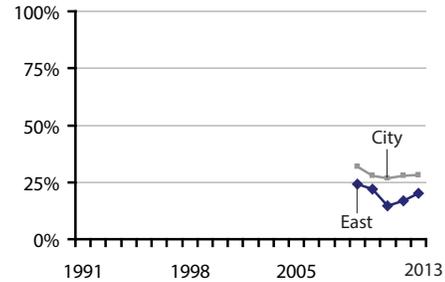
ONI is reevaluating how money is distributed to neighborhood areas with an eye towards giving more funding to offices/coalitions that serve larger and less affluent populations. If the changes are implemented, EPNO will likely receive more money once the new finding structure is in place.

The East Portland Action Plan became part of the Office of Neighborhood Involvement's budget in 2011. ONI's 2013-14 adopted budget included a note that read, "The FY 2013-14 budget includes one-time funding for the East Portland Action Plan. The Office of Neighborhood Involvement is directed to work with the relevant parties to develop a plan to complete work associated with the plan and wrap up uncompleted tasks." ONI management told us that EPNO and EPAP are not duplicative efforts and they hope the Mayor will continue to fund EPAP after this fiscal year. ONI's 2014-15 requested budget includes \$300,000 in one-time funding for EPAP. After we wrote a draft of this report, ONI began a project to assess the future of EPAP.

Community Survey Trends

In 2009, we began asking residents about how they rated their opportunities to influence government decisions. Providing opportunities to influence government decisions is not the job of ONI alone, but we report on this issue in relation to ONI, since part of their mission is to serve as a communication link between the community and City government. In 2013, 20 percent of residents in East Portland felt very good or good about their opportunities to influence government decisions, while 28 percent of residents citywide felt positively.

Opportunities to influence government decisions (percent “good” or “very good”)



Residents in East Portland have rated opportunities to influence government decisions lower than residents in all other neighborhood areas each of the five years we have asked this question.

Bureau figures from Budget Maps

The table below contains two years of ONI's adopted budget expenses for East Portland and the city as a whole from the City Budget Office's budget maps. Budget maps offer a partial picture of City spending in Portland's neighborhood district areas. For more information about the City's budget mapping process, see page 17 of this report.

Office of Neighborhood Involvement Adopted Operating Budget

East Portland	2010-2011	2011-2012	2012-2013
Local share	not tracked	\$0.8 M	\$0.8 M
Citywide share	not tracked	\$0.7 M	\$0.7 M
Total	not tracked	\$1.5 M	\$1.5 M
Local share per user	not tracked	\$4.00	\$4.00
Citywide share per user	not tracked	\$3.00	\$3.00
Total per user	not tracked	\$7.80	\$8.00
Portland (entire city)	2010-2011	2011-2012	2012-2013
Allocated (local) bureau expenses	not tracked	\$3.9 M	\$3.8 M
Unallocated (citywide) bureau expenses	not tracked	\$3.2 M	\$3.2 M
Fund & other expenses	not tracked	\$0.0 M	\$0.0 M
Total bureau expenses	not tracked	\$7.1 M	\$7.1 M

Source: Data from FY'11-FY'13 City Budget Office Budget Maps. *Local share* represents approved budget expenses that bureaus plan to spend in a specific geography. *Citywide share* represents the remaining approved budget expenses based on a geographic area's *users* (residents and daytime employees). Due to rounding, some totals may not sum.

Office of Neighborhood Involvement (ONI)

Bureau service level measures

The table below contains ONI's service level measures for East Portland and citywide for FY 2012, with data provided by ONI. For more information about the creation of the service level measures, see page 78 of this report.

Office of Neighborhood Involvement

FY 2012

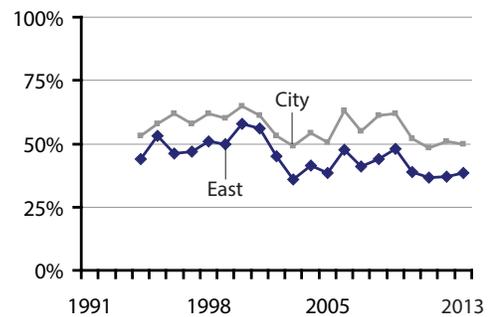
Service level measure	East Portland	Citywide
Number of neighborhood offices	1	7
Neighborhoods within area	13	95
Number of crime prevention trainings	103	491
Number of National Night Out parties	31	163
Number of basic problem location cases (e.g., neighbor dispute)	786	3,046
Number of complex problem location cases (e.g., drug house)	38	201
Number of volunteer graffiti clean ups	36	249
Number of liquor license applications	67	1,943
Number of liquor licenses at year end	344	2,802
Number of Time Place Manner warnings/enforcements (nuisance and livability issues at alcohol serving establishments)	5	64
Number of meetings and events	365	3,333
Number of community trainings/workshops	21	127
Number of communications sent out	107,387	2,168,216
Number of small grants awarded	16	92
Value of small grants awarded	\$36,946	\$196,200

Source: Data provided by Office of Neighborhood Involvement.

Chapter 5 Conclusions

In 2013, 39 percent of residents in East Portland rated the overall job of City government as very good or good, compared to 50 percent of residents citywide. Residents in East Portland have rated the job of City government lower than the city as a whole and all other neighborhood district areas in each of the twenty years that we have asked the question.

Overall job of City government
(percent “good” or “very good”)



East Portland has been transitioning from a rural to an urban development pattern since the early 1900s. East Portland is the newest and largest of the City’s seven neighborhood district areas and experienced rapid population growth without the corresponding growth in amenities and infrastructure. When the City and County adopted policies that facilitated East Portland’s annexation from Multnomah County, residents were told that urban services would improve. In general, services in East Portland are better compared to their pre-annexation levels, but some service levels are different than in other parts of the City, giving the impression to some that the area is not important to policy makers.

City policy makers acknowledge that work remains in East Portland and have increasingly focused attention and dedicated funding to the area. Although some City bureaus like Parks and PBOT have commit-

ted to improving services in East Portland, significant improvements to parks, roads and other infrastructure require funding, some of which has been allocated, and some of which requires new revenue sources.

The City recently began mapping spending and service levels across Portland, an incomplete but historic and important contribution to discussions about equity in bureaus' work around the city.

In 2009, City Council adopted the East Portland Action Plan (EPAP), a community development plan containing more than 250 actions intended to improve East Portland's livability. EPAP is nearing its five-year anniversary. A budget note suggests that 2014 is the last year EPAP will receive funding and instructs EPAP and the Office of Neighborhood Involvement (ONI) to develop a completion plan. However, when we wrote this report, a completion plan had not been started, and ONI management told us they hoped that funding for EPAP would continue. ONI's 2014-15 requested budget includes \$300,000 in one-time funding for EPAP, and they recently started a project to assess the future of EPAP.

This report documents East Portland's development and annexation history, some of the things that make East Portland different from the rest of the city, and two unique City efforts to measure services across the City and to improve them in East Portland – budget mapping and the East Portland Action Plan. We also report on a snapshot of City bureaus' work, spending and service levels in East Portland, in addition to resident's perceptions of that work. This report does not provide definitive answers about what work needs to be done in East Portland, rather, it is intended to be used in future conversations about City services in East Portland.

Chapter 6 Objectives, scope and methodology

We chose East Portland as the subject of the first audit in a series examining City services across neighborhood areas in Portland. The objectives of our audit were to:

- Document characteristics that differentiate East Portland and the provision of City services there from other areas of the city – including demographics, annexation, development and planning history
- Assess City efforts aimed at measuring and addressing differences in East Portland, including how selected City bureaus use the East Portland Action Plan (EPAP) in their work
- Capture a snapshot of City service levels in East Portland and the City as a whole

To identify characteristics that differentiate East Portland and the provision of City services in East Portland from other areas of the city, we analyzed general demographics, housing, income, and commuting trends in East Portland and the City as a whole using 2000 and 2010 Census data. Using City budget maps, historical reports and studies, and planning documents, we summarized a development and annexation history of East Portland. We toured East Portland to observe high crash corridors, Urban Renewal Areas, unimproved streets, finished projects from neighborhood investment and flood plain restoration projects, a street improved through an LID, and improvements made to an existing City park.

We focused our review of City services in East Portland on bureaus that provide direct services across the City – Fire, Police, Development Services, Neighborhood Involvement, Housing, Planning and

Sustainability, Portland Development Commission, Transportation, Environmental Services, Water, and Parks. We did not include bureaus that provide internal services to the City, like the Office of Management and Finance or the City Attorney's Office. In addition, we did not include the Bureau of Emergency Communications or the Portland Bureau of Emergency Management. We reviewed plans from City bureaus focused on East Portland to learn about their work. We interviewed staff and managers in the Portland Development Commission and the bureaus and offices of Fire and Rescue, Police, Development Services, Neighborhood Involvement, Housing, Planning and Sustainability, Transportation, Environmental Services, Water, and Parks about their work in East Portland. We chose certain aspects of bureau work in East Portland to describe in Chapter 4; the description is not meant to be an exhaustive history of each bureau's work in East Portland.

In order to assess East Portland residents' perceptions of City services over time, we compiled data from the Auditor's Community Survey for comparable questions from each of Portland's seven neighborhood areas and the city as a whole from 1991-2013. We calculated changes in residents' responses on City service areas and report on those where the change was statistically significant. We also compared East Portland residents' ratings to ratings from other neighborhood areas. The East Portland boundaries used in the 2013 community survey have been used since 2001. We compare the data in this audit since we did not see a large impact of the boundary differences on survey responses from East Portland overtime.

We interviewed Budget Office staff about the City's budget mapping process and used the approved budget data from their 2010-2012 budget maps in this audit. After we completed our audit fieldwork, the Budget Office released their 2013 budget maps, which are available on their website – www.portlandoregon.gov/cbo/.

To develop service level measures for City bureaus, we used Service Efforts and Accomplishments reports, bureau budgets, and information obtained in audit interviews to develop a preliminary list of measures for each of the bureaus included in our assessment.

We met with bureau staff and managers to refine the list. The City's accounting system does not require that bureaus track spending geographically, so some measures could not be geographically allocated since the data was not available. We sent the refined list of service level measures to bureau managers, who compiled the data for East Portland and the city as a whole. We reviewed the data from bureaus for reasonableness based on our knowledge and understanding of each bureau and the source of the data. We discussed questions with bureaus during our review. We requested service levels for East Portland as defined by the East Portland Neighborhood Office (EPNO) boundaries and the city as a whole for fiscal year 2011-2012.

We chose FY 2012 since it was the most recent complete fiscal year at the time we began collecting data. In some instances, data for FY 2012 or for the boundary defined as EPNO was not available, and bureaus provided something similar. In all instances where the data deviates from EPNO boundaries or FY 2012, we indicated the deviation in the service level measure table. In some cases, we normalized the data using population figures from the 2010 Census and calculated measures per 1,000 residents. The service level tables are meant to provide a snapshot of bureau work in East Portland.

We do not reach conclusions about the adequacy of bureau service levels in East Portland based on the data bureaus provided. The service level data we report are from snapshots taken during specific points in time, and they do not always provide a comprehensive picture of a bureau's services in a given area. Staff in bureaus and the budget office told us about various factors that influence service level variances and spending differences across the city, and we include some of this information in narrative sections along with the data. Although we discussed differences in some service levels with bureaus, we did not discuss the reasons behind all differences in service levels. Policy makers should conduct research into the causes and impacts of differences in the future.

To learn about the East Portland Action Plan (EPAP) we interviewed City staff and a volunteer who work with EPAP, we also attended an EPAP general meeting. At the EPAP general meeting, we asked at-

tendees to complete an online survey about EPAP and the City's work in East Portland, and obtained 40 responses. We asked bureaus to report their progress on implementing EPAP actions with a 2-5 year implementation time frame where their bureau was assigned the lead role. Using the bureau reported information and information from the survey of EPAP members; we judgmentally selected a sample of 13 EPAP actions assigned to City bureaus in order to assess bureaus' use of EPAP and the impact of a sample of actions. We interviewed bureau staff working on the selected EPAP actions about EPAP, the impact of the actions, and about their bureau's work in East Portland.

We did not seek management's written response to this report, because we do not make recommendations in this audit. However, we obtained the views of responsible officials from bureaus and EPAP management on the sections of the report that pertain to them, and we incorporated their comments into the report.

We conducted this performance audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

APPENDIX A

Appendix A EPAP sample actions and summary of results

Per EPAP				Per lead role bureau staff we interviewed		
Number	Action	Lead Role	Possible Partners	Action Status	Impact of EPAP on action status	More information
PS 1.3	Expand community policing outreach to engage non-English/ethnic/minority and faith communities.	PPB	Non-profits, faith groups, ONI	Complete	EPAP did not directly cause the action	Officers from East engage with many organizations that serve minority and ethnic groups. Outreach would happen regardless of EPAP since officers need to understand the impact of culture on perceptions of police and break down barriers.
PS 2.5	Refine police recruitment criteria to ensure police force in East Portland reflects community diversity.	PPB		Complete	EPAP did not directly cause the action	Police Bureau is not currently reflective of the community. Goal is for all hiring pools to be 30% non-white and/or female. Bureau is recruiting out-of-state to overload application test pool with non-whites and females.
CM 2.1	Expand storefront improvement grant program throughout East Portland commercial areas.	PDC	BPS, APNBA, PHB	Complete	EPAP did not directly cause the action, but it added urgency	District Improvement Grants, which are similar but more flexible than storefront improvement grants are part of Neighborhood prosperity initiative (NPI).
EC 1.1	Undertake a comprehensive assessment of East Portland’s strengths, weaknesses, opportunities and threats for economic development including work skills profiles.	PDC, EPN	BPS, PCC, OECDD	Complete	EPAP did not directly cause the action, but it added urgency	Funded by EPAP Project Fund, EPAP’s Economic Development Subcommittee and PDC managed a contract with a consultant for a study called “East Portland Action Plan: Economic Development Assessment” that included assessment of area’s competitive advantages and priority action items for the subcommittee.
HD 6.3	Initiate a pilot project in East Portland to test new land use concepts: consider land development, transportation and connectivity, services.	BPS	BUREAUS	Complete	EPAP strongly influenced the action	The “SE 122nd Avenue Study: A Pilot Project of the Portland Plan final report and recommendations” was released in February 2011. Study was partially funded through EPAP.

Per EPAP				Per lead role bureau staff we interviewed		
Number	Action	Lead Role	Possible Partners	Action Status	Impact of EPAP on action status	More information
HD 2.1	Increase proactive code enforcement for housing, improve information about reporting and mechanisms to address issues.	BDS	ONI, PHB	Complete	EPAP strongly influenced the action	The Enhanced Complaint Inspection Program is operational only East of 82nd Ave and South of Burnside. The pilot location was strongly influenced by EPAP.
I.3.2	Consider opportunities to partner with PBOT and ODOT for multi modal improvements when addressing stormwater issues.	BES	PBOT, ODOT	Complete	Primary responsibility for action is not that of bureau assigned Lead	BES performs storm water improvements, but for improvement related to transportation projects, PBOT or ODOT are responsible for installing bioswales to address storm water issues.
HD 2.3	Create a housing rehabilitation program to improve the safety and appearance of existing housing stock.	PHB	PDC, CDC	Complete	EPAP did not directly cause the action	PHB has two healthy home repair programs, but these programs existed before EPAP and are not specific to East Portland.
T. 2.1	Prioritize East Portland schools for Safe Routes to School and sidewalk crossing improvements.	PBOT	ODOT, SD, EPN	Complete	EPAP strongly influenced the action	Two recent grants focused on East Portland schools. An equity based metric is used to determine school locations. (And T.7.2 below)
T.7.2	Identify and prioritize East Portland street improvement projects.	PBOT	EPN, ONI	Complete	EPAP strongly influenced the action	PBOT's East Portland in Motion (EPIM) plan prioritizes street improvement projects in East Portland.
PS 4.1	Create graffiti prevention and abatement task force with implementation plan: Graffiti clean-up kits and hotline.	ONI	PPB, EPCC, BA	Complete	EPAP did not directly cause the action	A citywide graffiti prevention and abatement program existed before EPAP. Program offers clean-up kits, has a graffiti reporting hotline and helps to organize clean ups.
HD 3.3	Improve outreach and involvement of East Portland residents and businesses in Portland Plan; expand capacity of EPNO land use chairs group to engage in Portland Plan.	ONI, EPNO	BPS	Complete	EPAP strongly influenced the action	EPNO gave information about Portland Plan public involvement opportunities to neighborhood associations. EPAP, a program of EPNO, placed members on Portland Plan committees.

Appendix A EPAP sample actions and summary of results

Per EPAP				Per lead role bureau staff we interviewed		
Number	Action	Lead Role	Possible Partners	Action Status	Impact of EPAP on action status	More information
P.4.8	Prioritize acquiring and developing access to/ frontage for existing parks: Bundy Park, Raymond Park, West Powellhurst Park.	EPAP funded Parks project	PBOT, EPN, BDS, METRO	Partially complete	EPAP did not directly cause the action, but it added urgency	Parks acquired and developed access to Raymond Park. Additional funding source needed to develop better access to the other parks.
I.1.4	Add additional wells to Columbia Groundwater well fields to increase supply and capacity.	Water		Partially complete	EPAP did not directly cause the action	One well drilled and additional well will be drilled in the future. Bureau recently completed negotiations and platting for well site easement near Cascade Station.
Municipal partner project	Improve and expand mobile playground program in East Portland.	Parks		Complete	EPAP directly caused the action	EPAP funded an additional mobile playground van that only serves locations in East Portland (these 10 locations are in addition to the 3 East Portland locations served by the Parks' funded van).

Source: Audit Services Division, based on EPAP document and audit interviews

Abbreviations/Acronyms

- Alliance of Portland Neighborhood Business Associations (APNBA)
- Bureau of Development Services (BDS)
- Bureau of Environmental Services (BES)
- Bureau of Planning and Sustainability (BPS)
- Business Associations (BA)
- Community Development Corporations (CDC)
- East Portland Chamber of Commerce (EPCC)
- East Portland Neighborhood Office (EPNO)
- East Portland Neighbors (EPN)
- East Portland School Districts (SD)
- Office of Neighborhood Involvement (ONI)
- Oregon Department of Transportation (ODOT)
- Oregon Economic & Community Development (OECDD)
- Portland Bureau of Transportation (PBOT)
- Portland Community College (PCC)
- Portland Development Commission (PDC)
- Portland Housing Bureau (PHB)
- Portland Police Bureau (PPB)

APPENDIX B

Appendix B EPAP Strategies

Built Strategies Summary

Housing and Development Policy

- HD.1 Improve the design and quality of new housing structures
 - HD.2 Improve the appearance, quality and safety of existing housing stock
 - HD.3 Improve public notification for new development and enhance community knowledge, capacity and influence in land use
 - HD.4 Review and assess public policies and incentives for housing development
 - HD.5 Improve regulations and implementation of City code to increase benefit and reduce impacts of new housing
 - HD.6 Review and assess Comprehensive Plan Map and implementation in East Portland
-

Commercial and Mixed Use

- CM.1 Provide commercial and mixed use development opportunities throughout East Portland
 - CM.2 Promote vital and healthy multi-use commercial areas
-

Transportation

- T.1 Improve transit service throughout East Portland
 - T.2 Increase safety and convenience of walking throughout East Portland
 - T.3 Increase safety and accessibility of bicycling in East Portland
 - T.4 Improve safety and multi-modal function of arterial and collector streets throughout East Portland
 - T.5 Improve the unimproved local streets throughout East Portland
 - T.6 Improve connectivity throughout East Portland
 - T.7 Foster equity in transportation decisions and services
-

Public Infrastructure and Utilities

- I. 1 Assure continued water quality and water service to East Portland
 - I. 2 Upgrade and maintain public utilities and infrastructure systems throughout East Portland
 - I. 3 Explore green infrastructure partnerships to maximize benefits
-

Environmental Strategies Summary

Parks and Open Space

- P.1 Increase schools/parks joint use facilities in East Portland
 - P.2 Improve existing parks in East Portland
 - P.3 Improve existing trails in East Portland
 - P.4 Develop new parks and community centers in facility-deficient areas throughout East Portland
 - P.5 Develop new multi-use trails and green corridors
 - P.6 Create access to and develop facilities for water bodies
-

Natural Areas and Environment

- NA.1 Improve environmental function of urbanized areas and mitigate impacts
- NA.2 Improve natural areas throughout East Portland
- NA.3 Increase public access to natural areas
- NA.4 Attain environmental equity in East Portland

Economic Strategies Summary

Economic Development and Workforce Training

- EC.1 Develop and implement a comprehensive economic development plan and policy agenda
- EC.2 Promote key opportunity sites for economic development
- EC.3 Promote and support small and independent Portland-based and -owned businesses
- EC.4 Increase and promote workforce training and employment opportunities for East Portland residents

Learning Strategies Summary

Education Infrastructure and Programs

- L.1 Improve early childhood education
- L.2 Increase availability of youth-focused programs
- L.3 Strengthen stability and quality of East Portland K-12 schools
- L.4 Increase the academic success of East Portland K-12 students
- L.5 Increase community college and K-12 school districts coordination
- L.6 Increase partnerships among and with East Portland K-12 school districts
- L.7 Increase parental involvement in and access to public K-12 schools
- L.8 Increase community library services and facilities

Social Strategies Summary

Public Safety

- PS.1 Develop a public safety “messaging” program to increase community policing efforts
- PS.2 Broaden East Portland Precinct’s outreach and community involvement
- PS.3 Expand availability of gang prevention programs and equitable allocation of resources toward such programs
- PS.4 Increase comprehensive, sustained graffiti prevention and clean-up programs
- PS.5 Improve public safety on TriMet facilities in East Portland
- PS.6 Increase public safety through design and physical improvements
- PS.7 Increase enforcement of code violations and develop tools for improved neighbor relations

Housing Assistance and Safety Net Services

- SN.1 Assist in stabilizing low income residents/families
- SN.2 Support diversity in neighborhoods
- SN.3 Increase support for independent elderly and disabled people
- SN.4 Establish ‘resident activities coordinators’ at multi-family dwellings
- SN.5 Provide life skills training and education opportunities for East Portland residents
- SN.6 Promote healthy communities in East Portland

Appendix B EPAP Strategies

Social Strategies Summary (continued)

Community Building

- CB.1 Increase interaction among cultural communities and geographic neighborhoods
 - CB.2 Empower and engage East Portland residents and businesses in civic decision-making processes
 - CB.3 Involve East Portland residents in community projects and building community identity
 - CB.4 Create community gathering places in East Portland to increase community identity and pride
 - CB.5 Foster and market East Portland's positive attributes
 - CB.6 Strengthen and increase participation in neighborhood associations
 - CB.7 Enhance East Portland's sense of community through historic resource identification and preservation efforts
-

Equity

- EQ.1 Foster an equitable distribution of public resources for East Portland
 - EQ.2 Foster regional equity in the distribution of affordable housing
 - EQ.3 Implement Actions in the East Portland Action Plan
-

Source: East Portland Action Plan

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East Portland: History of City services examined

Report #435, April, 2014

Audit Team Members: Jennifer Scott, Patrick Malloy

LaVonne Griffin-Valade, City Auditor
Drummond Kahn, Director of Audit Services

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