

City of Portland Bureau of Planning and Sustainability

STRATEGIC PLAN

2021

2024



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**



Photo credit | **Disabled and Here**



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Dear Portlanders,

The City of Portland's Bureau of Planning and Sustainability (BPS) is pleased to share our 2021-24 Strategic Plan. BPS aims to improve the lived experience of all Portlanders; collaborate with community organizations, agencies, and partners; and center the voices of our communities, particularly low-income families and Black, Indigenous, and people of color (BIPOC) Portlanders. These aims are particularly important now, as Portland and the world confront a global pandemic and the intensifying climate crisis.

BPS' future-oriented work over the next three years will help Portland become more equitable, healthy, prosperous, and resilient. This strategic plan summarizes BPS' expected outcomes, key strategies, and metrics to track our progress. In the next three years, the bureau intends to:

Increase equitable access to healthy, connected communities while addressing the ramifications of past racist land use policies. We will focus on community-prioritized needs in East Portland and stabilizing communities in the face of displacement. We aim to increase housing opportunities for multifamily and multi-generational housing, and to support economic recovery using zoning and planning tools.

Lead climate justice work. Toward meeting our 2030 carbon reduction goal, we will advance building, transportation, and industrial decarbonization plans. Work by the Portland Clean Energy Fund (PCEF) will also secure carbon reductions among a portfolio of projects that create wealth and reduce burdens for prioritized communities living on the front lines of climate change. To increase resiliency to climate change, we will increase natural-environment protections while integrating climate action into built-environment planning and design.

Launch a clean air protection program. That program will center protecting the health of BIPOC communities and others most at risk from air pollution. We will address air quality needs and support community-based solutions in coordination with Oregon DEQ and Multnomah County.

Expand economic opportunities for BIPOC-owned businesses in Portland's waste collections industry, while delivering excellent service.

Adopt needed protections that center the privacy needs of Portlanders, while providing a publicly accessible, easy-to-use open data portal, because how the city collects and handles data that it uses to make policy decisions matters.

Internally, BPS is committed to becoming an anti-racist organization where all staff have an opportunity to grow and thrive. We aspire to build trusting relationships with community partners that meaningfully inform and contribute to our work and perspective.

Thank you for your partnership and engagement. Together, our work helps Portlanders feel safe, respected, and included in the place they love and call home.

Commissioner Carmen Rubio

BPS Director Andrea Durbin

Handwritten signature of Carmen Rubio in black ink.Handwritten signature of Andrea Durbin in black ink.



OVERVIEW

To say the recent past has been difficult is an understatement. Our nation is going through a long-overdue and painful reckoning of how racism underpins and impairs our country and our communities. Portland is facing unique struggles, and BPS continues to play a vital role in shaping a just future. By further integrating our work of planning and sustainability, bringing tools, expertise, and enhancing our capacity to grow and advance, we are poised to enable Portland to recover and build back better from economic setbacks, COVID-19 trauma, and the exposed injustices and disparities by centering racial equity and climate action as the cornerstones of our work.

For decades, Portland has been a leader in land use planning, climate action, environmental stewardship, and urban design; we have a world-renown waste and recycling system; and we are leading the world in our commitment to open data and protecting communities in the application of technologies.

We will continue to do excellent work, pushing forward as an anti-racist organization working for racial equity and restitution. We will continue to leverage our resources and partnerships and our role as a known convener to work on the major issues facing cities today: economic, social and environmental justice, climate justice and resiliency, housing access and affordability, job creation that offers family-wage jobs, land use protections and urban design for people and communities, historic resource preservation, and natural resource conservation. We will keep the waste collection system operating efficiently and affordably and create more opportunities for diversifying this industry. From our planning and community development role, to our leadership on climate, an innovative clean energy fund for community, and centering racial equity more consistently in our work, this is critical as we look ahead to how we – the people of Portland – recover and build back better: a more equitable, healthy, prosperous, and resilient city.

“A more equitable,
healthy, prosperous,
and resilient city.”

HOW WE WILL USE THIS PLAN

This 3-year plan incorporates BPS' high-level goals with the how and why we do our work, what we hope to achieve, and to what end. For each goal, we lay out:



Specific outcomes

we hope to achieve



Key initiatives or strategies

that will help us best achieve them



How we will

measure our success

Defining measurable objectives allows us to assess whether we are choosing the right strategies to achieve our goals. They help guide our work both internally and with our partners.

A low-angle, upward-looking photograph of several children's hands and faces as they play on a metal playground structure. The children are smiling and looking towards the camera. The background is a bright, clear sky. The image is framed by a white border on the right and bottom, and a rainbow-colored horizontal bar on the left.

VISION

As we work towards our long-term goals set forth in Portland's guiding plans including the Portland Plan, 2035 Comprehensive Plan, and climate action strategies, equity is the overarching lens we use – from planning initiatives that address the disparities and impacts created from a racist history in land use and zoning to our work with community partners to advance a zero-carbon city that provides benefits and opportunities particularly to those most vulnerable to climate change.

We learn from our community, build relationships and partnerships, and leverage the expertise of partner organizations and individuals. We envision a city where priority communities have more power and influence in decision making with greater access to resources, services, opportunities, and benefits.

We see communities that have historically been under-served or under-represented have opportunity for wealth generation, access to affordable housing and more housing choices, vibrant and diverse economy, and more family-wage job opportunities.

We envision a city where all Portlanders experience healthier connected communities: neighborhood amenities and access to transportation options, improved air quality, stable climate, less reliance on fossil fuels, a healthier natural and built environment that is resilient to the quick advancing impacts of climate change, and effective and affordable services to reuse, recycle, and reduce waste.

And in doing this work, we demonstrate strong leadership with clear direction, results, accountability in our work, and a shift in how we do business by centering priority communities.

This 2021-24 Strategic Plan is the next step to achieving this long-term vision of Portland in being a place where all Portlanders can grow up and grow old in a place they love and call home.



MISSION

BPS takes action to shape the future of Portland and advance climate justice for a more **equitable, healthy, prosperous, and resilient city.**

VALUES



Racial justice

Advancing equitable outcomes, dismantling institutional racism, and acknowledging and correcting past harms.



Community centered

Investing in meaningful and inclusive community-informed decision making and community-led efforts.



Resilient systems

Taking a holistic approach to solutions, integrating the needs of people, environment, and economy.



Innovation

Taking risks and using new approaches, tools, and technologies.



Credibility

Developing solutions based in science and community lived experience.



Outcome driven

Focusing on results and willing to change course if outcomes are not met.



Service excellence

Responding to the needs of customers and community effectively.



BPS' ROLE IS TO...

- **Advance the City of Portland's commitment to climate action and equitable community development** by stewarding and implementing the City's Comprehensive Plan, the Portland Plan, and climate actions.
- **Steward and improve urban design, land use regulations, and develop new strategies** to achieve City-adopted goals and policies for people, climate, the built and natural environment, and the economy.
- **Convene, lead, and contribute to multi-objective projects and plans with community and governmental partners.**
Examples include: access to healthy connected neighborhoods; stabilizing community and preventing displacement; decarbonization strategies for buildings, energy, and transportation; and land use plans and policies to correct past harms, expand housing options, and support middle-wage job creation.
- **Manage Portland's garbage, recycling, and composting collection system** to serve residents and businesses by delivering equitable, effective, and quality service.
- **Lead Portland's Clean Energy Community Benefits Fund** investing in community-led climate justice solutions.
- **Partner with the community** to make Portland a place where data and technology are used to improve people's lives, particularly in underserved communities.





HOW WE DO OUR WORK

Changing systems and working with our partners

BPS is working to become an anti-racist organization and prioritizes advancing racial equity to benefit Black, Indigenous, immigrants and refugees, and people of color. Equity is embedded across our work, and we focus on repairing past harms, community stabilization and benefits, expanding opportunities for meaningful community engagement and hiring, and retaining a racially and ethnically diverse team and creating an inclusive, multicultural workplace.

We:

- Value, partner with, and convene City bureaus and other agencies such as Metro and Multnomah County to achieve long-term plans and policy development.
- Use the most current and credible data, science, technology, and community knowledge and experience to improve lives, inform policy, make decisions, and evaluate and share results.
- Establish long-term, trusting relationships with communities to ensure plans and projects are community-informed or co-created to benefit the community and prevent future harms and disparities.
- Focus on transforming systems, policies, and institutions to address long-term disparities to become a more equitable, healthy, prosperous, and resilient Portland.





3-YEAR OUTCOMES

BPS' work leads with equity as we move to creating a healthy, prosperous, and resilient city for all Portlanders, today and in the future.



Equity

Advancing equity in Portland means improving the way the city works — starting with how City government and its partners make decisions, invest, and engage with Portlanders and each other to measure success. All communities need to have opportunities to help shape their own present and future — via access to housing, jobs, services, accessible data, environmental amenities, transit, and more — regardless of background, race, gender, sexual orientation, ability, age, income, or where they were born or live.

3-YEAR OUTCOMES

- BIPOC communities have greater household prosperity and reduced income and health disparities.
- Greater environmental justice with cleaner air – indoors and outdoors – in BIPOC communities and neighborhoods. Leverage the Climate Justice Initiative to co-create climate actions with community.
- Priority communities experience enhanced and restored natural systems that reduce the risks and impacts of flooding, extreme heat and rain events, and poor air quality.
- All Portlanders have access to safe, convenient, and easy-to-use garbage and recycling services, including renters.
- Access to government and data-informed decision making is strengthened by organizations, businesses, and individuals having more accessible and transparent data.
- All Portlanders experience new safeguards for the transparency, accessibility and use of data by the City and responsible use of surveillance, leading to an increased trust in how the City of Portland collects, uses, manages, and protects data.



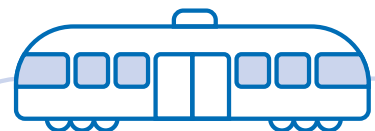
KEY STRATEGIES

- PCEF invests \$250M in carbon reductions to advance racial and social justice, benefiting priority communities.
- Develop a City-applied policy and process to stabilize residents and businesses in advance of major public investment or policy change.
- Collaborate with community-based organizations and bureaus to reduce urban-heat island effect in East Portland.
- Undertake planning and historic preservation projects to address past harms and deliver benefits to the Black community.
- PCEF grants provide capacity building for BIPOC and low-income serving organizations.
- Work with community to identify and implement natural resource restoration projects in BIPOC communities.
- Analyze and inform actions for how air pollution exposure impacts BIPOC communities to protect the most health impacted.
- Lead City development of City privacy and surveillance policies and launch new open data portal/dashboard.

- Design and hold trainings to increase digital literacy of City staff and of BIPOC communities.
- Expand public trash can program into areas not currently served (Southeast, North and Northeast Portland).
- Improve waste-collection services for residents of multifamily communities.

MEASUREMENTS

- \$60 million or more invested by PCEF annually, benefiting priority communities through increased access to jobs, energy savings and healthy communities.
- Adopted Citywide approach for assessing and mitigating displacement risk from major public investments or policies.
- Increased public investment, programming, and Citywide coordination delivering community-informed priorities for East Portland.
- City-adopted surveillance policy and open data portal established.
- Public trash can service expanded and successfully operating in North, Northeast, and Southeast Portland.



Health

Health is a human right, and also a tool that allows us to live productive and meaningful lives. When we are healthy, we can learn and work fully and actively participate in our communities. All Portlanders need to have access to the resources that support their health and well-being: connected neighborhoods with transit, schools, parks, shopping, sidewalks, restaurants, bike paths, access to the natural environment, child and adult care, libraries, health clinics, re-use centers and other community amenities. Health disparities must be eradicated so that priority communities can flourish. A healthy city sees carbon reductions across the economy, on a path to becoming a zero-carbon city by 2050 or sooner and reducing harmful air pollution that causes asthma, respiratory diseases, cancer, and poses other threats to public health.

3-YEAR OUTCOMES

- An increase in communities protected from pollution. Priority communities have reduced health disparities.
- Decreased carbon emissions from buildings, transportation, and industry, and from production of building materials and manufactured goods.
- Improved clean air contributing to decreased rates of asthma, cardiovascular and respiratory diseases, and cancer decline over time, especially for priority communities.
- Reduced emissions from food production and food waste.
- More East Portlanders have safe and easy access to healthy, connected communities.



KEY STRATEGIES

- Establish a stable revenue source through carbon and clean air fee to fund climate decarbonization (buildings, transportation, industry) and air quality program that focuses on reducing air pollution (e.g., motor vehicles, point sources, wood, and wildfire smoke) through programs, policies, and incentives.
- Adopt strategies to achieve zero carbon emissions in the built-environment, industry, and reduced emissions in the production of building materials and manufactured goods.
- Decarbonize the transportation sector, focusing on freight, fleets, and passenger cars, and use City's tools to accelerate EV charging infrastructure market.
- Strengthen local renewable fuel standard to displace fossil fuels for cleaner fuels.
- Reduce wasted food through regional partnerships with grocers and their supply chains and engage with the community to help residents stretch their food dollars.

- Implement and enforce food scrap requirements for businesses.
- In East Portland, use community-led plans and a coordinated approach across City bureaus to guide public investments and programs focused on needs of East Portland residents to create healthy connected neighborhoods.
- Use zoning and planning tools to achieve greater health equities, community safety, and age-friendly city.

MEASUREMENTS

- Reduced waste of uneaten food (25% by 2025; 50% by 2030).
- On track or ahead of meeting Portland's carbon reduction goals, halving emissions by 2030.
- City establishes air quality program and develops action strategies in coordination with community, Multnomah County, and DEQ.
- City Council adopts West Portland Town Center Plan.



Prosperity

A prosperous Portland is a city where everyone is welcome, housed, and has an opportunity to succeed. Portland transitions to a more circular and green economy – one where the needs of all are met, while collectively we do not live beyond the means of our planet. We leverage cross-bureau partnerships together with communities, businesses, and non-profit organizations to facilitate housing opportunities, business development, and middle-income job growth that addresses the region’s widening wage inequality, racial disparities, and affordability hardships.

3-YEAR OUTCOMES

- Grow the supply of housing (affordable and market-rate) to keep pace with population growth.
- Develop more, varied and climate-friendly housing types in connected centers and neighborhoods, allowing priority populations to stay rooted in their community.
- Increase green economy and middle-wage jobs for people of color, women, and those with disabilities and preserve and enhance racial diversity of Portland businesses engaged in the green economy.
- Portland emerges as a leader in clean materials/clean industry development, integrating circular economy and decarbonization practices into operations.
- Establish land use and development policies that contribute to Portland’s economic recovery from the recession.
- The Central City and other centers and corridors recover economically and establish economic and social vitality.



KEY STRATEGIES

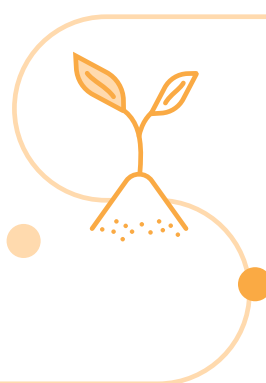
- Further fair housing, address racial segregation, and increase more affordable housing options by expanding multifamily zoning in transit centers and corridors in inner eastside neighborhoods.
- Adopt zoning tools to preserve existing affordable housing and to capture value for affordable housing from property rezoned and redeveloped.
- Adopt building livability standards that help reduce energy cost burden for renters and decrease carbon emissions.
- Complete the Economic Opportunities Analysis to guide employment growth, climate resiliency, and a transition to a zero-carbon economy.
- Analyze and advance clean-industry hub and innovation to attract federal funding.
- PCEF supports workforce development in the green economy, prioritizing BIPOC communities.
- Establish a Legacy Business program to prevent displacement of independent and BIPOC-owned businesses and implement zoning and other regulatory improvement to benefit small business recovery and flexibility for businesses run out of people's homes.



- Develop a Waste Collection Access and Opportunity Program that expands the number of minority and women-owned businesses operating in Portland.
- Invest in community-led opportunities to rent, share, fix, and reuse goods.

MEASUREMENTS

- City Council adopts fair housing zoning policy to encourage development of multi-family/multigenerational housing in inner Portland.
- \$3 million of contracts awarded to COBID-certified companies that support waste collection services.
- Use Resourceful PDX program to annually support 30 reuse, repair, and share organizations and businesses that residents can access.
- Portland launches a Clean Industry Hub and Incubator.
- Portland establishes a Legacy Business program to support BIPOC-owned businesses and small business development.



Resilience

A resilient city understands the past and successfully plans and prepares for climate impacts, and a zero-carbon and just future using data analysis, science, partnerships, and policy. We adapt to changing economic, social, and natural systems in ways that leverage opportunity out of challenge. A resilient city protects and supports its vulnerable populations and natural environment to prevent harm and allow for quick and sustained recovery in the face of disaster and climate disruption. Our built environment is designed and powered to provide safe, enduring, and adaptable spaces where we can live, work, recreate, and thrive.

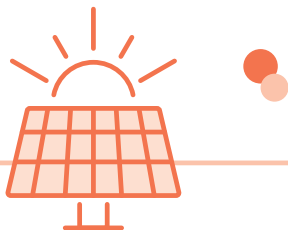
3-YEAR OUTCOMES

- Existing natural systems are protected and expanded to increase resiliency to a changing climate, and we are better prepared through natural system protections to withstand extreme heat and rain events.
- All Portlanders have access to nature in their neighborhood for recreation and to improve physical and mental health, in part by increasing tree canopy in East Portland.
- Fish and wildlife have access to safe and functional natural systems for food, nesting, and migration.
- On track for 100% clean, renewable energy by 2030, including more resilient community energy systems and greater access to and ownership of clean energy assets for BIPOC and low-income communities.
- Priority communities experience greater environmental justice and health protections, and they have opportunity to help shape climate actions.



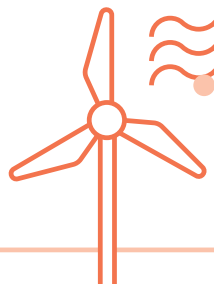
KEY STRATEGIES

- Prioritize resilience for East Portland neighborhoods and communities, including heat and smoke response and energy resilience.
- Complete the update of environmental zoning maps to protect the natural systems.
- Update City floodplain regulations to increase natural capacity to manage floods (or to provide better flood management), protect people and businesses from flood damage and retain access to federal flood insurance program.
- Update of River Plan / North Reach to protect the river and natural ecosystems and improve climate resiliency.
- Use local policy to shape energy sector decarbonization and resilience.
- Launch and leverage the Climate Justice Initiative to co-create climate actions with community.
- Strengthen local community resilience to prepare for wildfire smoke and extreme heat days.
- PCEF invests \$250M in carbon reductions to advance racial and social justice, benefiting and building resilience for priority communities.



MEASUREMENTS

- Increased number of net zero carbon buildings.
- Increased number of building micro-grids (solar plus battery storage systems) in neighborhood centers, focusing on priority communities.
- Improve community resiliency in East Portland by increasing tree canopy and creating an East Portland Resiliency Center that is renewably powered, able to operate independently of the electric grid, and operates as a cooling, smoke protection and resiliency center for community residents.
- Lowest-income Portlanders have access to air conditioning to protect themselves from extreme heat and wildfire smoke.
- City Council adopts natural resource protections, including floodplain and environmental zone protections.
- Natural resource protection: Percentage of significant natural resources protected through non-regulatory and/or regulatory measures.
- PCEF awards \$270M to community resilience by December 2024.



GLOSSARY ITEMS

Climate justice: Climate justice recognizes that climate change is not just an environmental problem, but also an issue of racial and social justice. Climate justice is a framework that calls for centering the voices, priorities, and lived experience of people most impacted and burdened by climate change - Black and Indigenous and people of color communities, people experiencing low-income, houselessness, and isolation, the elderly and the young, immigrants, and refugees. Climate justice means shifting power in decision-making about climate solutions, policies, and investments from those who have historically had it to those who have not.

Community-centered: A particular focus on ensuring that people and places that historically and currently have not had equitable access to resources, are included in meaningful ways throughout processes and decision-making.” [adapted from Design Justice: Community-Led Practices to Build the World We Need, Shasta Costanza-Chock]

Zero-carbon / carbon neutral: Zero carbon refers to practices that produce fewer to eventually zero carbon emissions (including all greenhouse gases) than standard practice. For instance, driving an all-electric vehicle is “zero-carbon” than driving a gasoline powered vehicle. Carbon neutral refers to practices that create no net release of carbon emissions to the atmosphere. Typically, carbon neutrality implies some level of sequestration to offset emissions, such as tree planting or carbon capture and storage.

Resilience: The capability to anticipate, prepare for, respond to, and recover from significant multi-hazard threats with minimum damage to social well-being, the economy, and the environment. [Portland Plan definition]

BIPOC: Black, Indigenous and People of Color Refers to non-white communities. It recognizes the unique histories and needs of Black and Indigenous communities, often erased, when the focus is on People of Color. [OEHR]

Priority Communities: Priority communities are identified during the process of Racial Equity Lens application. A priority community typically refers to people and places that historically and currently have not had equitable access to resources. Other identifiers include demographic factors such as age, gender, race/ethnicity, language spoken, income level, education attainment or grade level, geography such as an area or neighborhood of the city or a specific community; or a location in which the priority population may be reached such as a workplace, school or faith-based institution. [adapted from OEHR’s definition of ‘under-served’.]

Materials Management: An approach to reduce environmental impacts by managing materials through all stages of their life. Materials management identifies impacts and actions across the full cycle of materials and products as they move through the economy—from raw material extraction to product design and manufacture, transport, consumption, use, reuse, recycling, and disposal. [Department of Environmental Quality]

Green economy: Green economy refers to the goal of achieving a low carbon, resource efficient, and socially inclusive economy. The United Nations defines Green Economy as promoting development path that understands natural capital as a critical economic asset and a source of public benefits, especially for poor people whose livelihoods depend on natural resources. Green economy also includes circular and regenerative economic practices, broad terms for systemic approaches that capture and reuse of material and energy waste throughout product production and broader material lifecycles to reduce the overall carbon-intensity of material production.

Healthy connected communities: Connected communities are places where people of all ages and abilities have safe and convenient access to more of the goods and services needed in daily life. These are places where they can get to grocery stores, schools, libraries, parks, cultural experiences and gathering places safely on foot or by bike. They also are places that are connected by convenient transit to jobs and the rest of the city. [Portland Plan]

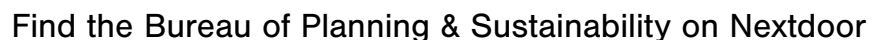
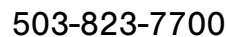
PCEF: The Portland Clean Energy Community Benefits Fund (PCEF) provides dedicated funding for climate action that advances racial and social justice. PCEF was created by local ballot measure #26-201 in November 2018 with overwhelming community support. The Fund invests in green jobs, healthy homes, and a climate-friendly Portland. As the nation's first-ever climate-fund created and led by communities of color, PCEF is for and by the community. PCEF centers Black and Indigenous people, and other disadvantaged and marginalized groups in addressing the climate crisis.







CONTACT US



Traducción e Interpretación | Biên Dịch và Thông Dịch | अनुवादन तथा व्याख्या |
 口笔译服务 | Устный и письменный перевод | Turjumaad iyo Fasiraad |
 Письмовий і усний переклад | Traducere și interpretariat | Chiaku me Awewen Kapas |
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