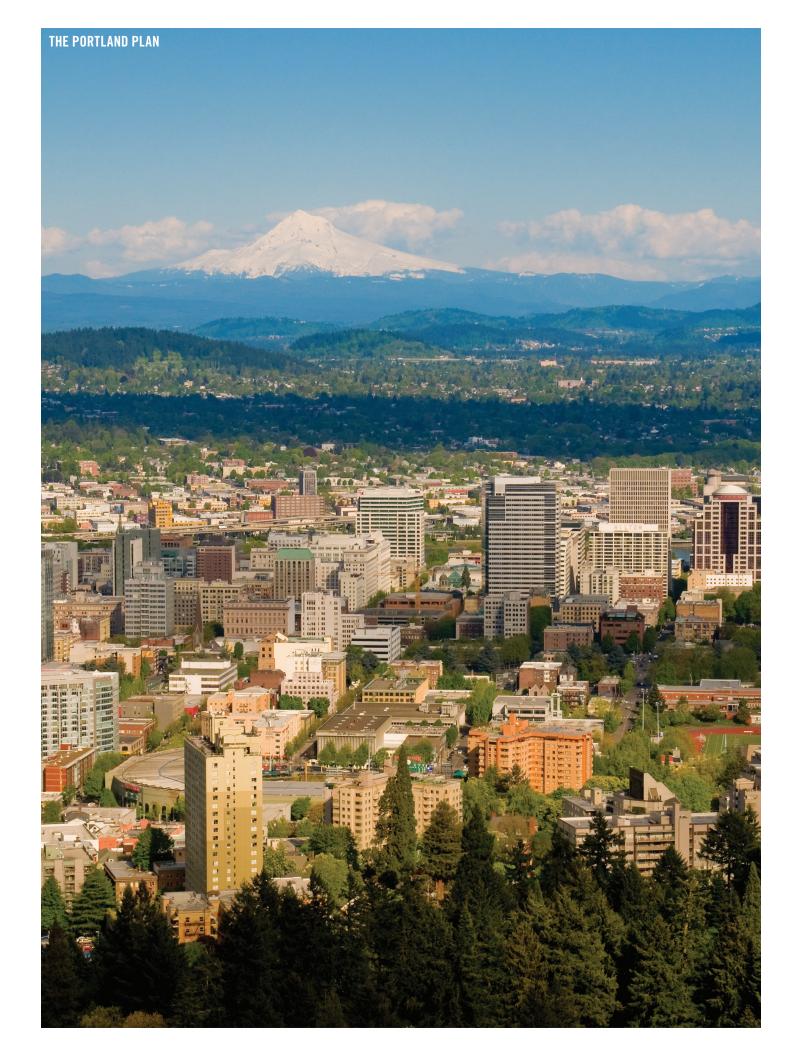
PROSPEROUS. EDUCATED. HEALTHY. EQUITABLE.

# THE PORTLAND PLAN



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"At Portland State, the city is our classroom, and we are proud to be lead partners in improving our community's future. The Portland Plan is clearly aligned with our vision to support economic vitality, environmental sustainability and quality of life in the Portland region and beyond."

Wim Wievel, PSU

"While much of Portland's past planning efforts have targeted the city's physical infrastructure, like roads and buildings, the Portland Plan focuses on making Portland a more prosperous, educated, healthy and equitable city for all of us. This plan is well aligned with the county's role as a safety net for anyone in our community who needs help to thrive. We are excited to move ahead as partners in the implementation of this roadmap to 2035."

Deborah Kafoury, Multnomah County

"We want a city that is known for its sustainability and equity. We're committed to an equitable Portland, where every person has the chance to succeed."

Midge Purcell, *Urban League* 

"The Plan draws deeply from PDC's strategies and reinforces our efforts to spur business cluster growth and entrepreneurship, stimulate urban innovation and employment districts and enhance neighborhood business vitality."

Scott Andrews, Portland Development Commission

"The Portland Plan presents a sweeping vision, but it's also backed up by concrete actions we can all be a part of. Most importantly, the Plan places a top priority on our kids, because they deserve our very best and because Portland's future prosperity and success are absolutely tied to how well we support our young people today."

Dan Ryan, All Hands Raised (formerly Portland Schools Foundation)

"We're committed to working on the Portland Plan and building on our great public transit and making it a model of 21st century transportation systems."

Neal McFarlane, TriMet

"We commend the City of Portland for the tremendous undertaking of developing a strategic vision for the City for the next 25 years. Home Forward is prepared to continue our collaboration, and partnership to achieve the desired outcomes of the Portland Plan."

Steve Rudman, Home Forward

The Portland Plan a collaboration of more than 20 municipal and regional agencies and community organizations.

### **PORTLAND PLAN PARTNERS**

City of Portland

Multnomah County

Metro

TriMet

Portland Development Commission (PDC)

Portland State University (PSU)

Mount Hood Community College (MHCC)

Portland Public Schools (PPS)

David Douglas School District (DDSD)

Parkrose School District (PSD)

Reynolds School District (RSD)

Centennial School District (CSD)

Oregon Health and Science University

(OHSU)

Portland Community College (PCC)

Home Forward (formerly Housing

Authority of Portland)

Oregon Department of Land Conservation and Development (ODLCD)

Oregon Department of Transportation

(ODOT)

West Multnomah Soil and Water

Conservation

District (WMSWCD)

East Multnomah Soil and Water Conservation District (EMSWCD)

Multnomah County Drainage District

(MCDD)

WorkSystems, Inc. (WSI)

Multnomah Education Service District

(MESD)

Port of Portland (PoP)

Regional Arts and Culture Council (RACC)

City of Portland Bureaus, Offices and

Commissions

### THE PORTLAND PLAN

The Portland Plan embraces the letter and spirit of federal civil rights laws, including the Civil Rights Act (CRA) and the Americans with Disabilities Act (ADA). The Portland Plan is guided by the principles of Title VI of the CRA and Title II of the ADA, which promote fairness and equity in the programs, services and activities of public entities, including the opportunity for participation. Identifying disparities to close the gaps, delivering equitable public services and engaging meaningfully with the community are all critical components of complying with federal civil rights law.

# PROSPEROUS. EDUCATED. HEALTHY. EQUITABLE.

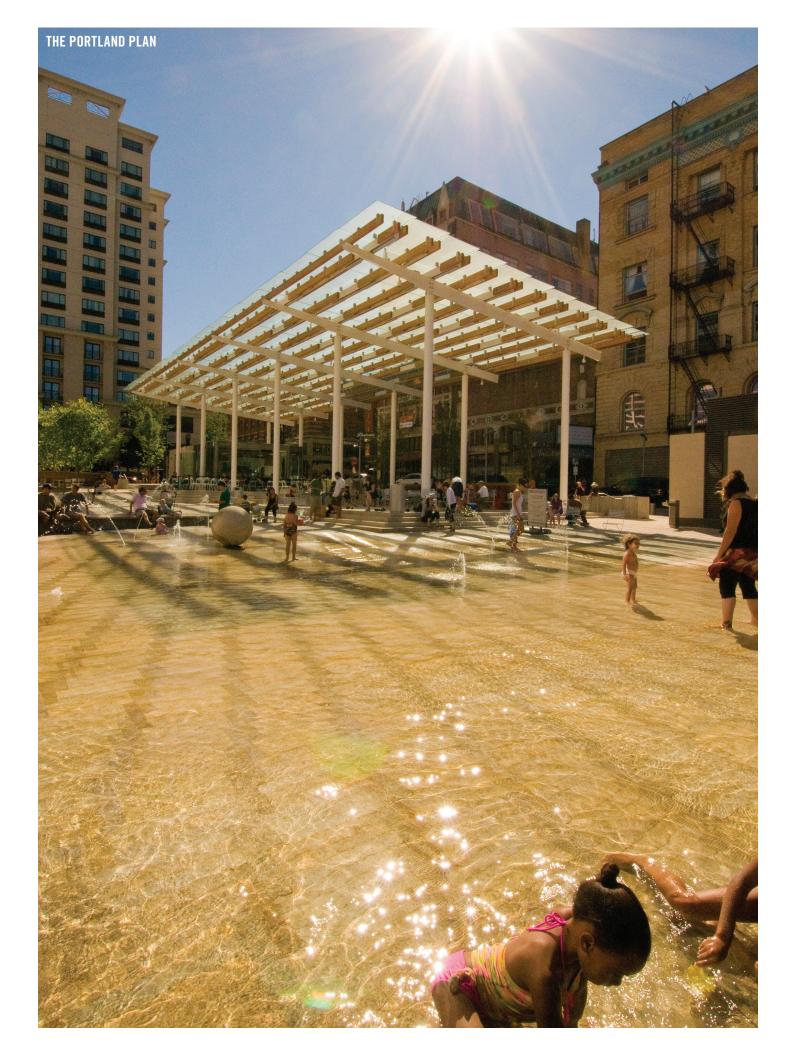
For generations, Portlanders worked with intention to create a city that is culturally vibrant, intellectually curious, innovative and beautiful. Instead of creating sprawl as in many other growing urban areas — Portland linked land use, transportation, economic development, green spaces and people, and poured effort and resources into building strong neighborhoods.

Together, Portlanders cleaned the river, improved air quality and became the first in the U.S. to adopt a formal local plan to lower carbon emissions. Portland reintroduced the modern streetcar, promoted new ways of managing waste and stormwater, became a major international freight gateway and is now a hub for the clean tech revolution. Over the past 40 years, Portland has shown it could grow a vital local economy, protect the natural environment and support vibrant places to work and live.

Today despite these many successes, times are tough and resources are scarce. Education, jobs, housing and other issues need attention, and there are major challenges on the horizon. In this context, it is easy to think ambitious plans aren't achievable or affordable. But to effectively tackle these challenges, Portland must set a focused, strategic path forward — a path based on a clear understanding of conditions and trends, challenges and strengths.

Portland needs a plan that guides the city to build strong partnerships, align resources, and be more resilient, innovative and always accountable.

The Portland Plan is a different kind of plan.



### **HOW IS THE PORTLAND PLAN DIFFERENT?**

**The Portland Plan is strategic and practical** with measurable objectives. With an eye toward the year 2035, the Portland Plan sets short- and longrange goals for the city. It focuses on a core set of priorities:

- Prosperity
- Education
- Health
- Equity

This plan will help all of us work smarter and more efficiently toward these priorities. It does not assume there will be significantly more resources in the future. To get more from existing budgets, the Portland Plan emphasizes actions that can benefit more than one of our priorities.

Working smarter also requires effective partnerships among government, private and nonprofit sectors, and communities. The plan focuses on developing shared priorities and acting in coordination to get more from existing resources. That is why the Portland Plan is a strategic plan, not just for City government, but also for more than 20 public agency partners.

The plan directs City government and partners to be flexible and nimble, while working toward identified priorities. It sets the framework for near-term action in a Five-Year Action Plan and provides a foundation for more innovation in the future as circumstances, challenges and technologies change. New and better approaches to achieve our goals will be created. That's why the Portland Plan also calls for future updates to the Five-Year Action Plan.

**The Portland Plan is a plan for people.** Past plans often focused mostly on infrastructure with questions like: Which is the best route for new streets or a train? Where should housing go? Where do we need more parks?

The Portland Plan's approach is different. It started with Portland's people: How are Portlanders faring today and how can we improve their lives and businesses over the next 25 years? What do (and will) Portland residents and businesses need? What kind of place do Portlanders want to live in today and in 2035? Then we asked: How do we get there?

Through outreach to each Portland household and business, Portlanders helped answer these questions and responded with more than 20,000 comments and ideas for the plan.

**Creating the Portland Plan challenged many assumptions.** After more than two years of research on Portland's history and existing conditions, as well as local, national and global trends, we created a plan based on facts, with objective measures and numerical targets for evaluating progress.

These facts and targets were discussed among thousands of Portlanders. Local and national experts provided additional perspective. City staff and partners scoured the world for the best ideas, ultimately challenging the comfortable business-asusual culture of some public agencies and instead focusing on ways to unite and share resources on the most important drivers of change.

### WHAT DID WE DISCOVER?

Advancing equity must be at the core of our plans for the future. Portland is becoming a more racially, ethnically and age diverse city with more newcomers. At the same time, Portland's diverse communities have not had, and many still do not all have, equitable access to opportunities to advance their well-being and achieve their full potential. Greater equity in the city as a whole is essential to our long-term success. Equity is both a means to a healthy, resilient community and an end from which we all benefit.

**One size does not fit all.** Portland's districts have distinct issues based on 1) unique topographies, 2) natural features and 3) when and how each area developed and became a part of the city. Some areas have been part of the city for 160 years and others for just 30 years. The Portland Plan presents actions, policies and implementation measures that respect the unique cultures, histories and natural environment Portlanders share.

**High-quality basic services are fundamental to success.** We cannot make Portland prosperous, educated, healthy and equitable without providing reliable and quality basic services like public safety, clean water and sewer services. This means actively managing our assets, having clear service standards and being prepared to make strategic investments.

### Resilience is important in a changing

world. We face major uncertainties, including an unpredictable economy, competition for scarce resources and the impacts of climate change. And, like other Pacific Rim cities, Portland is at risk of a major earthquake. While these issues will affect all Portlanders, some people and communities are even more vulnerable. Environmental health and natural resource quality may also degrade during economic downturns and natural emergencies. In order to recover from these potential major setbacks, Portland must become more resilient in a variety of ways and at a variety of levels. We need well-designed, flexible and strong infrastructure (physical, social, ecological and economic) to adapt to an uncertain future.

Above all, better partnerships will drive change. The Portland Plan breaks down traditional bureaucratic silos. Collectively, the public agencies that operate within Portland spend nearly \$8 billion annually on activities related to prosperity, education, health, and equity. To get more from existing budgets, the Portland Plan emphasizes actions that align efforts and investments, have multiple benefits and improve efficiency.

But partnerships need to go beyond just aligning budget priorities. Portland residents and businesses must build the civic infrastructure that taps into the creative power of our innovative private and nonprofit sectors, communities and government agencies.

This isn't a new idea. Throughout the development of the Portland Plan, partners have been building a strong civic infrastructure and working together to make Portland more prosperous, educated, healthy and equitable. There are many great examples of groups that are already implementing parts of the Portland Plan

Note: Forty-four percent of the estimated \$7.9 billion annual public agency spending related to Portland Plan goals is in on-going federal or state programs and not able to be realigned. This includes Social Security, Medicare, Medicaid, unemployment insurance payments, TANF, food stamps, Small Business Administration activities, workforce investment funding and Head Start. Also, the estimate does not include capital expenses. The estimate uses most recently available data on federal and state spending from the U.S. Bureau of Economic Analysis. This data is primarily based on FY2011 budget information. However, a few agencies could not provide this information, and provided FY2010 or FY2012 data.

### PUTTING THE PLAN INTO ACTION

### PARTNERSHIP EXAMPLES

1 The Cradle to Career (C2C) partnership in Portland and Multnomah County is managed by All Hands Raised (formerly the Portland Schools Foundation). It is a collaboration of private, nonprofit and public sector community partners that are working to improve educational outcomes and equity.

Q Greater Portland Inc. is the Portland-Vancouver region's economic development partnership. It brings private sector industry, elected officials and economic development groups together with state and local agencies. The partnership carries out a coordinated regional economic development strategy, including promotion of the region's assets, and a coordinated business retention, expansion and targeted recruitment program to stimulate capital investment and job creation.

The Diversity and Civic Leadership Program is a partnership between the City of Portland and five community-based organizations: Center for Intercultural Organizing (CIO), NAYA Youth and Elders Council, Latino Network, Immigrant and Refugee Community Organization (IRCO) and Urban League of Portland. The partnership is designed to increase the voices of all Portlanders — especially communities of color and immigrant and refugee communities — in local decision making and civic life through leadership development and culturally appropriate community involvement.









Over the next few years, the Portland Plan partners will continue to work together to implement the plan. For example:

- The City of Portland's Office of Management and Finance (OMF) and Bureau of Planning and Sustainability (BPS) will work with the lead partners to produce a Portland Plan progress report in year three of the plan (fiscal year 2014–2015).
- In year five, the City and partners will produce another progress report and new actions for the next five years.

For more information on partnerships and how the Portland Plan will be put into action, please see the Implementation chapter.

## THE SUCCESS OF TOMORROW'S CITY DEPENDS ON SOUND BASIC SERVICES.

High quality and reliable basic public services are essential to Portland's future success. It takes the collective effort of multiple government agencies and regulated utilities to provide these necessities — such as clean drinking water, responsive fire and police services, safe and affordable transportation choices, parks, electricity, natural gas, and quality education. These services are fundamental to what the Portland Plan governmental partners do every day and make up much of our public spending.

# FOR PORTLAND TO BE PROSPEROUS, EDUCATED, HEALTHY AND EQUITABLE, QUALITY, RELIABLE BASIC SERVICES MUST BE PROVIDED FOR ALL.

The Portland Plan partners must make complex choices about how and where to invest in public services. On a daily basis, and over the next 25 years, they must balance maintaining existing public services and infrastructure with bringing new or improved services to underserved and new residents and businesses. And these improvements must be made in a way that meets federal, state and regional regulations. As the world changes, the way public services are delivered must continually be reinvented to prepare for and adapt to the future. This means setting clear service goals, actively managing services and assets, and making strategic investments.

The Portland Plan sets key directions and goals for the city. How and where we provide services can help meet Portland Plan goals while protecting public and environmental health and safety. The Plan recognizes that quality public services are essential to achieving equity, a healthy economy and community affordability.

The plan's three strategies and equity framework outline a coordinated approach to providing services that meet multiple goals with limited funding. In a time of diminished resources, an emphasis on multi-objective actions is not in competition with basic services; it is a strategy to ensure effective service delivery.

The Portland Plan also includes specific objectives, policies, and actions that relate to basic public services. A range of other regional and local plans, like Portland's Comprehensive Plan, and plans completed by each partner agency, provide more specific guidance on how these services are provided and how they should be improved in the future.

### Basic Public Services provided by Portland Plan Partners

- Water (City)
- Sewer and stormwater (City)
- Waste / recycling collection (Metro / City)
- Transportation (City, Metro, Multnomah County, State)
- Public transit (TriMet)
- Airport and marine terminals (Port of Portland)
- Public education/training (school districts, colleges, universities, WorkSystems)
- Libraries (Multnomah County)
- Parks and recreation (City, Metro)
- Natural areas (City, Metro)
- Health and human services (Multnomah County)
- Police / Fire / 911 (City)
- Emergency management (City)
- Justice (Multnomah County)
- Recycling and landfill (Metro)
- Affordable housing (City, Home Forward)
- And many more.







### **KEY RELATED SECTIONS**

### SAMPLE POLICY OR EARLY ACTION

### FRAMEWORK FOR EQUITY

Public agencies aim to provide basic services to all Portlanders. However, due to past decisions, and the history of annexations and development, services are not distributed equitably across the city.

The Framework for Equity encourages providers to address these disparities and better include the public in decisions.

- Close the gaps
- Increase internal accountability
- Engage the community

Prioritize investment in public services to address disparities and improve performance.

### THRIVING EDUCATED YOUTH

Education provided by our school districts, colleges, universities and workforce training providers is a basic service.

There are a range of services from other Portland Plan partners that can affect the success of youth and families, ranging from health and recreation to justice and social services, to transit and housing or the quality of our neighborhoods and natural environment.

- Shared ownership for youth success
- Neighborhoods and communities that support youth
- Facilities and programs that meet 21st Century opportunities and challenges

Enable educational and community facilities to serve multiple purposes, help combine and leverage public capital funds and build a sense of community ownership.

### **ECONOMIC PROSPERITY AND AFFORDABILITY**

Businesses, large and small, rely on quality public services (like water and transportation) to operate. Many of these services have regional and statewide benefit.

Cost-effective and reliable services affect affordability and quality of life for Portlanders. They are a basic part of economic competitiveness.

- Urban innovation
- Trade hub and freight mobility
- Neighborhood business vitality
- Access to housing

Build on Portland's innovative 2006 Freight Master Plan to integrate freight mobility into land use, neighborhood, environmental and sustainability planning.

### **HEALTHY CONNECTED CITY**

A healthy connected city requires quality basic services — to protect human and watershed health and safety — sewer, water stormwater, transportation, transit, environmental services, parks, recreation, public safety and education.

These form the foundation of healthy neighborhoods with their centers, greenways and other connections.

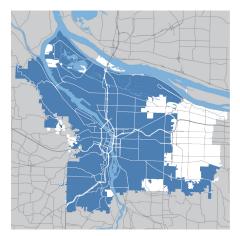
- Public decisions benefit human and environmental health and safety
- Vibrant neighborhood centers
- Connections for people, places, water and wildlife

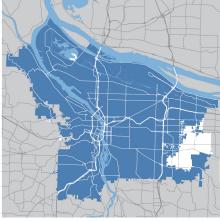
Manage and maintain public infrastructure to provide essential public services for all residents.

### TOMORROW'S CITY WILL BE SHAPED BY GROWTH AND DIVERSITY.

Over the last thirty years, Portland's population gained more than 200,000 residents, growing from 366,000 to 584,000. Most of this growth occurred in the 1980s and 1990s, when Portland annexed large portions of east Portland and some additional areas in west Portland. During the 1980s and 1990s, the growth rate was approximately 20 percent each decade. Between 2000 and 2010, the city's growth rate was less dramatic, approximately 10 percent. Metro forecasts that Portland will gain approximately 132,000 new households by 2035 through population growth.

### Annexations — The shaded areas of the maps show the City of Portland boundary.







1980 1980–1990 1990–2000

### A more diverse Portland

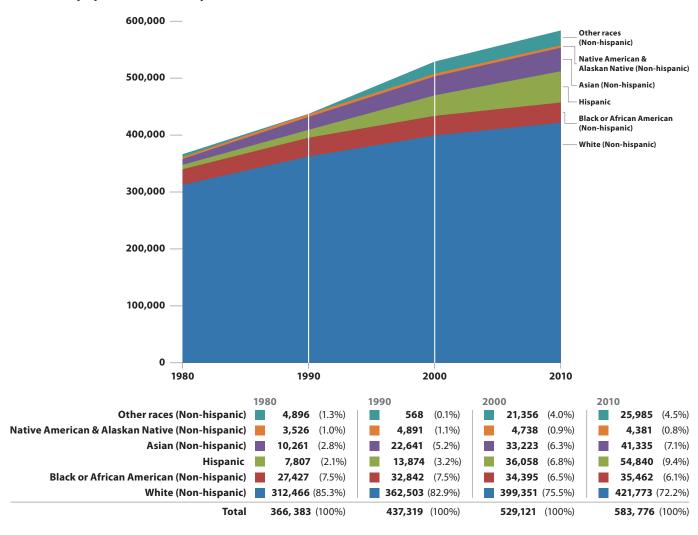
For most of its recent history, Portland was an overwhelmingly white city, but as population increased, so has Portland's racial and ethnic diversity. Portland's non-white population was 15 percent of the total population in 1980 and 27 percent in 2010. The national average is 33 percent.

Historically, communities of color are undercounted in the U.S. census. The report *Communities of Color in Multnomah County: An Unsettling Profile,* from the Coalition of Communities of Color and Portland State University, documents this undercount. For example, the 2010 U.S. Census reported that there are just over 4,000 Native Americans, including Native Alaskans in Portland. On the other hand, research by the Coalition of Communities of Color and Portland State University states that the Native American population in Multnomah County is greater than 37,000.

### PORTLAND'S YOUTH POPULATION IS DIVERSE AND GROWING.

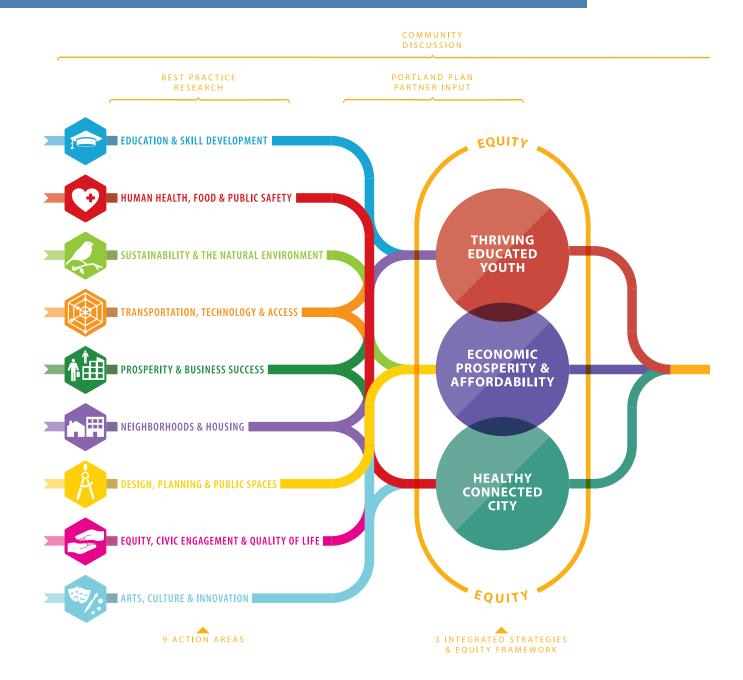
When we look at youth (25 and under), Portland's growing diversity is more pronounced. According to the 2010 U.S. census, more than 36 percent of Portland's youth are Black or African American, Native American, Native Hawaiian, Pacific Islander, Native Alaskan, Asian or identify as another race or two or more races. In addition, more than 18 percent of youth of any race identify as Latino or Hispanic.

### **Growth in population diversity in Portland**



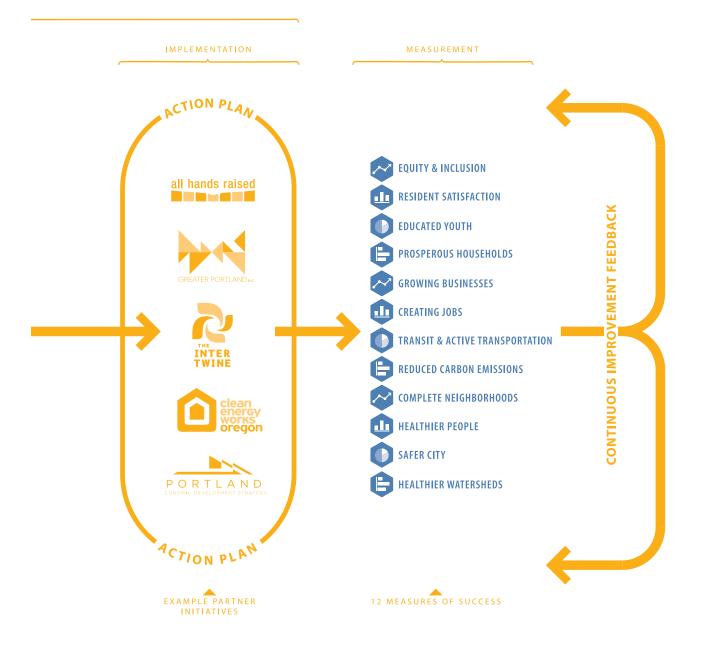
It is important to note that the Race Groups and Ethnicity categories in the U.S. Census had definition changes between 1980 and 2010. For instance, "Some Other Race" was introduced in 2000. The term "Hispanic" was introduced in 1990; in 1980, the group label was "Spanish origin." It is noteworthy that increasingly, "white" has become inadequate and people are inclined to self-identify in combination with another race rather than as "white alone." This has been the trend for the decade.

### **PORTLAND PLAN PROCESS**



**Action Areas** — The nine Portland Plan action areas were the starting point for completing background research and for setting goals and objectives for 2035. Next to each action in the plan are icons that represent the action areas.

**The Framework for Equity** provides direction for changing the way the City and partners work: how we make decisions, where we invest and how we engage with Portlanders. It provides a lens for evaluating and guiding how the partners identify and implement action to reduce disparities.



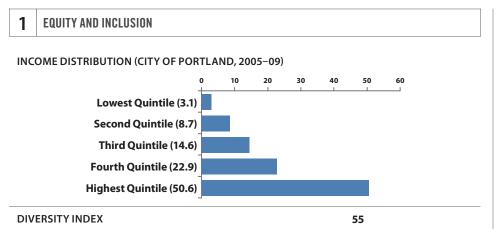
**The Action Plan's Three Integrated Strategies** provide the foundation for greater alignment and collective action among public agencies that do work in Portland. These integrated strategies represent the top priorities for the future as defined by Portlanders. Each strategy includes an overall goal, objectives for 2035, guiding long-term policies and five-year actions (2012-17). None of the strategies stand alone; each includes actions that contribute to meeting the goals of the other strategies.

**The Measures of Success** explain how the actions will be evaluated. Progress toward making Portland prosperous, educated, healthy and equitable will be tracked. The measures are like vital signs for the city; each one provides insight into Portland's overall health.

### PORTLAND PLAN MEASURES AT-A-GLANCE

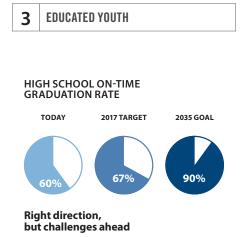
his focused list of measures provides a snapshot of the current state of the city and an overview of the challenges that stand between where Portland is today and where Portland wants to be by 2035. The purpose of these measures is to provide a sense of where the city is headed and of current conditions related to our past performance and future goals. These measures cannot and are not intended to tell us everything about each topic.

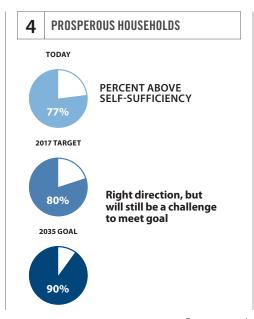
Please see the Measures of Success section for more information.



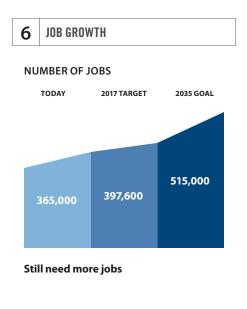
While racial and ethnic diversity, overall, is growing, it varies across the city. The diversity index shows that between 2000 and 2010, diversity declined in inner North and Northeast neighborhood and increased in East Portland. The information suggests that non-white residents are being pushed to areas where housing is more affordable, but transit service is less frequent and with unimproved fewer pedestrian-accessible commercial services.

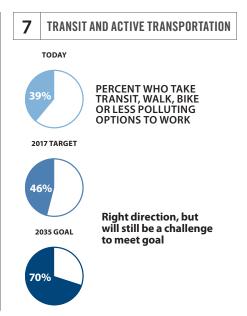


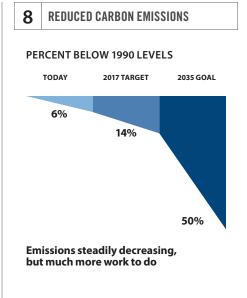




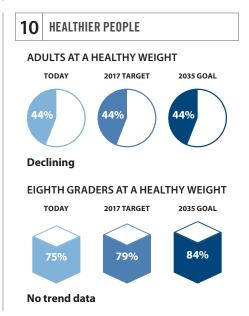








### 9 **COMPLETE NEIGHBORHOODS** COMPLETE NEIGHBORHOOD INDEX **ACCESS TO HEALTHY FOOD ACCESS TO PARKS** 2017 TARGET 2017 TODAY 2035 GOAL TODAY TARGET 2035 GOAL TARGET 2035 GOAL TODAY 100% 88% 80% 80% 55% 45% 41% PERCENT WITHIN HALF MILE OF PARK OR GREENSPACE Less than half of city Right direction, slow **Incremental progress** considered "complete" incremental progress



11	SAFER CITY						
PERCENT WHO FEEL SAFE WALKING ALONE AT NIGHT IN THEIR NEIGHBORHOOD							
	TODAY 2017 TARGET 2035 GOAL						
60% 63% 75%							
PART 1 CRIMES PER 1000							
	TODAY	2017 TARGET	2035 GOAL				
	52	48	33				
Right direction, declining							

12	HEALTHY WATERSHEDS					
W	ATER QUALITY INDEX	TODAY	2017 TARGET	2035 GOAL	TREND	
W	illamette River	67	TBD	75		
C	olumbia Slough	52	53	60		
Jo	hnson Creek	53	54	60	Right direction, all steadily improving	
Fa	nno Creek	56	57	60		
Tr	yon Creek	41	45	60		
		1	1			
		TODAY	2017 TARGET	2035 GOAL	TREND	
TI	REE CANOPY	26%	28%	33%	Right direction, but challenge to raise percentage	

# PORTLAND IS KNOWN FOR ITS COMMITMENT TO POSITIVE CHANGE AND RESILIENT COMMUNITIES.

Portland is Oregon's largest employment center and the state's hub for business services.

Portland's products and services are in demand, bringing dollars to the city and region. Portland is second among U.S. metropolitan areas in five-year export growth. In 2008, exports generated \$22 billion for the regional economy.

Portland boasts one of the largest concentrations of green building professionals in the country, with many also working in wind energy and solar photovoltaic manufacturing.

More than 40 percent of Portland adults have a college degree, and Multnomah County's library circulation rate is among the highest in the nation.

Portland has the ninth largest Native American population in the U. S., including descendants of more than 380 tribes. This diverse population includes enrolled members of local tribes with reserved treaty rights to fish and gather in the Columbia and Willamette Rivers.

Portland also has one of the nation's highest percentage of bike commuters (6 percent) and more than 300 miles of developed bikeways.

People continue to seek out Portland as a place to call home. In recent years, more than 50 percent of new housing units in the Metro region were built in the city.

Portland has numerous historic districts and thousands of historic buildings that enhance our built environment and contribute to community character.

More than 20 farmers markets and 35 community gardens emerged to provide access to fresh, locally-sourced food.

People aren't the only ones who enjoy Portland. Over 200 native bird species, 13 native species of reptiles, fish and many other wildlife species either live in or migrate through Portland's watersheds.

The city continues to expand its green stormwater management infrastructure as an efficient, cost-effective way to control stormwater at its source. Portland's combined sewer overflow control program, completed in 2011, significantly reduced sewage overflows to the Willamette and virtually eliminated overflows to the Columbia Slough.









Recommended Draft | March 2012 | www.pdxplan.com

# BUT WE MUST ADDRESS KEY CHALLENGES THAT IMPEDE A MORE VIBRANT FUTURE.

The working poor made up 23 percent of Multnomah County households in 2005–07. These households did not earn enough income to cover their basic needs. Average wages in Multnomah County have not kept pace with the rising cost of housing and living.

In the past decade, Portland experienced relatively flat job growth (0.1 percent average annual growth rate) and many of Portland's 23 neighborhood market areas lost jobs. Redeveloping brownfields to support manufacturing jobs is difficult and suburban job growth rates outpaced the city's job growth rate.

Not all of our children are getting the education they need. Only 60 percent of Portland's high school students graduate in four years and 20 percent drop out altogether.

Our bridges, schools, roads and parks need repair and attention. Portland has many streets without sidewalks and many of our bridges, roads and schools are not built to withstand a major earthquake. We need to spend over \$300 million more per year to effectively maintain and manage our existing infrastructure.

Chronic disease rates have increased, and more than half of Multnomah County residents are overweight or obese.

Portland and Multnomah County's total carbon emissions were six percent below 1990 levels in 2010. We are doing markedly better than the rest of the nation; however, by 2030, total emissions need to be 40 percent below 1990 levels to reach critical city goals.

In some inner neighborhoods, many renters and small businesses have been involuntarily displaced. Other Portland neighborhoods are also at risk, with a high percentage of renters who are people of color and/or low income. Displacement related to gentrification separates and marginalizes communities.

Runoff from yards, streets and buildings is the largest source of pollution and contaminants in local waterways, compromising the habitat and water quality of Portland's streams, rivers and other natural areas. More than 80 special status species that are rare, in decline, or of concern either reside or pass through our city.





















