

PROSPEROUS. EDUCATED. HEALTHY. EQUITABLE.

THE PORTLAND PLAN

APRIL 2012

THE PORTLAND PLAN



Introduction	1
A Framework for Equity	17
Integrated Strategies	27
■ Thriving Educated Youth	33
■ Economic Prosperity and Affordability	45
Traded Sector Job Growth	48–49
Household Prosperity and Affordability	50–51
■ Healthy Connected City	73
The Healthy Connected City Network	78–79
How will the Healthy Connected City Adapt to Portland’s Distinct Areas?	94–95
Implementation	99
Measures of Success	105
Portland Plan Process	141
Appendices	
A. Actions by Topic	A-1
B. List of Abbreviations	B-1
C. Key Related Plans	C-1
Acknowledgements	
<hr/>	
Portland is a Place for All Generations	24–25
What is Gentrification and Displacement?	70–71
East Portland	96–97

“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 Wiewel, *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 is a collaboration of more than 20 municipal, regional and community agencies and organizations.

PORTLAND PLAN PARTNERS

City of Portland	Oregon Department of Land Conservation and Development (ODLCD)
Multnomah County	Oregon Department of Transportation (ODOT)
Metro	West Multnomah Soil and Water Conservation District (WMSWCD)
TriMet	East Multnomah Soil and Water Conservation District (EMSWCD)
Portland Development Commission (PDC)	Multnomah County Drainage District (MCDD)
Portland State University (PSU)	WorkSystems, Inc. (WSI)
Mount Hood Community College (MHCC)	Multnomah Education Service District (MESD)
Portland Public Schools (PPS)	Port of Portland (Port)
David Douglas School District (DDSD)	Regional Arts and Culture Council (RACC)
Parkrose School District (PSD)	City of Portland Bureaus, Offices and Commissions
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)	

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.

Adopted by the Portland City Council by Resolution 36918, as amended, on April 25, 2012.

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, greenspaces and people, and poured effort and resources into building strong neighborhoods.

Together, Portlanders cleaned the river, improved air quality and became the first city in the U.S. to adopt a plan to lower carbon emissions. Portland reintroduced the modern streetcar, promoted new ways of managing waste and stormwater and became a major international freight gateway and 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 long-range 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-as-usual culture of some public agencies by 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 ongoing 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.

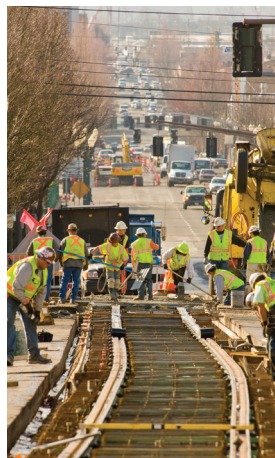
PUTTING THE PLAN INTO ACTION

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.

2 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.

3 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 its 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.

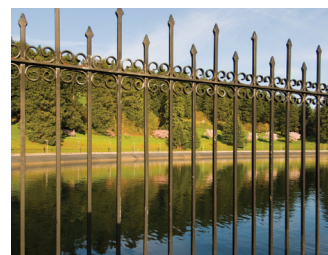
The Portland Plan sets key directions and goals for the city. How and where we provide services can help meet Portland Plan goals while protecting public and environmental health and safety. The Plan recognizes that quality public services are essential to achieving equity, a healthy economy and community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



WHAT'S THE BASIC SERVICE CONNECTION?	KEY RELATED SECTIONS	SAMPLE POLICY OR EARLY ACTION
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FRAMEWORK FOR EQUITY		
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<p>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.</p> <p>The Framework for Equity encourages providers to address these disparities and better include the public in decisions.</p>	<ul style="list-style-type: none"> ■ Close the gaps ■ Increase internal accountability ■ Engage the community 	<p>Prioritize investment in public services to address disparities and improve performance.</p>
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THRIVING EDUCATED YOUTH		
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<p>Education provided by our school districts, colleges, universities and workforce training providers is a basic service.</p> <p>There is 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.</p>	<ul style="list-style-type: none"> ■ Shared ownership for youth success ■ Neighborhoods and communities that support youth ■ Facilities and programs that meet 21st Century opportunities and challenges 	<p>Enable educational and community facilities to serve multiple purposes, help combine and leverage public capital funds and build a sense of community ownership.</p>
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ECONOMIC PROSPERITY AND AFFORDABILITY		
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<p>Businesses, large and small, rely on quality public services (like water and transportation) to operate. Many of these services have regional and statewide benefit.</p> <p>Cost-effective and reliable services affect affordability and quality of life for Portlanders. They are a basic part of economic competitiveness.</p>	<ul style="list-style-type: none"> ■ Public and private urban innovation ■ Trade and freight hub ■ Neighborhood business vitality ■ Access to housing 	<p>Build on Portland's innovative 2006 Freight Master Plan to integrate freight mobility into land use, neighborhood, environmental and sustainability planning.</p>
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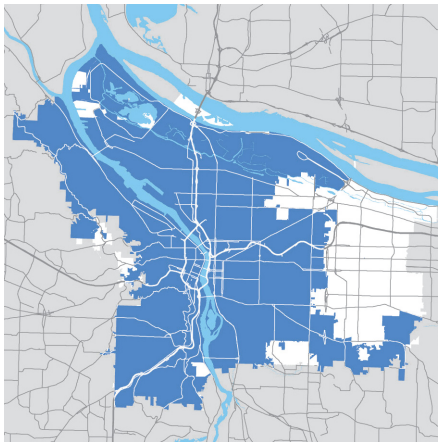
HEALTHY CONNECTED CITY		
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<p>A healthy connected city requires quality basic services — to protect human and watershed health and safety — sewer, water stormwater, transportation, transit, environmental services, parks, recreation, public safety and education.</p> <p>These form the foundation of healthy neighborhoods with their centers, greenways and other connections.</p>	<ul style="list-style-type: none"> ■ Decisions that benefit health and safety ■ Vibrant neighborhood centers ■ Connections for people, places, water and wildlife 	<p>Manage and maintain public infrastructure to provide essential public services for all residents.</p>
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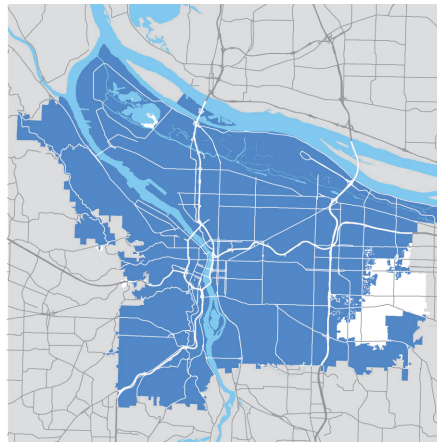
TOMORROW'S CITY WILL BE SHAPED BY GROWTH AND DIVERSITY.

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.

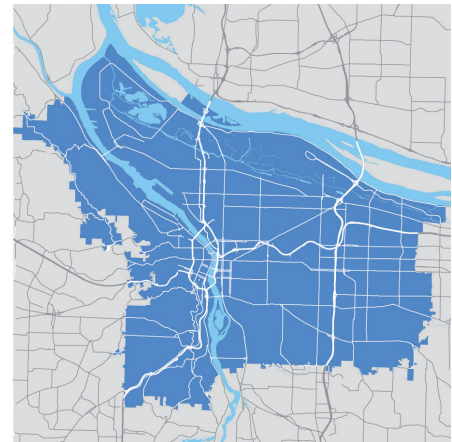
Annexations — The shaded areas of the maps show the City of Portland boundary.



1980



1980-1990



1990-2000

A more diverse Portland

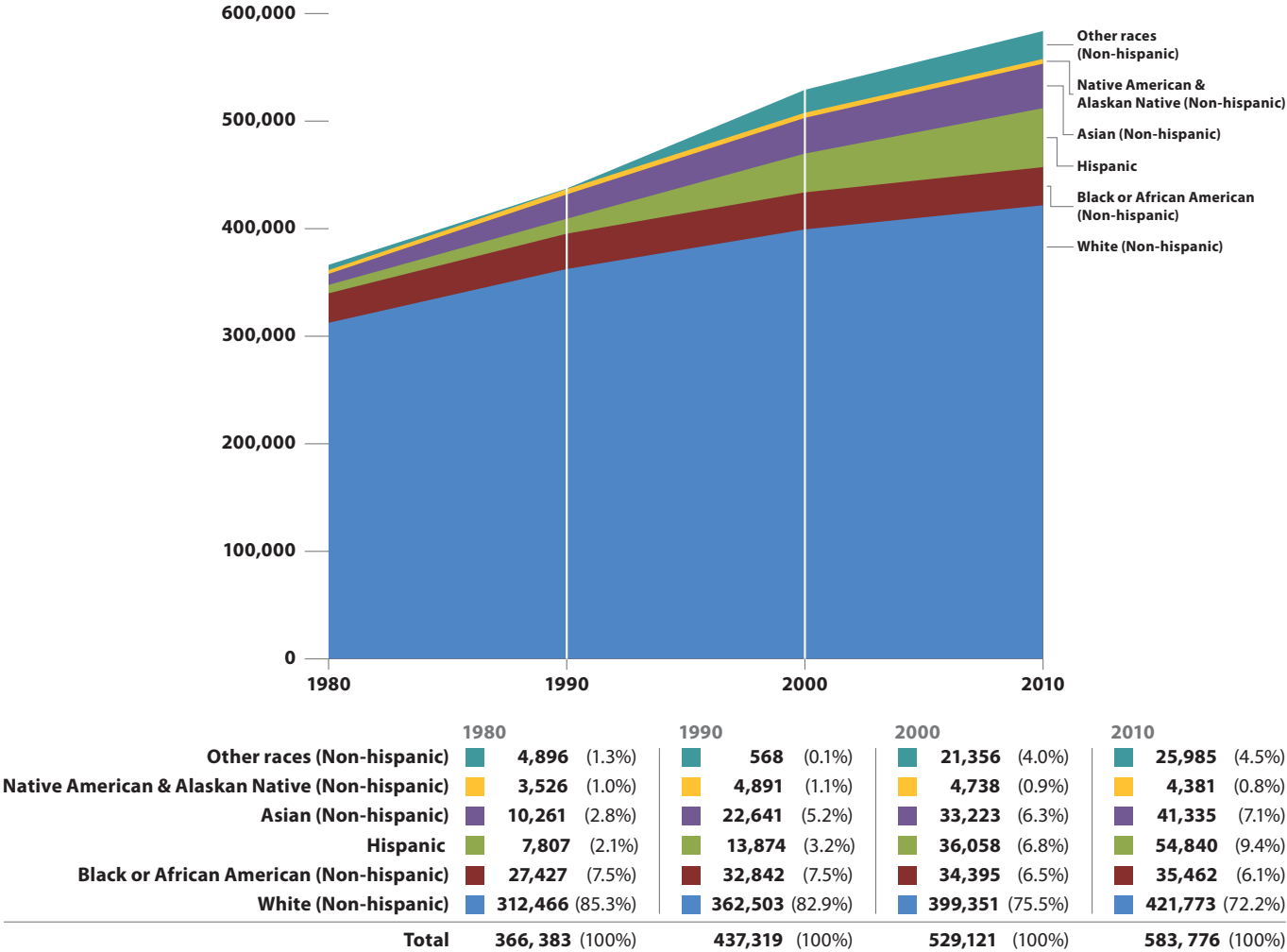
For most of its recent history, Portland was an overwhelmingly white city, but as population increased, so has Portland's racial and ethnic diversity. Portland's non-white population was 15 percent of the total population in 1980 and 27 percent in 2010. The national average is 33 percent.

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.

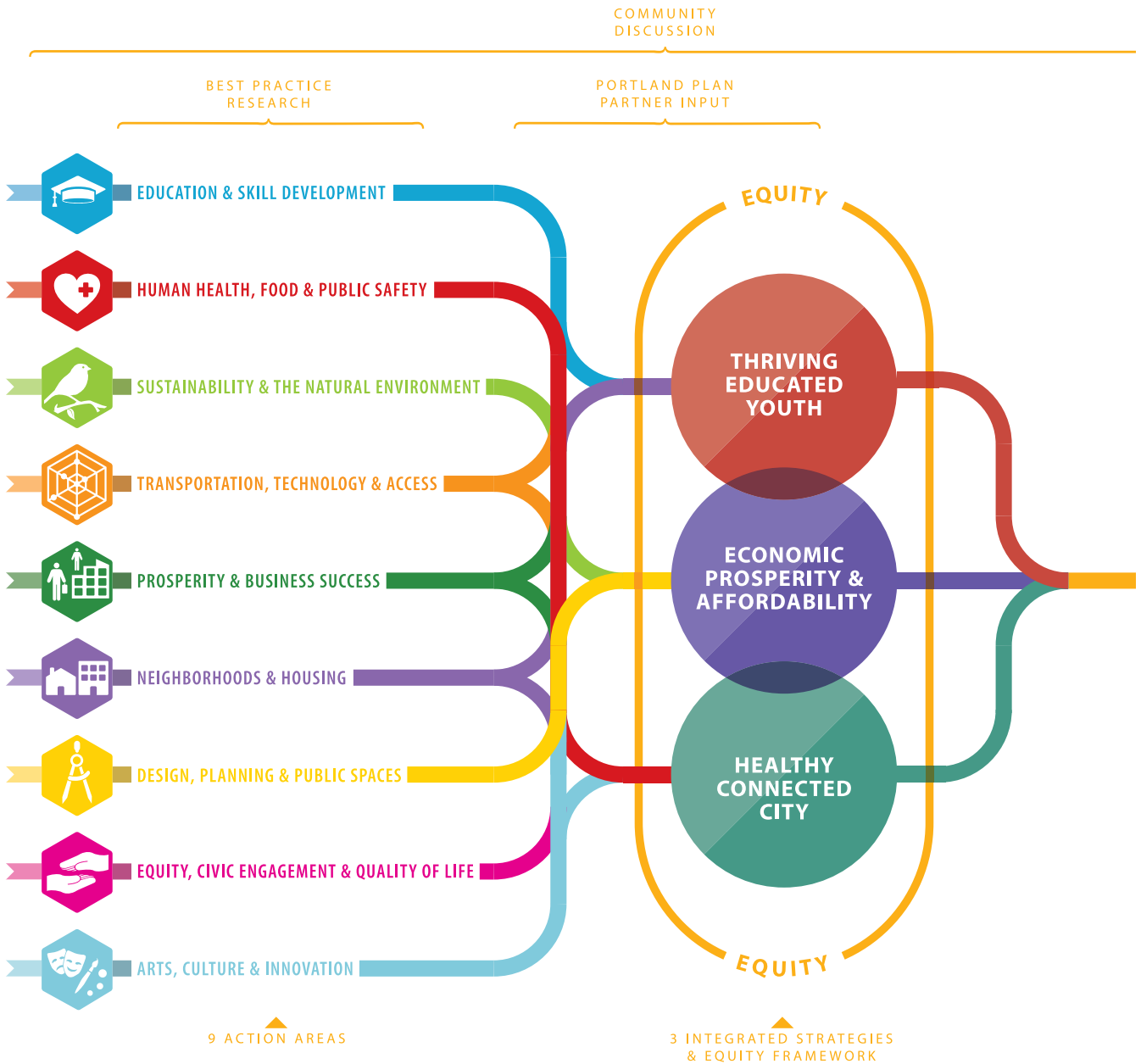
When we look at youth (25 and under), Portland's growing diversity is more pronounced. According to the 2010 U.S. census, more than 36 percent of Portland's youth are Black or African American, Native American, Native Hawaiian, Pacific Islander, Native Alaskan, Asian or identify as another race or two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



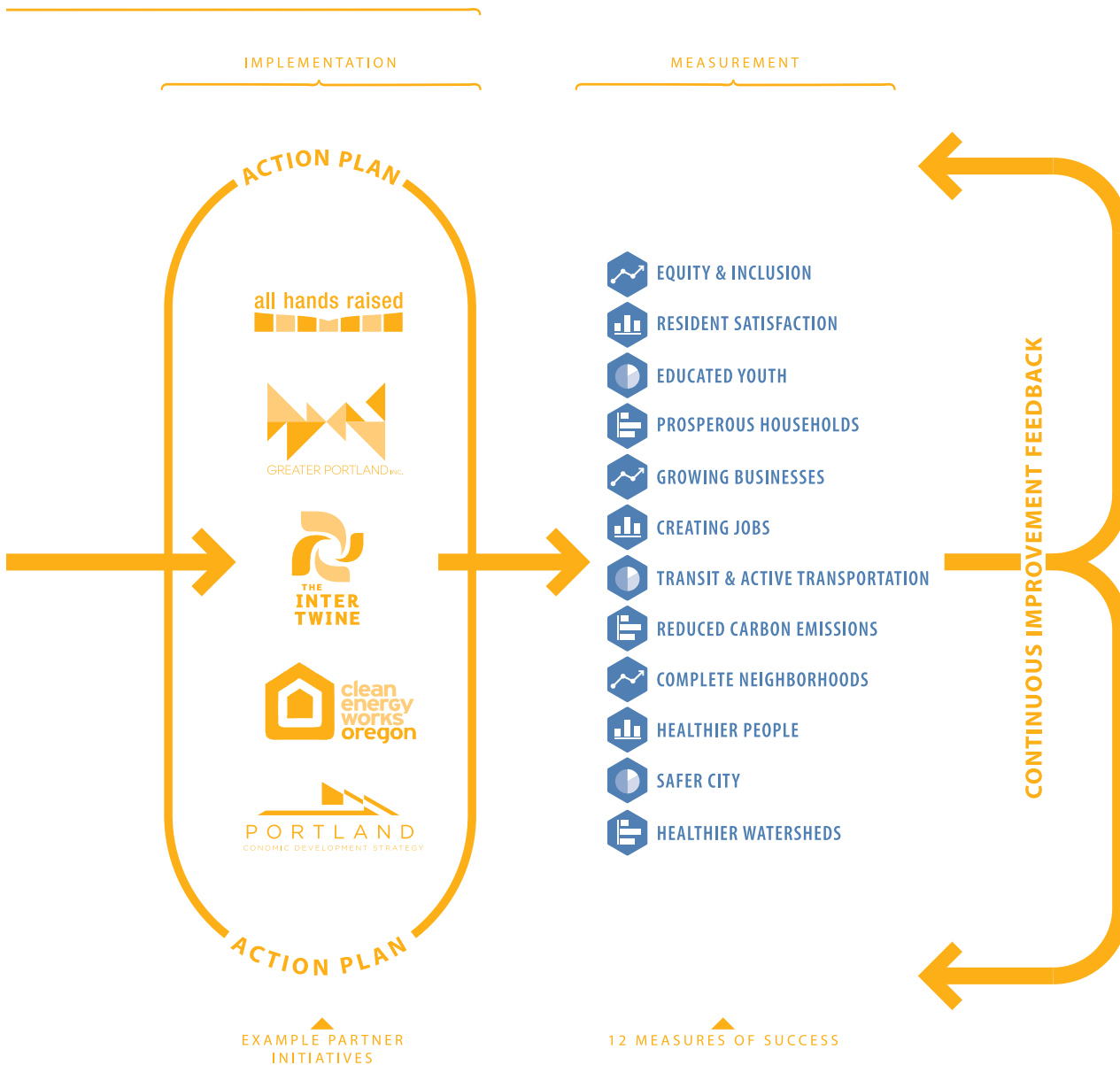
It is important to note that the Race Groups and Ethnicity categories in the U.S. Census had definition changes between 1980 and 2010. For instance, "Some Other Race" was introduced in 2000. The term "Hispanic" was introduced in 1990; in 1980, the group label was "Spanish origin." It is noteworthy that 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.

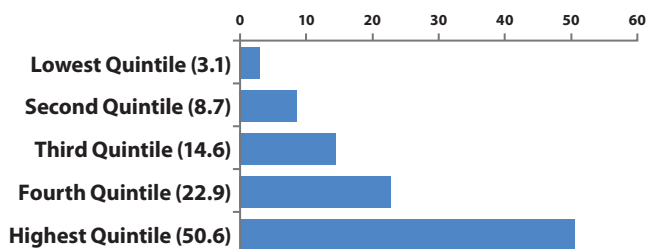
PORTLAND PLAN MEASURES AT-A-GLANCE

This 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 (pages 105–139) for more information.

1 EQUITY AND INCLUSION

INCOME DISTRIBUTION (CITY OF PORTLAND, 2005–09)

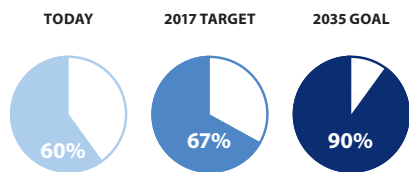


DIVERSITY INDEX 55

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.

3 EDUCATED YOUTH

HIGH SCHOOL ON-TIME GRADUATION RATE

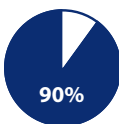


Right direction, but challenges ahead

4 PROSPEROUS HOUSEHOLDS

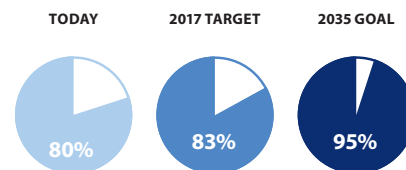


Right direction, but will still be a challenge to meet goal



2 RESIDENT SATISFACTION

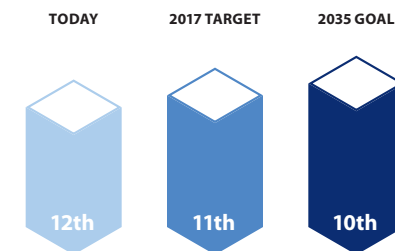
PERCENT SATISFIED LIVING IN THE CITY



Right direction, steadily increasing

5 GROWING BUSINESSES

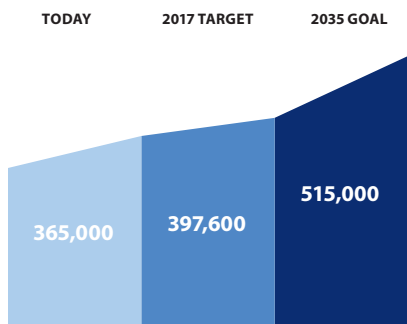
EXPORT VALUE, CITY RANK



Right direction

6 JOB GROWTH

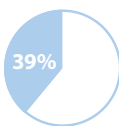
NUMBER OF JOBS



Still need more jobs

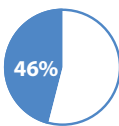
7 TRANSIT AND ACTIVE TRANSPORTATION

TODAY



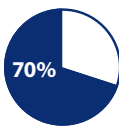
PERCENT WHO TAKE TRANSIT, WALK, BIKE OR LESS POLLUTING OPTIONS TO WORK

2017 TARGET



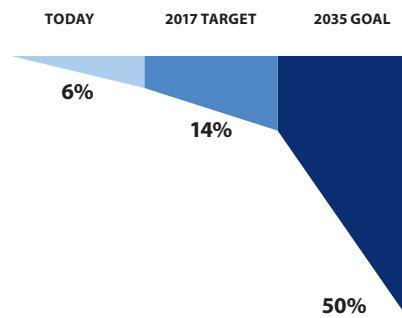
Right direction, but will still be a challenge to meet goal

2035 GOAL



8 REDUCED CARBON EMISSIONS

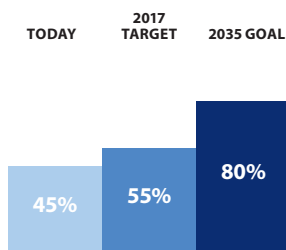
PERCENT BELOW 1990 LEVELS



Emissions steadily decreasing, but much more work to do

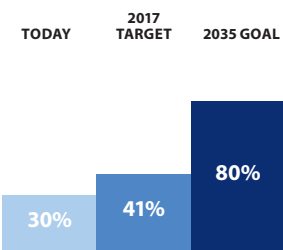
9 COMPLETE NEIGHBORHOODS

COMPLETE NEIGHBORHOOD INDEX



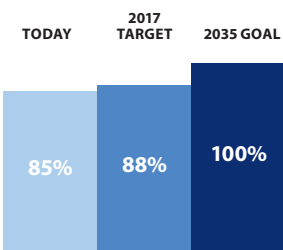
Less than half of city considered "complete"

ACCESS TO HEALTHY FOOD



Right direction, slow incremental progress

ACCESS TO PARKS

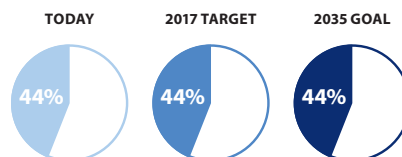


Incremental progress

PERCENT WITHIN HALF MILE OF PARK OR GREENSPACE

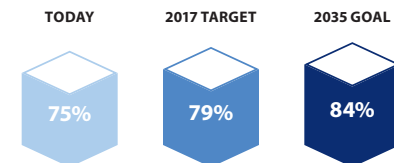
10 HEALTHIER PEOPLE

ADULTS AT A HEALTHY WEIGHT



Declining

EIGHTH GRADERS AT A HEALTHY WEIGHT



No trend data

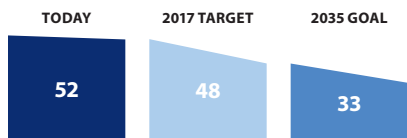
11 SAFER CITY

PERCENT WHO FEEL SAFE WALKING ALONE AT NIGHT IN THEIR NEIGHBORHOOD



Right direction, increasing

PART 1 CRIMES PER 1000



Right direction, declining

12 HEALTHY WATERSHEDS

WATER QUALITY INDEX	TODAY	2035 GOAL	TREND
Willamette River	67	75	Right direction, all steadily improving
Columbia Slough	52	60	
Johnson Creek	53	60	
Fanno Creek	56	60	
Tryon Creek	41	60	

	TODAY	2017 TARGET	2035 GOAL	TREND
TREE CANOPY	26% (2002)	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.



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 a significant 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.





A FRAMEWORK FOR EQUITY

MAKING EQUITY REAL

Advancing equity in Portland means improving the way the city works — starting with how the city government and its partners make decisions, invest, and engage with Portlanders and each other to measure success.

This chapter of the Portland Plan explains the framework for advancing equity (longer-term policies and short-term actions). It includes information on what to do — close disparity gaps and focus on equitable outcomes; how to do it — improve participation, build partnerships and initiate targeted social justice initiatives; and how to be accountable. It sets forth a new way of working that puts achieving equity front and center and identifies some of the specific actions needed to ensure that the Portland Plan’s equity framework is strong and supportive.

The Framework for Equity includes “We will” statements that set the ground rules for how the city and its partners conduct ourselves, and it outlines the ends we would like to achieve and the means used to get there. It includes specific actions that the city and its partners will need to take in the next five years to move intentionally toward being a more equitable and just city.

The City and Portland Plan partners will use the framework as a guide when they implement actions in other sections of this plan and develop their work plans to make the goals of the Portland Plan reality. All Portland Plan actions should be implemented with this framework in mind.

The portraits featured in A Framework for Equity were provided by My Story students. My Story offers photography workshops that inspire young people to explore their lives through the lens of a camera. My Story collaborates with families, schools and community organizations in developing projects that engage the imagination and creativity of young people, building confidence in their abilities, and providing opportunities for them to share their stories with the world.

EQUITY DEFINED

Equity is when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential. We have a shared fate as individuals within a community and communities within society. All communities need the ability to shape their own present and future. Equity is both the means to healthy communities and an end that benefits us all.

MAKING EQUITY REAL

We make the promise of opportunity real when:

- All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, basic services, a healthy natural environment, efficient public transit, parks and greenspaces, decent housing and healthy food.
- The benefits of growth and change are equitably shared across our communities. No one community is overly burdened by the region's growth.
- All Portlanders and communities fully participate in and influence public decision-making.
- Portland is a place where your future is not limited by your race, gender, sexual orientation, disability, age, income, where you were born or where you live.
- Underrepresented communities are engaged partners in policy decisions.

WHY EQUITY MATTERS

Prosperity

Portland wins when everyone achieves their full potential — when businesses thrive in our community, when children graduate from school college- and career-ready and when we all have access to healthy food. Portland's shared prosperity depends on everyone's participation.

Resilience

Without healthy, thriving, prepared people we cannot achieve our highest goals, implement our best plans for dealing with climate change or secure Portland's position in the global economy. Without a city that is physically designed to last, future generations will not benefit. We want a city where we are better on a good day so we can bounce back from a bad day. It requires that everyone thrive and everyone participate.

Prevention

Meaningfully connecting everyone to community institutions, programs and services prevents problems from occurring in the first place. The cost of doing nothing is profound, both socially and fiscally.

Leadership

Just as Portland has led innovation in environmental sustainability and green technology, Portland must be a leader in social sustainability. By focusing on ways to build equity and accountability, Portland will lead the development of 21st century business practices and tools, and that has value in a knowledge-based economy.



IN 2011, THE PORTLAND CITY COUNCIL VOTED TO CREATE THE OFFICE OF EQUITY AND HUMAN RIGHTS (OEHR). THE OFFICE OF EQUITY AND HUMAN RIGHTS WILL BE A CRITICAL IMPLEMENTER OF THE PORTLAND PLAN AND WILL WORK CLOSELY WITH THE PORTLAND COMMISSION ON DISABILITY AND THE PORTLAND HUMAN RIGHTS COMMISSION THROUGHOUT THE IMPLEMENTATION OF THE PORTLAND PLAN.

CLOSE THE GAPS

WE WILL ...

- A** ▶ Collect the data we need to understand the conditions and challenges facing communities with disparities. We will use alternative data sources and research methods where needed.
- B** ▶ Track and report spending and public service delivery measures by place and community.
- C** ▶ Raise awareness, increase understanding and build capacity to identify critical disparities, in an inclusive manner.
- D** ▶ Assess equity impacts of policies, programs, public services, investments and infrastructure delivery that may appear fair, but marginalize some and perpetuate disparities.
- E** ▶ Develop strategies to mitigate equity impacts, including reallocating public resources to address critical disparities.
- F** ▶ Build a public database of what works. Prioritize policies, programs and actions to make measurable progress towards more equitable outcomes.
- G** ▶ Tailor approaches to disparity reduction so they are relevant to the primary needs of each at-risk community.

5-YEAR ACTION PLAN

Number	Actions	Partners
1	Enforce Title VI. Implement the City of Portland Civil Rights Title VI Program Plan to remove barriers and conditions that prevent minority, low-income, limited English proficiency and other disadvantaged groups and persons from receiving access, participation and benefits from City programs, services and activities.	City, OMF
2	Track the information needed to understand disparities. Track information on the disparities faced by racial, ethnic and other marginalized populations; and share this information with Portland Plan partners and the public. Address the shortcomings of typical data sources by inviting self-identified communities to provide information and sources unique to them. Explore building metrics related to well-being and equity.	OEHR, Other public agencies, Nonprofits
3	Evaluate equity impacts. Assess equity impacts as part of public budget, program and project list development. Report how budget expenditures, levels of service, and infrastructure conditions vary by district and communities. Use best practices of racial and social justice impact assessment.	City, OMF, OEHR, Other public agencies
4	Improve evaluation methods. Develop and share new ways to evaluate equity impacts. Build the capacity of city bureaus and Portland Plan partners to use these approaches: <ul style="list-style-type: none"> ■ Building knowledgeable evaluation teams. ■ Defining measurable social impacts. ■ Identifying relevant levels of service and geographies for evaluation. ■ Developing relevant evaluation criteria specific to the service. ■ Incorporating the results into the approach into budget process. ■ Ongoing improvement to this process and capacity. 	City, Other public agencies
5	Mitigate for disparities. Where disparities in service delivery and community development programs are found, change policies and priorities to mitigate disparities while also ensuring reliability, quality and safety of the entire system.	City, Other public agencies

A Framework for Equity

Element 2

ENGAGE THE COMMUNITY

WE WILL ...

- H** ▶ Be transparent and accountable through effective public engagement throughout the policy making process — from setting priorities to implementing programs and evaluating their success.
- I** ▶ Build capacity for people to participate. Ensure broad inclusion in decision-making and service level negotiations. Recruit, train and appoint minority members, including people with disabilities to city advisory boards to ensure accurate representation of the city's diverse population.
- J** ▶ Provide early engagement of community members, including the resources to make the engagement meaningful and responsive to their needs and priorities.
- K** ▶ Design forums and select venues that are culturally appropriate.

5-YEAR ACTION PLAN

Number	Actions	Partners
6	Improve involvement. Implement recommendations of the City of Portland Public Involvement Advisory Committee (PIAC) to include people not generally represented in decision-making, advisory committees and technical teams. Recognize non-geographic based communities in Portland's public involvement standards. Include these principles in the City Charter and the City's Comprehensive Plan.	City, ONI, BPS
7	Leadership training. Expand community-based leadership training programs to build community organizing capacity and the capacity for people to engage in shared governance, focusing on under-represented and underserved communities.	City
8	Language and cultural interpretation. Develop and implement a coordinated language and cultural interpretation strategy and program for the City of Portland and partner agencies.	City, Other public agencies

A Framework for Equity

Element 3

BUILD PARTNERSHIPS

WE WILL ...

- L** ▶ Build relationships with public and private sector partners around diversity and equity — learn from one another to advance equity objectives through complementary work.
- M** ▶ Leverage the skills and expertise of partner organizations, agencies and private sector leaders to research and develop innovative tools and methods.
- N** ▶ Clarify service responsibilities and synergies, and report on progress over time.

5-YEAR ACTION PLAN

Number	Actions	Partners
9	Share best practices. Inventory current equity practices among the Portland Plan partner agencies. Periodically, convene Portland Plan implementers to coordinate equity work tasks and devise mutual accountability measures.	City, Other public agencies, Nonprofits
10	Collaboration. Strengthen collaboration between City bureaus, partners, equity advocates, and the community to more fully integrate equity in decision-making.	City, Other public agencies, Nonprofits



A Framework for Equity

Element 4

LAUNCH A RACIAL/ETHNIC JUSTICE INITIATIVE

WE WILL ...

- O** ▶ Initiate a racial and ethnic focus, using well-documented disparities.
- P** ▶ Build the skills, capacity, and technical expertise to address institutionalized racism and practice and intercultural competencies.
- Q** ▶ Engage diverse constituencies to discuss race, disparities and public services.
- R** ▶ Actively work to eliminate racial and ethnic disparities in public agency hiring, retention and contracting.

5-YEAR ACTION PLAN

Number	Actions	Partners
11	Training. Educate City and partner staff about institutionalized racism, intercultural competency and the legal requirements and regulations of Title VI of the Civil Rights Act. Incorporate this into performance reviews.	City, OEHR, OMF, PCOD, Other public agencies
12	Community dialogue. Hold public forums on race and the importance of equity.	City/OEHR, PCOD, Other public agencies
13	Diverse advisory boards. Recruit, train and appoint minority members to City of Portland advisory boards who represent the city's diverse population.	City, ONI

A Framework for Equity

Element 5

INCREASE FOCUS ON DISABILITY EQUITY

WE WILL ...

- S** ▶ Embrace the letter and spirit of federal civil rights laws, including the Civil Rights Act (CRA) and the Americans with Disabilities Act (ADA).
- T** ▶ Promote fairness and equity in the programs, services and activities of public entities, including the opportunity for participation, as guided by the principles of Title VI of the Community Rehabilitation Act and Title II of the ADA.
- U** ▶ Work with the Portland Commission on Disability to identify broader measures and outcomes for equity goals on disabilities.

5-YEAR ACTION PLAN

Number	Actions	Partners
14	Implement Disabilities Transition Plan. Complete and begin to implement the City of Portland's ADA Title II Transition Plan to remove barriers and conditions that prevent people with disabilities from accessing, participating and benefiting from city programs, services and activities. <ul style="list-style-type: none"> ■ Educate and train city and partner staff about ableism and disability awareness ■ Educate staff on the legal requirements and implementing regulations of ADA 	City, OMF, PCOD
15	Collect data on disability-related disparities. Collect data (conventional and alternative) on disability related disparities, in consultation with the Portland Commission on Disability and community partners. Apply lessons learned from the racial/ethnic focus and adapt tools to address the most critical disparities facing Portlanders with disabilities.	City, OMF, PCOD, other public agencies

INCREASE INTERNAL ACCOUNTABILITY

WE WILL ...

- V** ▶ Meet and exceed the requirements of the Civil Rights Act and the Americans with Disabilities Act by developing the capacity of existing staff to support compliance.
- W** ▶ Report out and make available equity outcomes and compliance reports.

5-YEAR ACTION PLAN

Number	Actions	Partners
16	Civil Rights Act compliance. Implement and produce required civil rights reviews and reporting to comply with Civil Rights Act Title VI program plan. Build on lessons from implementation of the program plan for the Portland Bureau of Transportation.	City, OMF
17	Americans with Disabilities Act compliance reporting. Report on progress toward ADA compliance, including redevelopment of the City of Portland's ADA Transition Plans and Self Evaluations and implementation efforts. Work with the Portland Commission on Disability to identify broader measures and outcomes for equity goals on disabilities.	City, OMF, OEHR, PCOD
18	Bureau equity plans. Evaluate bureau equity plans of City bureaus and partner agencies for their overall effectiveness in promoting staff diversity.	City, Other public agencies
19	Contracting and bureau equity. Show measurable progress in hiring, retention and contracting at all levels of public agencies. Implement bureau equity plans to increase purchasing and contracting from Minority and Women-owned Emergency Small Businesses (MWESB) and firms committed to a diverse workforce.	City, Other public agencies
20	Community resource access. Evaluate how public information, application requirements and fees impact access of diverse communities to community resources and business opportunities.	City, Other public agencies, Nonprofits



WORKING TOWARD EQUITY REQUIRES AN UNDERSTANDING OF HISTORICAL CONTEXTS AND ONGOING INVESTMENTS IN SOCIAL STRUCTURES OVER TIME TO ENSURE THAT ALL COMMUNITIES CAN REALIZE THEIR VISION FOR SUCCESS.



PORTLAND IS A PLACE FOR ALL GENERATIONS

Portland must become a city that is a great place to live for people of all ages and abilities. The Thriving Educated Youth strategy focuses on the need to provide support and opportunities for youth to thrive; this will ultimately benefit all Portlanders and is key to reducing disparities among our communities.

Although Portland has been named one of the best places to retire in the U.S. on national lists, over the next 25 years Portland must become a more age-friendly city. The aging of the Baby Boom and Gen X generations and their increasing longevity will present challenges and opportunities that will be a key part of how we plan for the future of our city. The Portland Plan moves forward on making Portland a more age-friendly city in several ways:

- **Framework for Equity.** The Framework for Equity recognizes that Portland must become a city where access to opportunity, safe neighborhoods, safe and sound housing, healthy food, efficient public transit and parks and greenspaces are available to people of all ages and abilities, and calls for meeting and exceeding the Americans with Disabilities Act.
- **Age-friendly city action plan.** Portland is one of only two U.S. cities accepted as pioneer members of the World Health Organization's (WHO) Global Network of Age-Friendly Cities. According to the WHO, an age-friendly city is one that, "adapts its structures and services to be accessible to, and inclusive of, older people with varying needs and capacities ... it emphasizes enablement rather than disablement, and is friendly for all ages." The City of Portland and its community partners will undertake an Action Plan on Aging to assess how Portland can become a more age-friendly city and will identify implementation strategies.
- **Accessible housing.** Finding accessible, barrier-free housing can be difficult for older adults and others with mobility needs, especially given that the majority of Portland's housing is over 50 years old and typically has stairs and other features that limit accessibility. The Portland Plan places a new priority on expanding the availability of housing that incorporates accessible design to meet the needs of people of all ages and abilities.
- **Accessible community hubs.** People of all ages need safe, welcoming places that encourage physical activity and social inclusion and interaction. Recognizing that many older adults and people with disabilities cannot walk or roll very far, the Portland Plan prioritizes locating more housing for older adults and mobility-limited residents in places, such as neighborhood centers, where proximity to services and transit and accessible sidewalks makes it easier to live independently. The plan also encourages schools, colleges and universities to flexibly accommodate multiple functions, serving community members of all ages.
- **Safety and accessibility on civic corridors.** While all TriMet buses are fully accessible, getting to some bus stops can be challenging. Safety and accessibility of some of Portland's major transit streets can be enhanced by sidewalks and marked crosswalks. The Healthy Connected City strategy's civic corridors approach will prioritize improvements to prominent transit streets to make them truly transit- and pedestrian-oriented places, with improved sidewalks, pedestrian crossings and transit facilities. They will include features that support community livability and environmental sustainability.
- **Medical institutions.** Portland's aging population will increase the demand for medical services. The Portland Plan responds to this growing need by calling for new approaches to accommodate the growth of institutional facilities and neighborhood centers that may support health facilities, and for increasing workforce training in health care and senior services.
- **Inter-generational mentoring.** The accumulated knowledge and wisdom of Portland's older population is an invaluable asset to the community. The Thriving Education Youth strategy recognizes this and encourages more inter-generational mentoring.

Ten actions that help make Portland a more physically accessible and age-friendly city

- Action 1:** Enforce Title VI
- Action 2:** Track the information needed to understand disparities
- Action 14:** Implement the Disabilities Transition Plan
- Action 78:** Remove barriers to affordable housing
- Action 82:** Physically accessible housing
- Action 84:** Align housing and transportation investments
- Action 103:** Age-friendly city
- Action 106:** Quality, affordable housing
- Action 107:** Transit and active transportation
- Action 126:** Pedestrian facilities





INTEGRATED STRATEGIES

The Portland Plan has three integrated strategies that provide a foundation for alignment, collective action and shared success.

- THRIVING EDUCATED YOUTH**
- ECONOMIC PROSPERITY AND AFFORDABILITY**
- HEALTHY CONNECTED CITY**

Each strategy includes an overall goal, guiding long-term policies and a five-year action plan (2012–17). The guiding policies help the City of Portland and its partners make critical, long-term investment and budget decisions. The actions are the specific steps the City and its partners will take in the next five years.