

City of Portland Office of Neighborhood Involvement

East Portland Action Plan (EPAP) – Transition Plan Report

November 19, 2014

The City of Portland FY 14-15 City Budget included a budget note that directed the Office of Neighborhood Involvement (ONI) to work with representatives of the East Portland Action Plan community advocacy group and the East Portland Neighborhood Office (EPNO) to develop a transition plan that includes the most efficient and effective funding model to ensure the implementation of the action items in the East Portland Action Plan. The budget note directs ONI to respond to City Council by November 19, 2014.

FY 14-15—Budget Note—Office of Neighborhood Involvement

Funding Model for East Portland Neighborhood Improvements: The Office of Neighborhood Involvement shall work with East Portland Action Plan representatives and the East Portland Neighborhood Office to develop a transition plan that includes the most efficient and effective funding model to implement neighborhood improvements in East Portland. The Office of Neighborhood Involvement shall report to Council by November 19, 2014 with an ongoing implementation plan. *(City of Portland FY 14-15 Adopted Budget, p. 71)*

This document presents ONI’s formal response to the budget note. The document presents recommendations for a transition plan, findings related to the value of the EPAP Community Advocacy Project, and findings from a review of City bureau progress implementing the East Portland Action Plan action items.

In this document, “EPAP” refers to the community members who have joined together and provide leadership and guidance and advocate for the implementation of the EPAP Action Plan. “Action Plan” refers to the East Portland Action Plan document adopted by the City Council in 2009.

Methodology

During the summer of 2014, ONI assisted the Mayor’s Office in supervising and supporting an Oregon Fellow—Julia McKenna—who gathered information on the status of city bureau implementation of the Action Plan items.

This report draws on input provided by EPAP and East Portland Neighborhood Office (EPNO) staff, City bureau staff, and the City Auditor’s April 2014 report, “East Portland: History of City service examined.”

Recommended Transition Plan

- **Shift funding from “one-time” to “ongoing”:** Provide ongoing funding for EPAP starting in FY 15-16. Although the program is located in the Office of Neighborhood Involvement and complementary to ONI’s mission and goals, it originated from the community and is a City-wide priority with connections to multiple bureaus and projects. The funding for the continuation of EPAP should not compete with ONI’s existing programs, resources and priorities for funding.
- **Continue to fund EPAP:** EPAP defines itself as a long-term recovery organization working to obtain parity and equity within the City. Continue to fund the EPAP community group as a project as long as EPAP is a useful tool that the community embraces to organize improvements and displacement prevention in East Portland, and until measurable outcomes, in accordance with the Action Plan, are met (see description below).
- **Ensure City bureaus prioritize Action Plan implementation:** The Mayor and City Council members should ensure that City bureaus—senior management and staff—prioritize and make progress on implementing the Action Plan. The Mayor and City Council also should require reports to City Council on Action Plan progress as part of annual geographic mapping budget reports.
- **Initiate formal process to assess progress toward EPAP implementation:** The Mayor and City Council should initiate a one-time, more in-depth assessment of the progress toward implementation of the Action Plan. The process should involve EPAP, city bureaus, and other community, organizational, and jurisdictional partners in East Portland. The assessment should identify:
 - Which EPAP action items have been completed?
 - Which action items remain to be done? How far along are they? What would constitute “complete” for each action item?
 - What will it take to complete each action item?
 - Are any action items no longer needed or appropriate?

Some options for implementing this one-time recommendation include: (1) hiring a consultant to lead and coordinate this effort, (2) recruitment of another Oregon Fellow or similar high-level intern position who would work under the supervision of the Mayor’s office and/or a city bureau, and (3) assigning the lead on this project to a particular city bureau or city government entity.

- **Designate an entity within City government that would coordinate, track and regularly report on City government progress on implementing the Action Plan:** The Mayor and City Council members should designate an entity within City government that will be responsible for convening City bureaus and coordinating, tracking, and reporting on City bureau progress toward implementing the Action Plan action items assigned to Portland City government.

The entity should have some level of citywide stature that would allow it to engage bureaus across City government. Some entities that might be able to play this role include: the Bureau of Planning and Sustainability, OMF, the Mayor's Office, the City Auditor, and OEHR.

Funding for this function could come from the General Fund, but might better be funded through the overhead model, given that responsibility for implementing elements of the Action Plan is shared across many City bureaus.

The role proposed here is separate and distinct from the very important role played by the EPAP Advocate. The EPAP Advocate supports the extensive community advocacy for EPAP implementation by all responsible parties. The function recommended here would focus on coordinating, tracking and reporting on internal City government activities to implement the EPAP Action Plan.

The City Budget Office and Office of Management and Finance should include the updates on Action Plan progress when reporting on geographic information on City services and expenditures.

- **Continue to recognize the different, but complementary, roles of EPAP and EPNO:** The work being done by EPNO and EPAP is parallel and complementary—NOT redundant or duplicative. These two organizations will continue to coordinate their programs and activities as mutually supportive partners. When appropriate, the two programs work together, much like other relational partnerships, utilizing each other's strengths to address East Portland needs. EPAP will continue to focus on advocacy for implementation of Action Plan, and EPNO will continue to focus on a variety of community building and civic engagement activities of East Portland community organizations, community members, and neighborhood associations. Ongoing funding for EPAP mitigates, but does not resolve, the long-standing and ongoing underfunding of EPNO, which has grown significantly since base funding for the seven neighborhood coalitions was established many years ago and since the population of East Portland has grown to represent 25 percent of Portland's population.

When will EPAP be done?—Measureable Outcomes

EPAP is a far-reaching plan to remedy long-standing inequities and disparities in East Portland. While some Action Plan elements are straightforward projects that can be completed and checked off, others require the development of new programs and their ongoing administration and management. Some Action Plan elements are broad and complex and include many subparts that may take many years and significant resources to achieve.

EPAP members propose that the purpose of EPAP advocacy will be achieved when:

- East Portland per capita housing investment meets or exceeds the City's per capita housing investment and East Portland residents live in housing that is as safe and healthy as housing throughout the city.
- 25% of East Portland residents work in East Portland and they receive a family/living wage.
- The 'Gateway Education Economic Development Center' or an equivalent facility in partnership with East Portland public schools will be established to provide living wage industry skills for East Portland students and residents.
- East Portland High School graduates receive four-year college degrees at a rate at least equal to that of High School graduates city-wide.
- The aggregate graduation rate of East Portland schools is 80 percent, and students of all ethnic/racial/first language demographics graduate at equal rates.
- 'East Portland In Motion' is fully implemented (except the undefined FLIP Foster elevated roadway), including the 'Outer Powell Blvd Conceptual Plan' and the Sandy Blvd project. Transit options are improved, including establishment of additional north/south transit lines and connections to jobs on the Columbia Corridor.
- All collector and arterial streets have ADA-compliant sidewalks on both sides and marked crosswalks at least every quarter-mile. All roadway facilities meet City of Portland standards.
- The identified most dangerous intersections of Portland are not in East Portland for 3 years in a row.
- 80 percent of East Portland's population is within walking distance of a park or natural area.
- East Portland maintains or exceeds diverse demographics identified in the U.S. Census 2005-2009 American Community Survey, while achieving the above measurements equally for each demographic community.

EPAP Statement (prepared by the EPAP members)

The City of Portland has been given kudos for innovation and livability on a national level. This reputation began with the 1972 Portland downtown plan and continued with transportation infrastructure choices in favor of walk-ability, bicycling and light rail.

East Portland, with twenty-five percent (25%) of Portland's residents, 40% of the City's students who average 75% Free & Reduced Lunch eligibility, and a significantly higher percentage of people of color than the city as a whole, has not benefited from the City's planning and innovation as have the downtown and Portland inner city neighborhoods. East Portland has not achieved parity in City services or spending and is a long way from addressing equity. With a different history and development pattern, East Portland has needed a different type of innovation.

The East Portland Action Plan (EPAP) has provided that ‘different’ type of innovation by harnessing community leaders to actively advocate for the City adopted Action Plan. They use Action Plan as a template for needed and agreed upon change. The innovation comes with EPAP members through Action Plan committees, as members of task forces, on study groups, as part of advisory committees, and basically, in any way they can, speaking out for Action Plan implementation. They also create an annual list of strategic priorities, and then advocate with the appropriate public agencies for those priorities set through a consensus process.

EPAP brings information, experience, commitment, and a practiced ability to pro-actively negotiate progress toward implementation of the Action Plan. However, the majority of the Action Plan needs to be implemented by City of Portland bureaus and other funded government agencies. Make no mistake, City of Portland bureaus are responsible for the actual implementation of the Action Plan, NOT the EPAP community giving their time and attention to provide leadership, guidance, and direction in how to respectfully and successfully implement the Action Plan. EPAP advocacy generates awareness, provides area expertise, and reminds bureaus to put East Portland into their budgets and project plans. Full implementation of the Action Plan is going to take time and investment. Although the storied 1972 downtown plan is a success, it took over 20 years to launch and after 40 years is still being fully implemented.

Background

The EPAP planning process was initiated in 2007 to respond to long-standing concerns about disparities in city services and strong community needs in East Portland. The Bureau of Planning and Sustainability (BPS) led and supported a process that involved neighborhood and community representatives. The City Council adopted the EPAP Final Report in February 2009.

The Action Plan identified 63 strategies and 269 action items in five categories: Built Environment, Environment, Economic, Learning, and Social. Action items varied from relatively simple and straightforward to broad and complex. Timeframes established for the completion of each of the action items ranged from 0-2 years; to 2-5 years; and 5+ years.

After the City Council adopted the EPAP report in 2009, community members agreed to keep meeting to support and advocate for the implementation of the action items. The City Council has funded the EPAP community advocacy work each year since FY 2009-10. The EPAP members use their City funding to employ an Advocate to support their work and for operations expenses to support their extensive structure of committees and subcommittees. EPAP members also dedicate roughly 50 percent of their funding to grant programs and a municipal partnership program that directly support implementation of priority EPAP action items.

EPAP has established an operational culture and structure that is committed to diverse involvement supported by interpretation, translation, childcare, healthy food, and grant programs that encourage community participation in municipal decision making by traditionally

underrepresented community members. The operational structure is “equally committed to Process, Relationship, and Results”.

FINDINGS: EPAP Community Group Role and Value

EPAP and the Action Plan represent the City of Portland’s most focused and effective strategy for advancing the City’s equity goals for East Portland.

EPAP plays an important convening role: EPAP convenes community members with ODOT, METRO, Multnomah County, Oregon Legislature, Federal Legislatures, School Districts, Portland City bureaus, New Portlander Civic groups which are traditionally underrepresented, communities of faith leaders and concerned non-profits to work on important issues in East Portland—no one else is doing this.

The EPAP community group has created a vibrant forum and community gathering space that convenes representatives of many of the jurisdictions, organizations, institutions, neighborhoods, and communities in East Portland. EPAP:

- Builds relationships and awareness amongst diverse community groups in East Portland.
- Builds relationships and awareness between community and city bureau leaders and staff.
- Involves people who haven’t been involved in policy making and implementation.
- Crosses jurisdictional and organizational barriers.
- Engages key leaders and community members who get involved with EPAP—and stay involved—because they can be effective on issues they care about.

EPAP serves as a neutral and trusted convener that brings together communities and jurisdictional partners to work together in ways that the City of Portland would not be able to do.

EPAP exemplifies the state of the art in diverse community involvement:

- The EPAP community group uses very advanced community organizing and community engagement methods and has become a model of effective and inclusive community involvement in Portland.
- Communities and community members who never previously have been involved have found a supportive home where everyone is respected and has a voice—especially historically under-represented communities that City bureaus have not effectively engaged in the past.
- EPAP is a place where graduates of ONI’s Diversity and Civic Leadership Program come to assume leadership roles and actively engage with the City in constructive community building.

EPAP keeps attention focused on East Portland and the implementation of the Action Plan:

- EPAP provides an informed mechanism to focus City bureaus on constructive Action Plan implementation to address the significant disparities in East Portland. The City has no other mechanism to do this.
- EPAP successfully has built pro-active consensus on several projects and policies and reinforced result-oriented activity by City bureaus. The City has not always followed through and implemented past plans and commitments made to the community. The EPAP community group is an innovative model for how the City can empower the community to help ensure the City follows through on its commitments.

EPAP is a strong, ongoing indicator of community priorities:

- EPAP insures that work on Action Plan implementation focuses on priorities of the community. EPAP annually sets ‘Strategic Priorities’ that are embraced through a consensus process, with commitment to active advocacy.
- EPAP keeps the focus fresh, unlike many other plans that become stale quickly. EPAP has a rigorous process of reassessing community priorities every year and focusing the group’s work on what the community wants most.
- City bureaus know that when they work on EPAP priorities the community will support—rather than oppose—their efforts.

EPAP leverages significant community resources and builds and supports significant engagement in East Portland:

- The EPAP “Municipal Partnership Projects” build the capacity of community members to work with City staff in active partnership with mutual respect committed to constructive outcomes:
 - The “Mobile Playground Project” brought much needed resources to under-resourced children; provided a pathway to employment for East Portland youth; engaged New Portlander/immigrant/refugee community being the providers of service to their communities; and built relationship with Portland Parks and Recreation that lead to changes in their job applications and more diverse community programming and engagement.
 - The “East Portland Economic Development Assessment” defined the strengths and weakness in East Portland; leveraged significant community resources; and lead to EPAP member engagement and matching funds that partnered in the development of four Neighborhood Prosperity Initiative areas.
- EPAP general grants fund progress on the Action Plan and leverage significant matching funds and community involvement:
 - City investment in EPAP general grants is matched by a 600% investment of the project contractor.

- Each funded project addresses an Action Plan strategy or item and most projects address EPAP established annual Strategic Priorities.
- General grants address facility improvements (community garden development); planning (Safe Routes to School Engineering Strategy development); crime prevention (educating New Portland/immigrant/refugee community members about domestic violence, child abuse, Measure 11, and gang involvement); community building (bringing Lao ethnic leaders together for the first time, to plan for their future in Portland); and equity (explaining rights, responsibilities, and creating pathways for active community involvement).
- EPAP “Civic Engagement grants” target progress on the Action Plan with commitment to building the capacity of under-resourced language and cultural specific communities:
 - Each funded project addresses an Action Plan strategy or item and includes a “next step in community involvement” component.
 - Partnerships are built through community empowerment and understanding of civic involvement process.
 - Natural and City developed community leaders are engaged in building skills to assist their racial and ethnic community members to make informed choices and to engage with the knowledge that they have community support to be heard and influence change.
- EPAP initiates studies and strategic preparation that positions community members to support the City in Action Plan implementation:
 - EPAP advocacy related to Powell Blvd. significantly informed the ‘Powell Blvd. Safety Project’, ‘East Portland In Motion 5-year Strategic Plan’, ‘Outer Powell Blvd. Conceptual Design Plan’, and ‘Division/Powell High Capacity Transit Project.’

EPAP’s work is distinct from, but complements, the work of EPNO and the neighborhood associations in East Portland:

EPAP focuses specifically on convening a broad range of community members, government and organization staff, and other East Portland stakeholders and supports them in advocating for the implementation of the 269 EPAP action items.

EPNO—similar to the other six neighborhood district coalitions—focuses on providing a range of ongoing support to East Portland community organizations, community members, and neighborhood associations for their community building and civic engagement activities as described in the grant agreement between ONI and the neighborhood coalitions. The type of support changes as it must respond to community requests and needs. It includes, but is not limited to: project and organizational management support, technical assistance, communication tools and training, information and referral, event support, skill-building opportunities, leadership development, connecting community members to resources and

organizations, records maintenance, and dispute resolution. EPNO also provides administrative support to neighborhood associations and community-driven projects, including EPAP.

FINDINGS: Review of City Bureau Implementation of EPAP Action Items

Need to ensure bureau focus on action items: Bureaus are pulled in many directions and continually receive requests for action. A formal process is needed to ensure that upper management in City bureaus (not just staff) are committed to the implementation of the Action Plan items. Continued advocacy from the EPAP community group helps ensure that City bureaus are aware of the Action Plan, devote the staff and resources needed to implement Action Plan, and have ready access to informed community members who can serve as a resource for guidance and perspective. Some bureaus have been involved with the EPAP community group while others have not.

Lack of bureau buy-in in some cases: Bureaus noted cases in which they felt they were not involved in developing and were not aware of or did not agree to implement some of the Action Plan items assigned to their bureaus. In some cases, this may be the result of lack of active participation and communication within the bureau during the development of the Action Plan.

Action items vary in specificity and complexity: Action items are not all the same—they vary from some that are simple and more easily implemented to others that are broad and complex and require much more extensive work to implement. Some bureau staff commented that some action items are more like broader goals than specific action items.

Action item timelines were, at best, estimates: Bureaus were involved to varying degrees in the development of these timelines. A number of bureau staff questioned how realistic some of the timelines were.

“Completion” is hard to identify for some action items: Some action items are broad enough that it is difficult to determine whether work on an item has been completed. Other action items focus on the development and implementation of activities intended to be ongoing making it difficult to define when these action items are “completed.”

A more nuanced description of “in progress” vs. ongoing is needed: The current action item status designation “in progress” does not provide enough information. Is implementation just beginning, underway, or almost finished? Is an “ongoing” item in the program development and staffing phase, or has it moved on to being an ongoing program that is in a “maintenance phase?”

Some Action Plan items have not been completed because they have not been funded: Some action items have not been implemented/completed because funding to do so either was not sought or was not made available.

Staff turnover has affected bureau awareness and commitment: Some bureau staff who were involved in the original Action Plan process have moved on. Current staff may not be aware of the Action Plan items assigned to their bureaus and have not made commitments or agreements about completing the action items.

The influence of EPAP on bureau priorities and work is unclear: Some bureaus try to represent their existing work as meeting the requirements of the Action Plan items rather than using EPAP to guide their work.

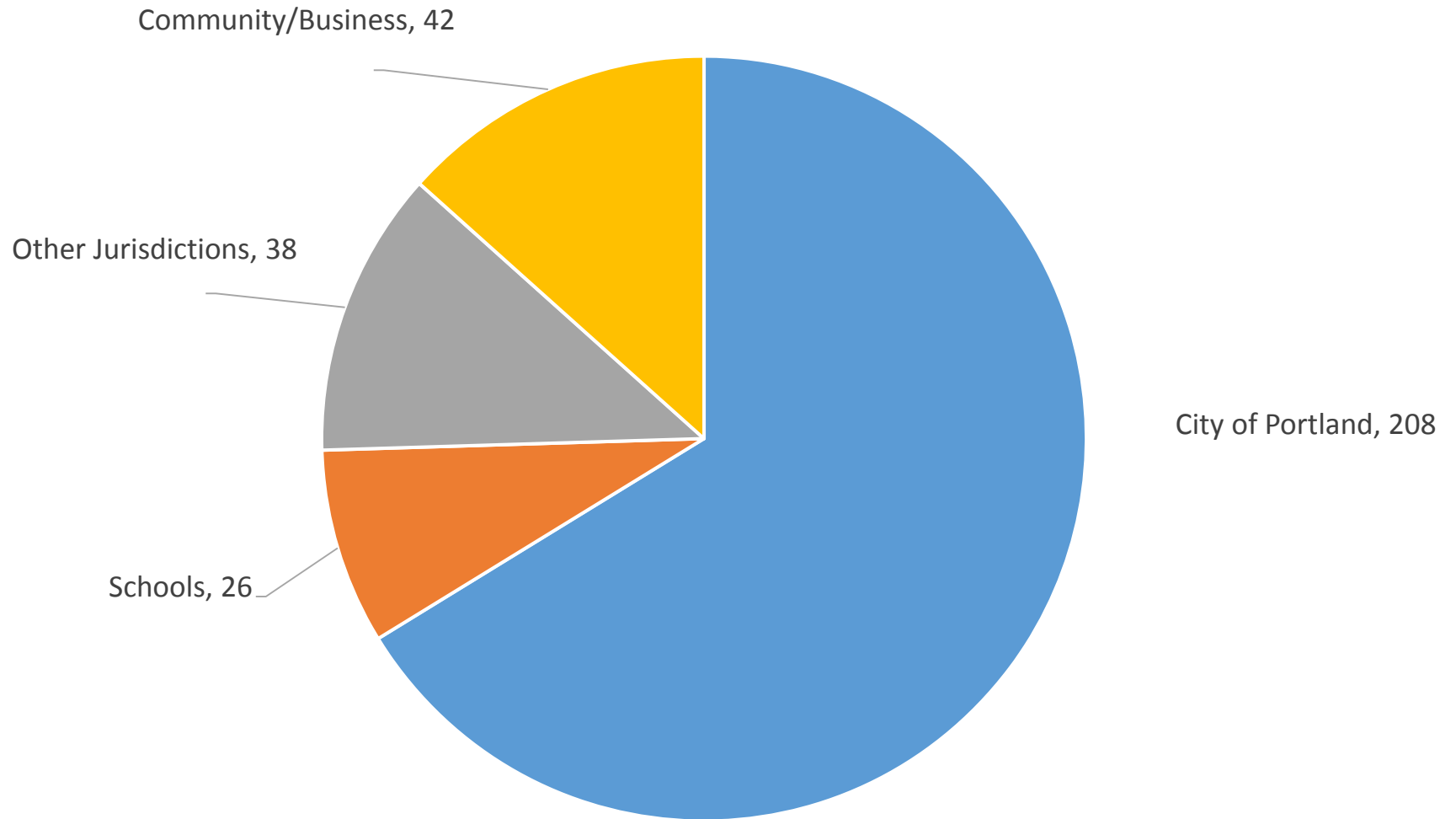
No City entity has been given the authority and role to oversee and track Action Plan implementation: City government has no point of contact imbued with the authority to coordinate, track, and report on City bureau implementation of Action Plan action items and to ensure that each City bureau integrates implementation of the action items into its annual work plan.

Other jurisdictions and community partner organizations also have not identified clear point people who are responsible for implementation and reporting of Action Plan implementation: Action Plan oversight and tracking is needed in other jurisdictions (e.g. Multnomah County, school districts, and community partner organizations) to ensure that they are working on implementing and reporting on the Action Plan items for which they are responsible.

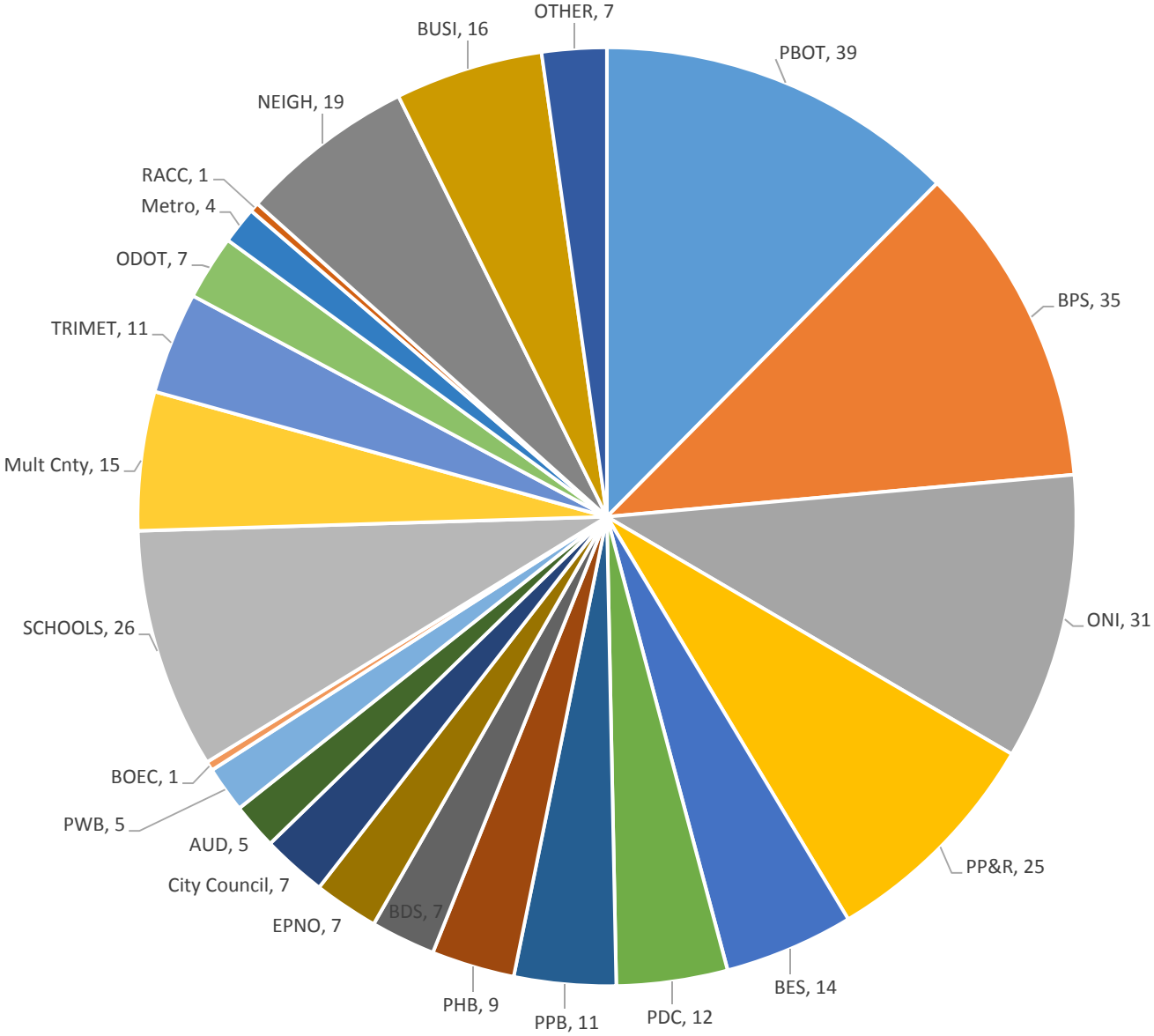
APPENDICES

1. CHART—MAJOR CATEGORIES OF LEAD RESPONSIBLE PARTIES AND NUMBER OF EPAP ACTION ITEMS ASSIGNED TO EACH (*Source: 2009 EPAP Final Report.*)
2. CHART—INDIVIDUAL LEAD RESPONSIBLE PARTIES AND NUMBER OF ACTION EPAP ACTION ITEMS ASSIGNED TO EACH (*Source: 2009 EPAP Final Report.*)
3. TABLE—NUMBER OF ACTION ITEMS ASSIGNED TO INDIVIDUAL LEAD CITY AGENCIES AND OTHER ENTITIES (*Source: 2009 EPAP Final Report.*)
4. CHART—PROGRESS TOWARD COMPLETION OF ACTION ITEMS (by lead responsible party and broad subject category) (*Source: City Auditor and additional outreach and research by Oregon Fellow Julia McKenna.*)
5. TABLE— EPAP ADVOCACY PROJECT—CITY FUNDING AND GENERAL EXPENDITURES (FY 09-10 through FY 14-15) (*Source: ONI.*)

Appendix 1: EPAP Lead Responsible Party Major Categories and Number of Action Items Assigned



Appendix 2: EPAP Action Items -- Lead Responsible Parties and Number of Action Items Assigned

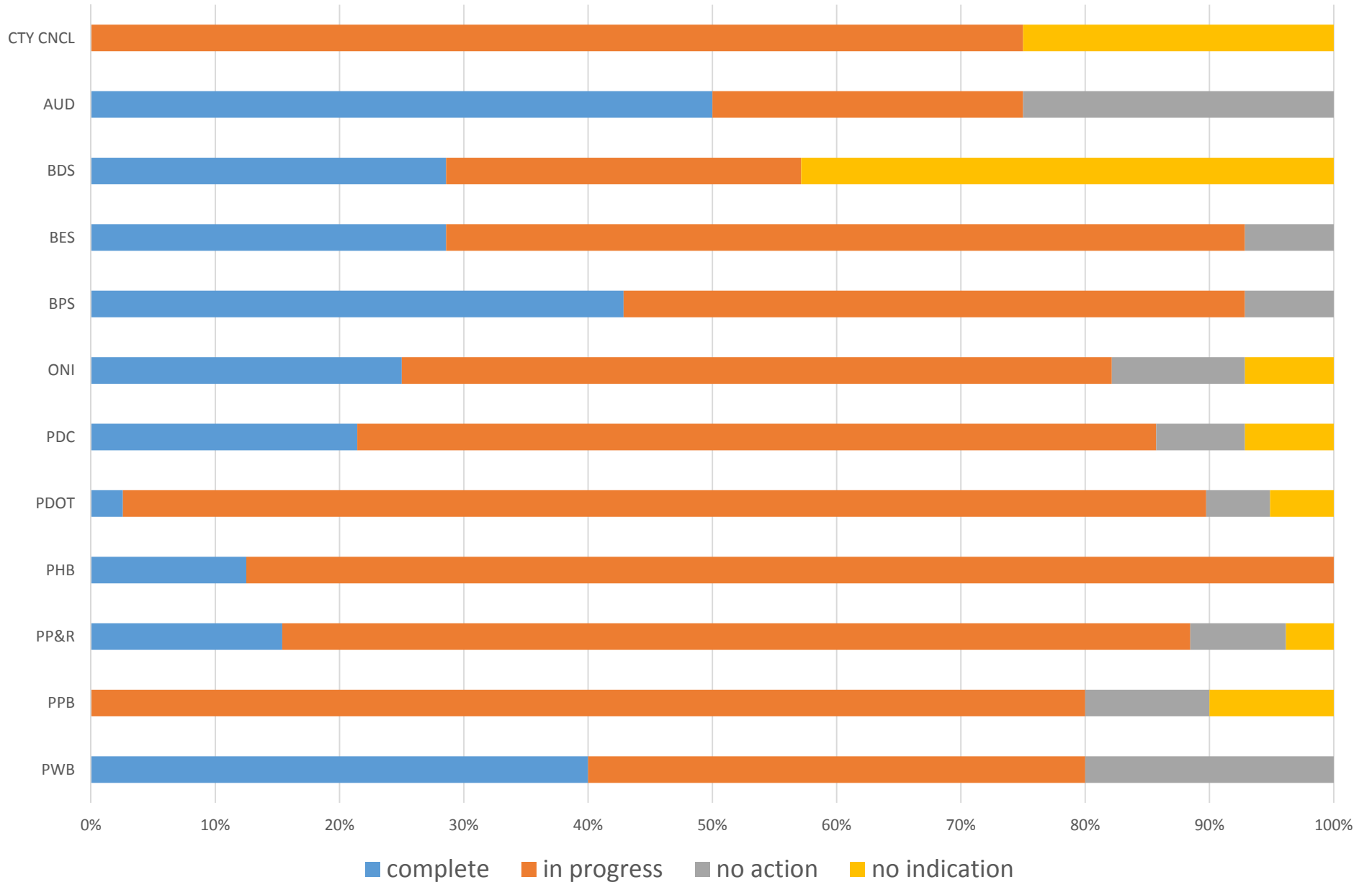


Appendix 3: EPAP Action Items -- Responsible Lead Entity

General Category	Proposed Responsible Lead Entity	Abbreviation	# of Action Items	Sub-total	% of Total Items
City of Portland	Portland Bureau of Transportation	PBOT	39	208	12.4%
	Bureau of Planning and Sustainability	BPS	35		11.1%
	Office of Neighborhood Involvement	ONI	31		9.9%
	Portland Parks and Recreation	PP&R	25		8.0%
	Bureau of Environmental Services	BES	14		4.5%
	Portland Development Commission	PDC	12		3.8%
	Portland Police Bureau	PPB	11		3.5%
	Portland Housing Bureau	PHB	9		2.9%
	Bureau of Development Services	BDS	7		2.2%
	East Portland Neighborhood Office	EPNO	7		2.2%
	Portland City Council	City Council	7		2.2%
	Office of the City Auditor	AUD	5		1.6%
	Portland Water Bureau	PWB	5		1.6%
	Bureau of Emergency Communications	BOEC	1		0.3%
	Schools	East Portland School Districts	East PDX Sch Dst's		22
All Hands Raised (PPSF)		All Hands	1	0.3%	
Mt. Hood Community College		Mt. Hood CC	1	0.3%	
Parkrose School District		Parkrose SD	1	0.3%	
Portland Public Schools		PPS	1	0.3%	
Other Gov't Entities	Multnomah County	Mult Cnty	15	38	4.8%
	TriMet	TRIMET	11		3.5%
	Oregon Dept. of Transportation	ODOT	7		2.2%
	Metro	Metro	4		1.3%
	Regional Arts and Culture Council	RACC	1		0.3%
Cmty/Busi Groups	East Portland Neighbors	East Pdx Neighs	17	42	5.4%
	Business Associations	Busi Asso's	5		1.6%
	East Portland Chamber of Commerce	East Pdx Ch of Comm	5		1.6%
	Community Development Corporations	Cmty Dev Corps	4		1.3%
	Venture Portland	Venture Pdx	4		1.3%
	Bicycle Transportation Alliance	BTA	2		0.6%
	Neighborhood Associations	Neigh Asso's	2		0.6%
	Private Sector	Private Sector	2		0.6%
	Metropolitan Family Service	Metro Fam Svc	1		0.3%
	TOTAL				314

NOTE: Some action items have more than one responsible lead entity.

Appendix 4: EPAP Action Item Implementation Progress by City of Portland



Appendix 5: EPAP Advocacy Project--City Funding and Expenditures (FY 09-10 TO FY 14-15)

FISCAL YEAR	CITY FUNDING	EXPENDITURES			
		Personnel	Internal costs (Computers/phones, etc)	Operations (meeting food, travel, office supplies, translation)	Other External (mostly Grants)
14-15	\$ 300,000	\$ 118,032	\$ 7,500	\$ 24,468	\$ 150,000
13-14	\$ 279,692	\$ 116,720	\$ 6,821	\$ 29,785	\$ 247,210
12-13	\$ 279,692	\$ 111,033	\$ 7,358	\$ 19,561	\$ 119,479
11-12	\$ 279,692	\$ 110,865	\$ 930	\$ 15,042	\$ 112,792
10-11	\$ 279,692	\$ 109,767	\$ 1,208	\$ 6,981	\$ 67,063
09-10	\$ 165,000	\$ 100,996	\$ 375	\$ 9,870	\$ 24,804
TOTALS	\$ 1,583,768	\$ 667,413	\$ 24,192	\$ 105,707	\$ 721,348

Actual/**Budgeted**

Source: ONI