



# **Opportunity and Innovation**

## **Improving City Government Implementation of the East Portland Action Plan**

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## **2015 Report on the East Portland Action Plan**

In 2015, the City of Portland spent \$147.9 million in East Portland on Parks, Housing, Transportation, Neighborhoods, Fire, and Police.<sup>1</sup> It spent a comparative \$300,000 for the East Portland Action Plan (EPAP) as a guarantee that those millions would be spent *effectively*. That funding supports a community-government advocacy effort staffed by highly skilled “community consultants” who work across agencies to advocate implementation of the Plan’s strategies and action items.

The Action Plan was originally drafted as a 5-year guide to achieving equity and developing Outer East Portland. Six years after the plan’s adoption, the City and partners continue to work towards establishing parity for this region. Significant progress has been made; however, barriers hamper City effectiveness in implementing action items. Without internal oversight, city employees lack the coordination, communication, and clarity essential for executing such a complex initiative. This is, at its core, a management problem.

This report provides an analysis of the City of Portland’s progress on action items and identifies barriers towards implementation. It further outlines a number of proposals for achieving success:

- 1) **Hire a City EPAP Implementation Coordinator** to oversee, monitor, and manage progress.
- 2) **Clarify and assign responsibilities** within City agencies to improve tracking and project implementation.
- 3) **Create measures of accountability** to chart City effectiveness in achieving progress on the Action Plan.
- 4) **Continue to work with the EPAP advocacy group** as partners in progress.
- 5) **Convene EPAP stakeholders** to refocus, reinvest, and reevaluate City involvement in EPAP.

The above recommendations address challenges facing individual action items. Yet they are also concerned with a bigger picture as it relates to East Portland. The original Action Plan identified principles for improved livability, with a focus on mitigating negative trends, attaining and sustaining equity, building on community assets and connections, and capitalizing on East Portland’s place in the region. Though much of the Plan is open to interpretation, these core ideals continue to guide the work of EPAP.\* They should remain a central part of any analysis that seeks to measure the effectiveness of City attempts to develop East Portland.

\*Note: The East Portland Action Plan refers both to the plan adopted by the City Council in 2009 and the advocacy group created to push for its implementation. For the sake of clarity, this report will refer to the former as “the Plan” or “the Action Plan” and the latter as “EPAP.”

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<sup>1</sup> Source: City of Portland Budget Maps, March 2015.

## **Background**

The East Portland Action Plan was originally drafted as a 5-year plan to establish equity between East Portland and the rest of the city. The Plan includes 63 strategies comprising 269 Action Items in five categories: Built Environment, Environment, Economic, Learning, and Social. The City Council adopted the EPAP Final Report in February 2009 and has funded EPAP community advocacy with \$1,883,768 between FY2009 and FY2016. This includes funding for an EPAP Advocate, an operations budget, and three small grant programs.

The East Portland Action Plan advocacy group (referred to in this report as EPAP) is neither a government group nor is it simply a collection of community members. It is comprised of individual citizens and representatives of civic groups, such as faith-based or immigrant organizations; government agencies, including bureaucrats and elected officials at the local, regional, and state level; and non-profit groups. This allows EPAP to act as an effective convener, bringing together diverse stakeholders in East Portland to advocate for the implementation of the Action Plan.

Though committed to advancing the directive of the Action Plan, EPAP works flexibly and thoughtfully within those boundaries. Of particular value, EPAP's development and delivery of annual strategic priorities indicates an engagement with the Plan that is unlike any effort currently underway at the City level. Recognizing the challenge of working on over 200 actions simultaneously and the limitations of a plan drafted in 2009, EPAP uses the Plan as a guide rather than a prescriptive code. An EPAP strategic priority may clearly restate an action item or it may rework language to focus on a related goal. Other priorities contain elements of several different action items or strategies combined into a particular focus.

Seeking clarity on how well the City was executing the Action Plan, in the summer of 2014, the Mayor's Office hired an Oregon Fellow to gather information on progress towards implementing EPAP action items. The Fellow recommended a formal, more in-depth assessment of Action Plan progress, recognizing the broad and long-term nature of many of the action items, and of the Plan as a whole. The purpose of this would be to identify which items are complete, which are no longer needed or appropriate, which remain to be done, and what it would take to complete action items.

In the summer of 2015, the Mayor's Office hired an Ash Center Fellow to complete this work. This report summarizes findings, analyzes City progress on implementing action items, and proposes strategies for increasing government effectiveness moving forward on implementing the Action Plan.

## Methodology

This report and supporting documents draw on a variety of information to update Action Plan progress. This includes material from the 2014 Oregon Fellow; the City Auditor's April 2014 report, "East Portland: History of City service examined"; the EPAP Updates website; and various bureau updates. In addition, the 2015 Ash Fellow conducted in-person interviews with city staff and EPAP representatives.

Though the Plan originally broke down action items according to strategies, categories, timelines, and possible lead and partner agencies, this report further sorts items along a number of metrics. A spreadsheet was created that includes information compiled from the above sources along with information on additional categories outlined below.

The first addition to the original Action Plan classifications is a categorical breakdown where action items are grouped into the type(s) of work they require of government agencies. This includes five broad categories: Planning, Policy, Programming, Infrastructure, and Community Capacity (Appendix 1). This is further broken down into 17 specific categories: community engagement/outreach, development of new ongoing program, existing program expansion, existing service expansion/improvement, existing facilities expansion/improvement, infrastructure project, marketing, onetime assessment, onetime policy development, ongoing advocacy, ongoing assessment, ongoing funding, ongoing planning, ongoing policy change, ongoing staffing, partnership development, and pilot project. It is important to note that many action items consist of multiple, overlapping categories and do not clearly fit into any individual box.

The report also breaks down action items according to their stage of progress (Appendix 2).

- **Dropped** action items are no longer applicable or appropriate to be included in the Plan.
- **Not started** refers to action items where no initiative has yet been taken.
- **Planning** includes action items that have been analyzed or discussed by responsible agencies, but no action has yet been taken.
- **Design** applies to action items with developed plans that have not yet been implemented.
- **Implementation** refers to action items where at least some activity has occurred but progress is incomplete.
- **Complete** action items are those where the responsible agency has successfully met its outlined obligations.
- **Ongoing support** refers to action items where the city has successfully met its outlined obligations, though there is a requirement for sustained policy, programming, or funding for the initiative.

Many action items involve multiple activities and agencies at various stages of progress. For simplicity, each action item is assigned to one of the above categories, though a detailed description of progress is included in updates for each item.

For each action item that is still in progress (i.e. not started, or in planning, design, or implementation), bureau representatives were asked to identify barriers to success. If a project was stuck in planning, why had activities not moved on to design? If actions were being implemented, what would it take to achieve ongoing support? Notes from city agencies are included for individual action items.

The master spreadsheet also includes a column for “definition of completeness.” The 2014 Summer Fellow noted the challenge of identifying “completion” for some action items. This is partly addressed by distinguishing those action items that are complete – such as infrastructure projects – and those that require ongoing support – such as the development of a new program. However, many action items include language that is broad and complex, making the concept of success subjective and elusive. This column is left blank for most action items, leaving space open for government officials and EPAP members to reach a shared definition of success. Notes in this column will help to clarify what success might look like for those action items that are not yet complete.

While bureaus and agencies may mark the status of an action item as dropped, complete, or in ongoing support, there should be a process in place to ensure that these are agreed upon by all stakeholders. This will be addressed in greater detail under “Proposals for Making Progress,” but it is important to note that all action item statuses are tentative, pending approval of a decision-making body. This is especially true for complex, non-specific, and ongoing activities.

## Analysis

*\*NOTE: All numbers on action item progress are tentative, reflecting bureau liaisons' feedback or the most recent updates available to the Fellow as of the summer of 2015. These are pending approval of a decision-making body including City officials and EPAP representatives.*

### *Categorical Breakdown*

Of the five broad categorical areas identified, the largest include planning and programming, each comprising 29% of the Action Plan. These are followed by infrastructure with 22% of action items, and community capacity and policy each with 8% of the Action Plan. An additional 5% of action items included a combination of planning and policy. This breakdown reflects the ongoing, long-term nature of the majority of initiatives proposed in the Action Plan. Furthermore, despite many City employees viewing the Action Plan as a community-engagement initiative, the action items are largely about government-led projects.

Looking at specific categories, 28% of action items include some amount of ongoing planning. Other items with significant representation include infrastructure projects (16%), the development of a new ongoing program (15%), onetime assessment (12%), and community engagement/outreach (11%). This again reinforces that, though a sizeable proportion of the Action Plan is dedicated to discrete and concrete projects, the bulk of the Plan requires longer-term engagement.

A complete breakdown of action items by category can be seen in Appendix 3.

### *Progress Breakdown*

Key Takeaways:

- The City of Portland is involved as lead or partner in **82%** of the action items and leads **73%** of the action items
- The large majority of action items are underway, with most in “implementation” or “ongoing support”

The City's performance on action items is similar to overall performance on action items, largely reflective of the high proportion of action items with City involvement. City-led action items are broken down as such: dropped (3%), not started (11%), planning (23%), design (5%), implementation (26%), complete (8%), ongoing support (23%), unknown (1%).

Most action items are in implementation or ongoing support, but many city employees noted the challenge of distinguishing between these two statuses in long-term initiatives, especially those that require continued support. This often subjective distinction underlines the importance of a process that will clarify status and next steps for those who are charged with executing action items.

A complete breakdown of action items by progress can be seen in Appendix 4, including an overall breakdown, city-led breakdown, and city-involved breakdown; and breakdown by City bureaus and agencies.

### *Action Items in Need of Reassignment*

- **24** action items are in need of a new lead; **19** of these have no appropriate lead assigned (these represent 12% and 10% of action items assigned to the City, respectively).
- Action items in need of a new lead are **disproportionately not started**, with **none complete** and very **few in ongoing support**.

Based on bureau feedback – including feedback from the City Auditor – 24 action items require the assignment of a new lead, 12% of action items assigned to the City. Five of these have an appropriate lead assigned, though bureau representatives suggested an additional lead agency be included. However, 19 action items currently have no appropriate lead assigned, 10% of action items assigned to the City. Of these 19 action items, none are complete and only one is in ongoing support. The largest group, 37% of action items are not started (compared to 11% not started for City-led action items overall).

A complete breakdown of action items in need of reassignment can be seen in Appendices 5 and 6.

## Identifying Barriers

Though significant progress has been made in East Portland generally and in accomplishing action items specifically, there are clear and consistent barriers. These can be broken down into two levels: at the level of individual action items, and at the level of the Plan as a whole.

### *Challenges in Implementing Individual Action Items*

Bureau representatives note a variety of barriers to achieving success for individual action items. (These are recorded on the master spreadsheet for action items that are not dropped, complete, or in ongoing support.) They commonly note a lack of funding and/or staffing, or limitations on bureau capacity to handle multiple projects simultaneously. Some representatives also cited a lack of prioritization of particular action items, both among city staff and community members. This was often reflected in action items that were not started or only in the planning stage.

Three barriers warrant special mention. First, a number of action items use ambiguous or vague language, making it challenging to know the action required or the intent behind the item itself. Without a clear sense of direction, evaluating progress or determining next steps is difficult if not impossible. Second, many action items also require the involvement of multiple bureaus or agencies. This is an additional obstacle to progress due to increased complexity, political and cultural barriers, and the challenge of coordinating various elements simultaneously. Third, a number of action items were inappropriately assigned when the Plan was first adopted, or are inappropriate based on subsequent changes in City structures or bureau roles. It is often unclear who should be tasked with their implementation, who has the authority to make such a switch, or how such a switch would be relayed to bureaus.

### *Challenges in Implementing the Complete East Portland Action Plan*

Upon identifying barriers to success for individual action items, it is clear that there are structural barriers towards making progress for the Plan as a whole.

First, there is a lack of reporting. City bureaus and EPAP partners have made and continue to make significant progress on many action items. Many groups work on initiatives in East Portland, but often they are not well-known, even within bureaus. Some city staff will report to EPAP subcommittees, the EPAP Technical Advisory Committee (TAC), or share updates at the general meeting or on the Action Plan Updates website, but this is left to the responsibility of individual employees and is not consistent within or across bureaus. Many bureaus do not have regular representation at EPAP meetings. Even if there is consistent attendance, a member of the TAC may share updates of the work she is engaged in, but it may not be a comprehensive picture of her bureau's work.

Second, there is a lack of communication within the City. This is apparent among action items that identified cross-bureau collaboration as a barrier to progress. However, there is also not clear messaging between various levels of government. Though EPAP shares its strategic priorities annually with the Mayor and Commissioners, few bureau representatives – even those consistently



involved in EPAP – knew what these are, even for their own bureau. There is no clear message from top levels of government on how to engage with EPAP and EPAP priorities.

Third, there is a lack of coordination for the Action Plan at the City level. The diffusion of tasks, with particular bureaus assigned specific action items, results in many functions that no one is currently responsible for. What is the role of a partner? Who has the authority and responsibility to reassign action items? Who should execute action items that are assigned to the City Council? Who should coordinate activity between bureaus and with non-City agencies? Who should clarify action items that are ambiguous? Many of these activities are unaddressed, as no person or office is charged with management of the Plan.

Fourth, there is a lack of understanding in City government about the real intent of EPAP. Many City staff members see the Plan as a “to do” list. However, as reflected in the principles of improved livability in the Plan’s preamble, the goal of the Plan is not to accomplish action items in and of themselves, but as a means of achieving equity and parity for East Portland. The shift to ongoing funding for EPAP and the adoption of a Plan specific to this region are indicative of the City’s awareness of the lack of services and disproportionate need in East Portland. That broader purpose is not clearly understood and recognized by all City employees.

## Proposals for Making Progress

Understanding the impediments to EPAP success, this paper offers five proposals to increase the City's effectiveness in implementing the Plan and working towards equity for East Portland.

**Proposal 1: Hire a City EPAP Implementation Coordinator** to oversee, monitor, and manage progress of City bureau activity and coordinate activity with non-city agencies. This person would be responsible for tracking updates on action items, reassigning lead or partnership roles, and reporting to EPAP. She would also be accountable to high-level city employees, including the Mayor, Commissioners, and Bureau Directors.

This position will help ensure consistency and coordination across bureaus, create accountability for various tasks, and clarify questions that currently remain unanswered (including who should manage reassignment of action items, how to deal with action items that require ongoing support, and who is responsible for EPAP at a City level).

It is important that this person be housed in an office with significant oversight and management authority in order to coordinate the activity of multiple City bureaus and collaborate with non-City agencies. In addition, the office should have a culture of tracking and record keeping. The role should ideally combine these administrative skills with a passion for social change. The following options have been considered to house EPAP – they are ranked according to recommendation:

- 1) *The Office of Management & Finance.* The Chief Administrative Officer has historically served as a sort of “City Manager” with policy staff in OMF that could manage a project like EPAP. Under the Mayor, OMF has the authority needed to coordinate complex bureau activity and the position to engage with all members of City Council.
- 2) *The Mayor's Office.* The Mayor has the oversight, authority, and management skills needed to oversee projects related to East Portland, including the Action Plan. However, given limited staffing and political turnover, it could be politically challenging to coordinate activity on EPAP from this office.
- 3) *The City Budget Office.* Like OMF, CBO has the authority and skills needed to manage EPAP. However, the Office is less able to engage in outreach and foster relationships, hampering coordination attempts. Also, there is a possible conflict of interest by positioning an EPAP Coordinator here as it could affect objectivity of budget decisions.
- 4) *The City Auditor.* The Auditor released a report on East Portland in April 2014 which included some evaluation of the Action Plan. However, though many reports include analysis of City policy as it relates to East Portland, it is unusual to have tracking of services as they relate to a single part of the City. What is more, the Auditor does not generally consistently report on a single Plan, and is unable to take on any management responsibility. Without this, there is limited capacity to coordinate City activity.
- 5) *Bureau of Planning & Sustainability.* The Action Plan is largely a planning document, drafted by city planners. However, BPS has limited ability to manage the Plan as a whole and lacks the authority to oversee multiple bureaus. Furthermore, it would be problematic to house a Plan within a bureau that requires oversight itself, resulting in a conflict of interest.
- 6) *Office of Neighborhood Involvement.* Although funding for the EPAP advocacy effort is administered by ONI, the Office is not an appropriate fit for overseeing and managing implementation of the Action Plan across all of City government. The Action Plan is not a neighborhood project; rather, it is a City plan that requires high-level City engagement. Just

as BPS lacks the authority, skills, and oversight to manage EPAP, so, too, do other bureaus that are listed as possible leads on action items, including ONI.

This position is distinct from the role of EPAP Advocate. The EPAP Advocate is tasked with coordinating EPAP advocacy activities including the general meeting, subcommittees, and grant allocation; whereas the EPAP Coordinator would be responsible for tracking, reporting, and coordinating City government activity.

*Recommended Option: Hire a City EPAP Implementation Coordinator to oversee, monitor, and manage progress of City bureau activity and coordinate activity with non-city agencies.*

The City would hire or assign a City employee as the City EPAP Implementation Coordinator who would be housed in one of the above offices, ideally OMF. The biggest challenge here would be funding the position, which would need to be included as a request in the Mayor's budget. A major advantage of this option is the centralization of City EPAP operations – up to this point, responsibility has been diffuse among bureaus with limited accountability for the Action Plan overall.

*Alternative 1: Assign functions of the EPAP Coordinator to various high-level agencies.*

An alternative to a new hire would be to assign various functions to City bureaus and offices. City Council could mandate annual or semi-annual bureau reporting on Action Item progress, ensuring consistent and regular updates. CBO could include Action Item updates as part of budget reporting and Commissioners offices and bureaus could manage City engagement with EPAP. Importantly, the functions of the EPAP Coordinator – oversight, monitoring, and management – would all be maintained. The biggest drawback to this option is that, if handled inappropriately and without clear designation of responsibilities, the City risks perpetuating the status quo: multiple offices that express support for EPAP without a clear sense of who is responsible for which elements of the Action Plan. The current lack of accountability will be particularly difficult to address with a splintering of tasks. If opting for this alternative, the City should be very clear and explicit about requirements and roles.

*Alternative 2: Shift the responsibilities of the EPAP Advocate to those of a City EPAP Coordinator.*

A second alternative is to shift the responsibilities of the EPAP Advocate to more closely resemble those of a City EPAP Coordinator. Here, the City could replace the Advocate with a Coordinator or shift funding for the EPAP Advocate to grant funding while funding the Coordinator through ongoing funding. This option would require no extra funding for EPAP. However, there are two significant drawbacks to this option. First, the City risks major community backlash if it withdraws funding for the EPAP Advocate. Members regularly cite this staff person as a critical element to their success, with the creation of the position included as part of the Action Plan (CB.6.3). Given the importance of community support and engagement to EPAP success, its loss could be profound for the City.

Second, the City would lose much of the work of the EPAP Advocate. The job functions for the position include community organizing and strategic development; mobilization of resources; grant and municipal partnership management; administrative and budget oversight; and outreach to underrepresented communities. Organization of EPAP activities takes a huge amount of time, effort, and knowledge and is distinct from coordination of City activity. At present, the EPAP Advocate works far above the standard 40 hours per week to fulfill her duties. Her supervisors note that it would be unreasonable to expect another staff member to manage even her current workload, making the addition of further responsibilities particularly challenging. Replacing one position with another would result in the loss of many important functions.

**Proposal 2: Clarify and assign responsibilities** within City agencies to improve tracking and project implementation. Bureaus and elected officials currently interact with EPAP in different ways and lack a consistent framework for engagement. While this allows for flexibility, it creates significant challenges for monitoring progress and coordinating activity, particularly on initiatives that require cross-bureau or cross-agency cooperation.

The City could adopt a clear structure of authority to help employees understand what is required of them as it relates to EPAP, clarifying lines of communication between and responsibilities of City staff (Appendix 7):

- *Bureau Liaisons*: Bureaus currently have representatives on the EPAP Technical Advisory Committee (TAC), though commitment, attendance, and knowledge varies among TAC members. Some TAC members were involved in drafting EPAP, others are recent additions, and still others are symbolic representatives with multiple people within a bureau working on activities related to the Plan. Rather than replace this structure within bureaus – and recognizing the value of a flexible model for bureaus of different sizes and structures – each bureau should have an EPAP Bureau Liaison. This person would be responsible for managing EPAP activity in the bureau, along with Bureau Directors; and for tracking and reporting on progress. The bureau liaison would also be the designated contact for cross-agency collaboration.
- *Bureau Directors*: There is limited engagement of bureau directors with EPAP. Given the breadth of work related to the Action Plan and the involvement of multiple staff members within any given bureau, directors could work with Bureau Liaisons to manage activity. They could also develop key performance measures and set targets for bureau performance to keep implementation on track. Directors of those bureaus involved in EPAP – including BDS, BES, BPS, OMF, ONI, PBOT, PDC, PHB, PP&R, PPB, and PWB – could meet once a month, quarterly, or biannually to talk about strategic engagement with the plan or include EPAP as a regular topic in standing monthly meetings. This could include discussions around changes in funding, personnel, or Commissioners.
- *Commissioners*: Currently, council members articulate their support for EPAP annually and shifted to ongoing funding for the advocacy group. Mandated reporting would help to ensure consistent bureau engagement with the Action Plan and facilitate communication with EPAP. Strategic priorities, which are often not filtered down to bureaus, should be communicated to Bureau Directors and Liaisons, as implementers of action items. Commissioners could assign one of their staff members to be an EPAP Liaison to monitor bureau performance and coordinate activity with a City EPAP Coordinator.

**Proposal 3: Create measures of accountability** to chart City effectiveness in achieving progress on the Action Plan. In November 2014, ONI released the East Portland Action Plan Transition Plan Report. It includes measurable outcomes of success proposed by EPAP members. These speak to increasing housing investment, ensuring a living wage for residents, improving educational outcomes and transit options, and improving safety and structures of roadways.

The City needs to create its own measures to evaluate success for the Plan as a whole, rather than simply relying on action item progress as an indicator. Working with the CBO – and the City EPAP Coordinator, should one be assigned – Bureau Directors could come up with annual timetables, concrete targets for bureau activity. Just as EPAP’s strategic priorities are not strictly bound by action items, bureau targets could be informed or inspired by the Action Plan without being limited by it.

One means of approaching this could be to develop Key Performance Measures (KPMs) specifically related to the principles of livability outlined in the Action Plan. The following were developed in consultation with the City Budget Office as a guide for bureaus to develop KPMs relevant to the East Portland Action Plan:

- **Bureau of Development Services:** Increase the percentage of residential and commercial inspections made in 24 hours; or increase the number of properties cleaned up as part of the Neighborhood Inspections Program.
- **Bureau of Environmental Services:** Decrease the average median household bill as a percentage of median income in East Portland.
- **Bureau of Planning and Sustainability:** Increase the percentage of East Portlanders living in complete neighborhoods.
- **Office of Neighborhood Involvement:** Increase the per capita funding for East Portland neighborhood coalitions; or increase the percentage of residents who feel safe walking alone in their neighborhood at night.
- **Portland Bureau of Transportation:** Decrease the proportion of streets that are unimproved or unpaved; or decrease the number of traffic fatalities or serious injuries.
- **Portland Development Commission:** Increase the percentage of start-up investments that are started, owned, or led by women or people of color in East Portland; or increase the percentage of households at or above self-sufficiency.
- **Portland Housing Bureau:** Increase the percentage of minority-owned and low-income housing.
- **Portland Parks and Recreation:** Increase the percentage of residents that live within a quarter mile of a park
- **Portland Police Bureau:** Reduce Part 1 major crimes in the East Portland Precinct by a certain percentage per year.
- **Portland Water Bureau:** Decrease the number of unplanned events leading to customers being out of water for more than 8 hours.

This is not intended as a prescriptive or restrictive list for bureaus to measure progress, but as an example of how the City can start charting effectiveness, using the Action Plan as a guide rather than an end goal.

**Proposal 4: Continue to work with the EPAP advocacy group** as a critical partner in progress for implementing the Action Plan. EPAP is a sophisticated, knowledgeable, and reliable group. Harnessing their skills can ensure inclusive, thoughtful, and effective planning in East Portland.

The figure in Appendix 7 offers a glimpse of the structure of EPAP and how the City might more effectively engage with the group. The advocacy group is made up of a number of overlapping but distinct subcommittees. Some of these focus on activities related to action items, such as the Housing Subcommittee and the Economic Development Subcommittee. Others are geared towards strategizing and organizing activity, such as the Operations Subcommittee and the Structures Subcommittee. The Technical Advisory Committee is the convening body for government representatives at the City, Regional, and State level.

There are three primary means of contact with EPAP that warrant discussion:

- 1) *The Technical Advisory Committee.* Currently, bureau representatives attend TAC meetings quarterly, though attendance is not mandatory. Some representatives note that this is more of a reporting opportunity where members share updates rather than interact with community members or collaborate with colleagues. The TAC could be used more strategically, as a forum to work on action items that are a priority or warrant additional focus. One possibility could be to focus on a specific project once a month and invite those working on the project, or to combine those meetings with quarterly updates. The ultimate goal would be to use this forum to engage bureaus on high priority initiatives.

Bureau EPAP Liaisons should ideally be working on the Plan outside of these sessions. TAC meetings offer an opportunity to convene implementers, but City leaders should encourage involvement in relevant subcommittees, as well. (Many city employees currently attend subcommittees and find this time very productive).

- 2) *High-Level Engagement.* Though much of the lower- and mid-level engagement is already in place, there is limited engagement at the top-levels of City government with EPAP. Encouraging this – primarily through a City EPAP Coordinator, though also through elected officials, EPAP Liaisons, and Bureau Directors – will help to demonstrate commitment to the Plan, establish clear lines of communication, and encourage problem solving broadly.

This could happen at the Operations Subcommittee or through a new subcommittee specifically dedicated to government coordination. At this level, leaders could acknowledge progress and gaps, and possibly renegotiate action items individually and the Action Plan as a whole.

- 3) *Creating a “Living Document.”* Engaging leadership in EPAP is especially important to allow the City to move forward with the Action Plan. Currently, there is no formal process for determining how or when action items should be dropped, or whether or not a government agency has adequately fulfilled its obligations to declare an item complete.

Annual or semi-annual reporting to EPAP on City-led action items could include proposals for items to be declared dropped, completed, or in ongoing support. The City EPAP Coordinator or a designated office would collect updates from bureaus and report to an EPAP Committee who would decide if the action item should be dropped, complete, on in

ongoing support. If the committee decides against the Coordinator's recommendation, they could draft concrete next steps and measures of success to guide bureaus towards appropriate action.

There are a number of options of where to manage this process in EPAP. This could be housed in the EPAP Operations Committee as this group has representation from all EPAP subcommittees and is tasked with executing EPAP strategy. From there, Operations could refer decisions to various subcommittees or handle action items that are complex or inappropriate for other subcommittees. An alternative would be to set up an additional subcommittee responsible for managing government updates and coordination. This second option could also be a temporary measure for managing the significant number of requests that will immediately follow the adoption of this proposal.

This process could also involve a redefinition or clarification of ambiguous or broad action items. The City could work with EPAP to better understand the intention behind action items that are unclear, collaboratively working towards shared definitions of success. Instead of sticking exactly to the original document, this would allow for officials to engage with the Plan with flexibility and consideration.

**Proposal 5: Convene EPAP stakeholders** to refocus, reinvest, and reevaluate City involvement in EPAP. Though the Action Plan provides structure and guidance, this proposal would be a valuable means of creating a sense of ownership for those new to the process, and reinvigorating those who have been working on it for the past six years. What is more, a move would clearly demonstrate the City's commitment to EPAP.

The benefits of this proposal are threefold. First, it would help to *refocus* all those involved in EPAP. The Action Plan is not simply about accomplishing action items (or crossing them off a list), but about a bigger goal for East Portland and the City as a whole. Many City staff express confusion over the purpose of EPAP; a clear sense of direction would help to clarify intent and objectives.

Second, this would encourage a *reinvestment* in the planning process. Though many see EPAP as a 5-year plan, many more understand that developing East Portland is part of a much longer effort. Bringing together those who are involved now would give a sense of ownership for those who are new to EPAP – or new to its work within the City. It would also allow for those who have continually been involved to recognize what *is* working while acknowledging the need for improvement.

Third, bringing together stakeholders would open up the possibility for *reevaluation* of elements of the Plan or the purpose of EPAP. Much of this is already happening at an informal level, including work on the issue of displacement which was not formally addressed in the original Action Plan. A convention would allow for explicit engagement with issues that need to be included, dropped, or reworked.

## **How to Measure Success in East Portland**

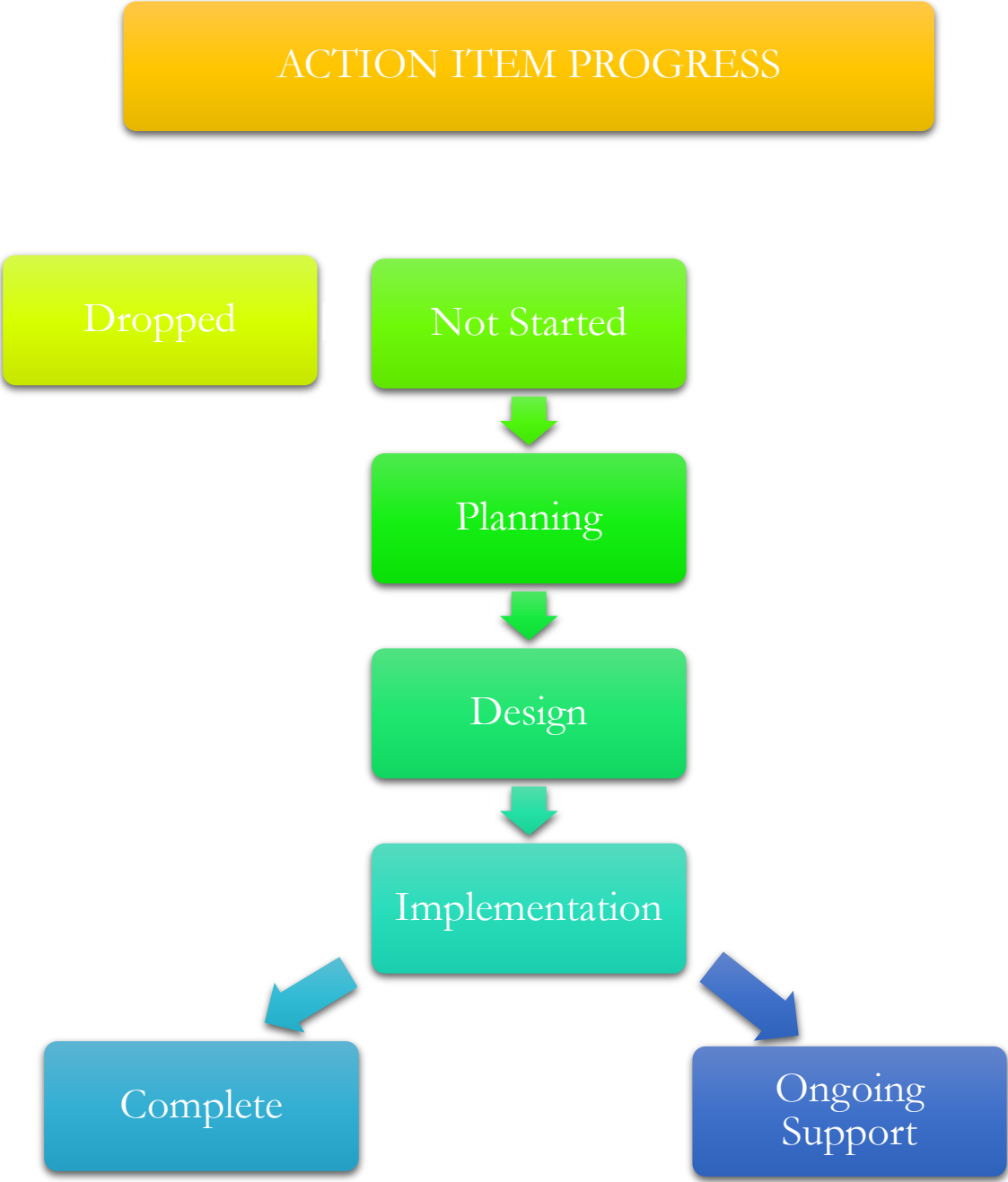
The Action Plan provides a useful framework for the City of Portland in its work. Yet this is just part of a long term vision for the region. EPAP provides incredible value as an advocacy group, convening and engaging the community in the planning and implementation process. By thoughtfully building off of this model, better coordinating activity, and encouraging flexibility with the plan, the City can be more effective in accomplishing Action Items and encouraging equity for East Portland.



Appendix 1: EPAP Action Item Broad Categories

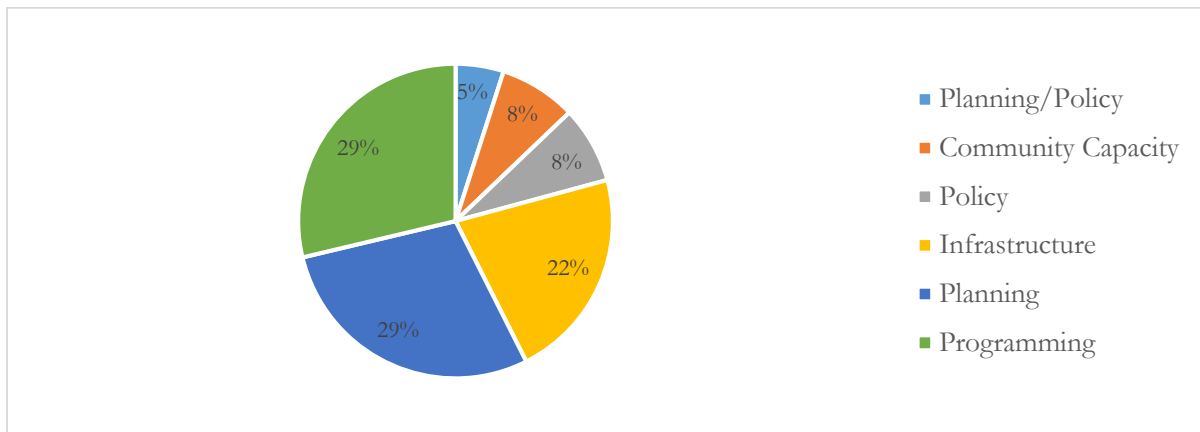


Appendix 2: EPAP Action Item Progress Framework



### Appendix 3: EPAP Action Items Categorical Breakdown

Program Breakdown: Broad Categories		
Category	#	%
Community Capacity	21	8%
Infrastructure	58	22%
Planning	77	29%
Policy	21	8%
Planning/Policy	14	5%
Programming	78	29%
<b>TOTAL</b>	<b>269</b>	<b>100%</b>



Program Breakdown: Specific Categories		
Note: An action item may have multiple specific categories assigned.		
Category	#	%
community engagement/outreach	29	11%
development of new ongoing program	40	15%
existing program expansion	18	7%
existing service expansion/improvement	22	8%
existing facilities expansion/improvement	13	5%
infrastructure project	44	16%
marketing	6	2%
onetime assessment	32	12%
onetime policy development	4	1%
ongoing advocacy	6	2%
ongoing assessment	6	2%
ongoing funding	17	6%
ongoing planning	76	28%
ongoing policy change	15	6%
ongoing staffing	3	1%
partnership development	16	6%
pilot project	7	3%

**Appendix 4: EPAP Action Item Status Breakdown**

EPAP OVERALL		
Action Item Status	#	%
dropped	7	3%
not started	39	14%
planning	60	22%
design	18	7%
implementation	71	26%
complete	18	7%
ongoing support	53	20%
unknown	3	1%
<b>TOTAL</b>	<b>269</b>	<b>100%</b>

City OVERALL						
Action Item Status	Lead		Partner		Combined	
	#	%	#	%	#	%
dropped	5	3%	0	0%	5	2%
not started	22	11%	3	13%	25	11%
planning	46	23%	5	21%	51	23%
design	10	5%	4	17%	14	6%
implementation	51	26%	8	33%	59	27%
complete	16	8%	0	0%	16	7%
ongoing support	45	23%	3	13%	48	22%
unknown	2	1%	1	4%	3	1%
<b>TOTAL</b>	<b>197</b>	<b>100%</b>	<b>24</b>	<b>100%</b>	<b>221</b>	<b>100%</b>
* includes action items where City is current or possible lead						

Number of Action Items Assigned with City Bureau as Lead (current or possible): <b>197</b>	% of total: 73%
Number of Action Items with City Bureau as Lead OR Partner: <b>221</b>	% of total: 82%
*includes EPNO as city agency	

**City Agency/Bureau Breakdown:**

City Council			
Action Item Status	Lead		Partner
	#	%	#
dropped	0	0%	0
not started	4	57%	0
planning	0	0%	1
design	0	0%	1
implementation	0	0%	0
complete	1	14%	0
ongoing support	2	29%	0
<b>TOTAL</b>	<b>7</b>	<b>100%</b>	<b>2</b>

<b>Bureau of Development Services</b>			
<b>Action Item Status</b>	<b>Lead</b>		<b>Partner</b>
	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	1
not started	2	29%	1
planning	0	0%	13
design	0	0%	1
implementation	0	0%	1
complete	0	0%	1
ongoing support	5	71%	1
<b>TOTAL</b>	<b>7</b>	<b>100%</b>	<b>19</b>

<b>Bureau of Emergency Communications</b>			
<b>Action Item Status</b>	<b>Lead</b>		<b>Partner</b>
	<b>#</b>	<b>%</b>	<b>#</b>
dropped	1	100%	0
not started	0	0%	0
planning	0	0%	0
design	0	0%	0
implementation	0	0%	0
complete	0	0%	0
ongoing support	0	0%	0
<b>TOTAL</b>	<b>1</b>	<b>100%</b>	<b>0</b>

<b>Bureau of Environmental Services</b>			
<b>Action Item Status</b>	<b>Lead</b>		<b>Partner</b>
	<b>#</b>	<b>%</b>	<b>#</b>
dropped	1	8%	0
not started	0	0%	0
planning	1	8%	4
design	0	0%	0
implementation	2	15%	7
complete	1	8%	2
ongoing support	8	62%	2
<b>TOTAL</b>	<b>13</b>	<b>100%</b>	<b>15</b>

<b>Bureau of Planning and Sustainability</b>			
<b>Action Item Status</b>	<b>Lead</b>		<b>Partner</b>
	<b>#</b>	<b>%</b>	<b>#</b>
dropped	1	3%	0
not started	2	7%	2
planning	15	52%	9
design	0	0%	5
implementation	2	7%	10
complete	5	17%	3
ongoing support	4	14%	6
<b>TOTAL</b>	<b>29</b>	<b>100%</b>	<b>35</b>

<b>East Portland Neighborhood Office</b>			
<b>Action Item Status</b>	<b>Lead</b>		<b>Partner</b>
	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	0
not started	1	13%	1
planning	1	13%	0
design	0	0%	0
implementation	2	25%	0
complete	1	13%	0
ongoing support	3	38%	0
<b>TOTAL</b>	<b>8</b>	<b>100%</b>	<b>1</b>

<b>Office of Neighborhood Involvement</b>			
<b>Action Item Status</b>	<b>Lead</b>		<b>Partner</b>
	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	1
not started	1	4%	4
planning	1	4%	5
design	0	0%	2
implementation	13	48%	3
complete	1	4%	0
ongoing support	11	41%	13
<b>TOTAL</b>	<b>27</b>	<b>100%</b>	<b>28</b>

<b>Portland Bureau of Transportation</b>			
	<b>Lead</b>		<b>Partner</b>
<b>Action Item Status</b>	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	0
not started	2	5%	2
planning	12	30%	4
design	2	5%	5
implementation	16	40%	7
complete	4	10%	2
ongoing support	2	5%	3
unknown	2	5%	1
<b>TOTAL</b>	<b>40</b>	<b>100%</b>	<b>24</b>

<b>Portland Development Commission</b>			
	<b>Lead</b>		<b>Partner</b>
<b>Action Item Status</b>	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	1
not started	0	0%	1
planning	1	9%	7
design	0	0%	5
implementation	5	45%	8
complete	2	18%	1
ongoing support	3	27%	4
<b>TOTAL</b>	<b>11</b>	<b>100%</b>	<b>27</b>

<b>Portland Housing Bureau</b>			
	<b>Lead</b>		<b>Partner</b>
<b>Action Item Status</b>	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	1
not started	0	0%	2
planning	0	0%	5
design	0	0%	3
implementation	4	67%	5
complete	0	0%	1
ongoing support	2	33%	2
<b>TOTAL</b>	<b>6</b>	<b>100%</b>	<b>19</b>

<b>Portland Parks and Recreation</b>			
	<b>Lead</b>		<b>Partner</b>
<b>Action Item Status</b>	<b>#</b>	<b>%</b>	<b>#</b>
dropped	0	0%	0
not started	5	19%	0
planning	8	31%	3
design	4	15%	1
implementation	4	15%	6
complete	2	8%	1
ongoing support	3	12%	5
<b>TOTAL</b>	<b>26</b>	<b>100%</b>	<b>16</b>

<b>Portland Police Bureau</b>			
	<b>Lead</b>		<b>Partner</b>
<b>Action Item Status</b>	<b>#</b>	<b>%</b>	<b>#</b>
dropped	1	10%	1
not started	0	0%	2
planning	2	20%	0
design	0	0%	0
implementation	2	20%	5
complete	0	0%	0
ongoing support	5	50%	3
<b>TOTAL</b>	<b>10</b>	<b>100%</b>	<b>11</b>

<b>Portland Water Bureau</b>			
	<b>Lead</b>		<b>Partner</b>
<b>Action Item Status</b>	<b>#</b>	<b>%</b>	<b>#</b>
dropped	1	20%	0
not started	0	0%	0
planning	1	20%	0
design	0	0%	0
implementation	0	0%	0
complete	2	40%	0
ongoing support	1	20%	2
<b>TOTAL</b>	<b>5</b>	<b>100%</b>	<b>2</b>

## Appendix 5: Action Items in Need of Reassignment

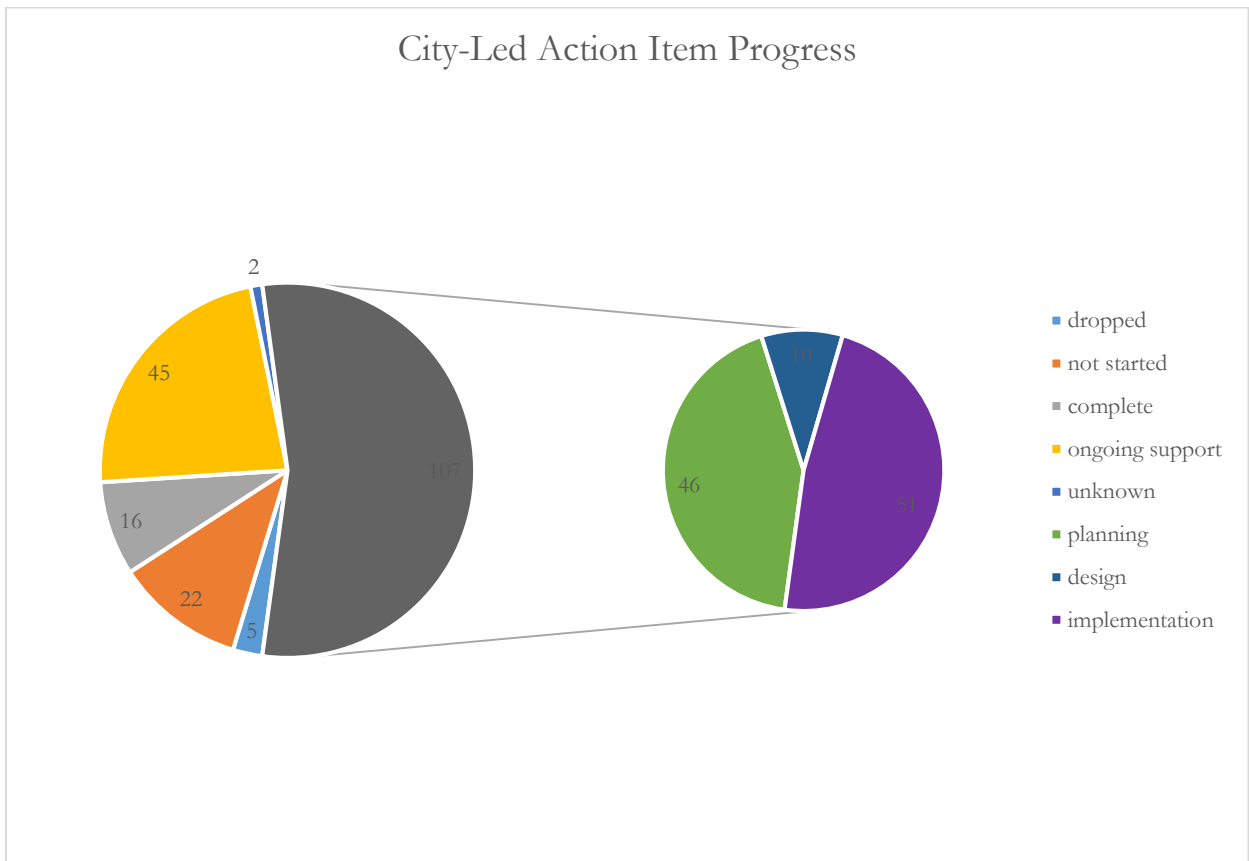
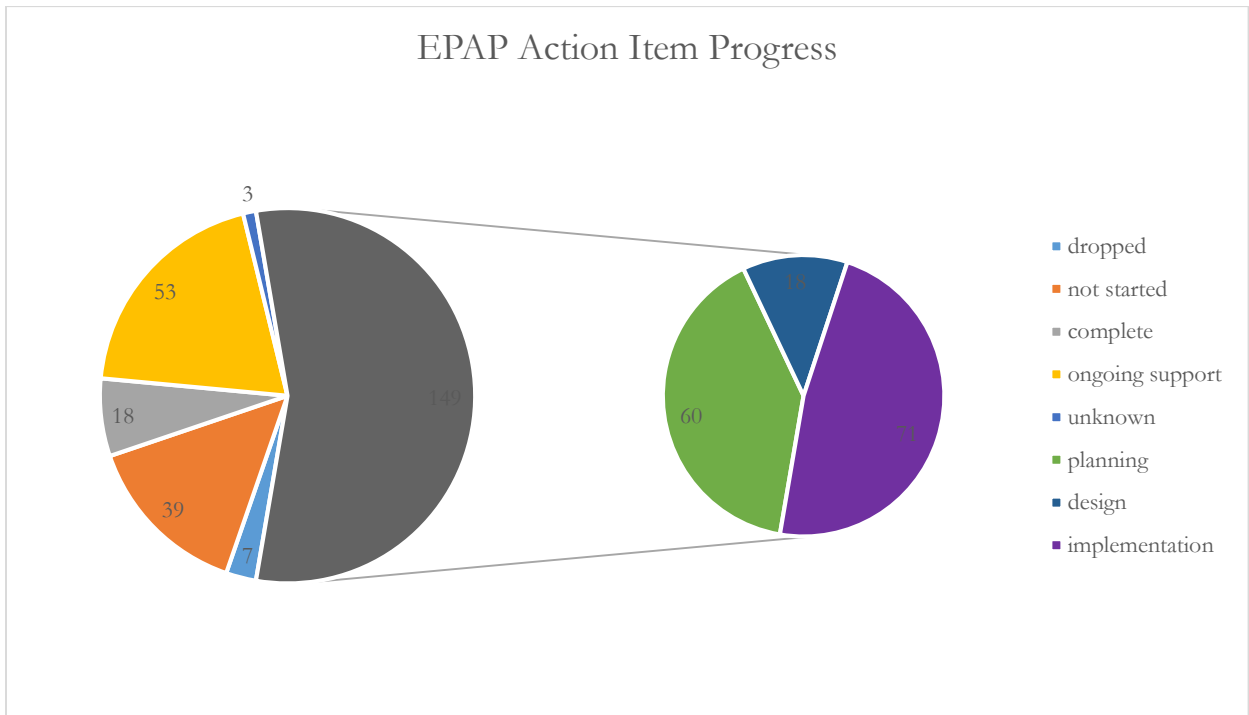
<b>In Need of New Lead</b>		
*includes action items where appropriate lead exists, but addition is suggested		
<b>Action Item Status</b>	<b>#</b>	<b>%</b>
dropped	0	0%
not started	8	33%
planning	4	17%
design	3	13%
implementation	5	21%
complete	0	0%
ongoing support	4	17%
unknown	0	0%
<b>TOTAL</b>	<b>24</b>	<b>100%</b>

<b>In Need of New Lead</b>		
*includes ONLY action items where NO appropriate lead exists		
<b>Action Item Status</b>	<b>#</b>	<b>%</b>
dropped	0	0%
not started	7	37%
planning	4	21%
design	3	16%
implementation	4	21%
complete	0	0%
ongoing support	1	5%
unknown	0	0%
<b>TOTAL</b>	<b>19</b>	<b>100%</b>

Number of Action Items with Unclear Lead Agency (where NO appropriate lead exists OR in need of additional lead): <b>24</b>	% of total: 9%
	% of AIs with City Lead: 12%
*does not include action items where one possible lead was inappropriate and another appropriate lead remained	

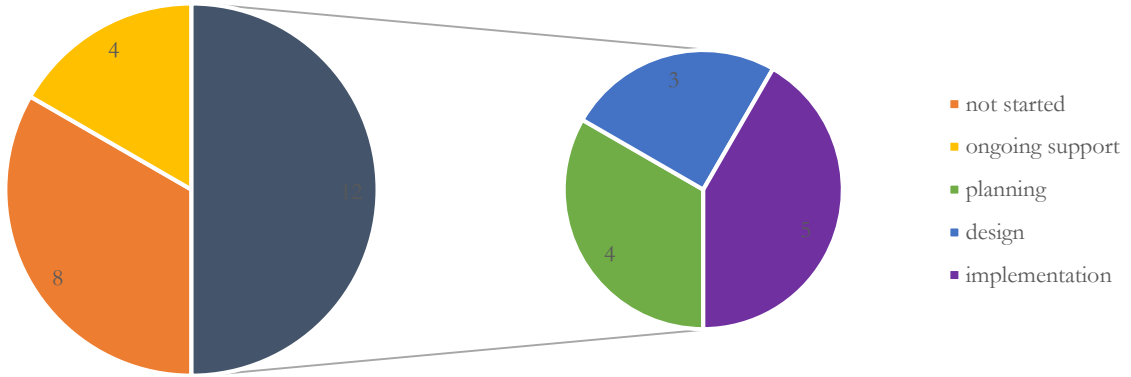
Number of Action Items with Unclear Lead Agency (where NO appropriate lead exists): <b>19</b>	% of total: 7%
	% of AIs with City Lead: 10%
*does not include action items where one possible lead was inappropriate and another appropriate lead remained	

**Appendix 6: Visual Breakdown of Action Item Progress**



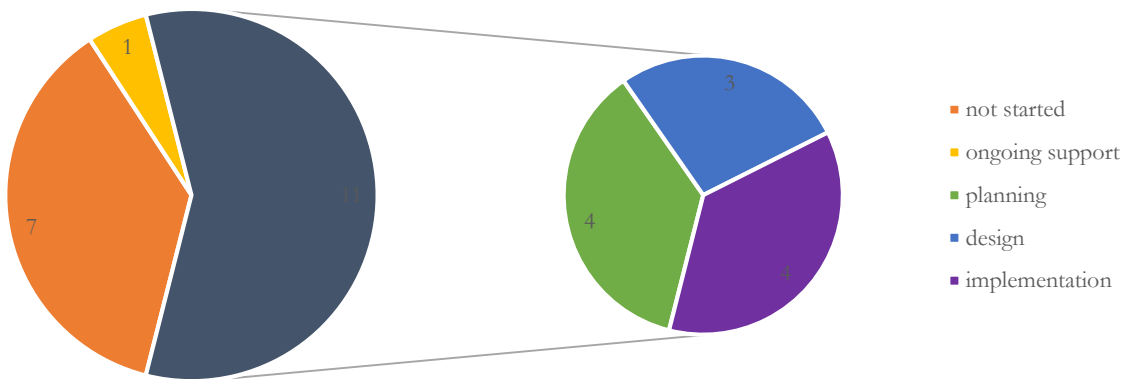


### 24 Action Items Need a New Lead



### 19 Action Items Have NO Appropriate Lead

They are disproportionately not started, and only one is in ongoing support



Appendix 7: EPAP Implementation Framework

