

# MEASURES OF SUCCESS



## 12 Citywide Measures

1. Equity and inclusion
2. Resident satisfaction
3. Educated youth
4. Prosperous households
5. Growing businesses
6. Creating jobs
7. Transit and active transportation
8. Reduced carbon emissions
9. Complete neighborhoods
10. Healthier people
11. Safer city
12. Healthier watersheds

**Y**ou can't track what you don't measure. While there are hundreds of data points within the Portland Plan to track progress, it is simply not feasible to measure everything. Instead, the Portland Plan identifies twelve core measures — each of which can tell us many things about the city.

The twelve Portland Plan measures are like medical vital signs, (for example, heartbeat, temperature, and blood pressure). Each vital sign is a measure of overall health. If one or more is not what it is expected to be, further diagnosis is needed.

Similarly, each Portland Plan measure can provide insight on Portland's overall health. For example, the *educated youth* measure (tracking the on-time high school graduation rate), tells us how many youth are finishing high school on time, but it also indicates whether youth have strong support systems, if early childhood education is adequate and if Portland is likely to have the trained and skilled workforce it needs to compete.

As we implement the five-year action plans, we will evaluate progress on these measures regularly. If the city's progress on a measure is moving in the wrong direction, it is time to evaluate and adjust our approach. We will also benchmark ourselves, whenever possible, to exemplary national and international cities. They are inspiring and offer proof that achieving our ambitious goals is possible.

### Measuring for equitable outcomes

While each measure will track progress on a citywide basis, many of the measures will also examine differences across income and racial and ethnic groups. To ensure better tracking, the Portland Plan partners will continue to expand and improve data collection. As more and better information becomes available, we will expand the evaluation across these categories.

### Regional and local measures

Economic, social and environmental trends affect our city, region and neighborhoods groups in different ways. Therefore, it is also important to measure trends and issues regionally and locally.

#### Regional measures

Greater Portland Pulse - [www.portlandpulse.org](http://www.portlandpulse.org) - (formerly Greater Portland Vancouver Indicators) is the indicators project for the entire Portland-Vancouver region. The City of Portland is an active and engaged contributor to this project. The Portland Plan Indicators and Greater Portland Pulse indicators are complementary and together they provide a robust picture of regional and city health. For more information, please visit: [www.portlandpulse.org](http://www.portlandpulse.org)

#### Local measures

As part of the Portland Plan analysis, we looked at how different parts of the city were faring in terms of the citywide measures of success. A summary of this research is provided at the end of this section. For detailed information on the local measures, please see Appendix C.

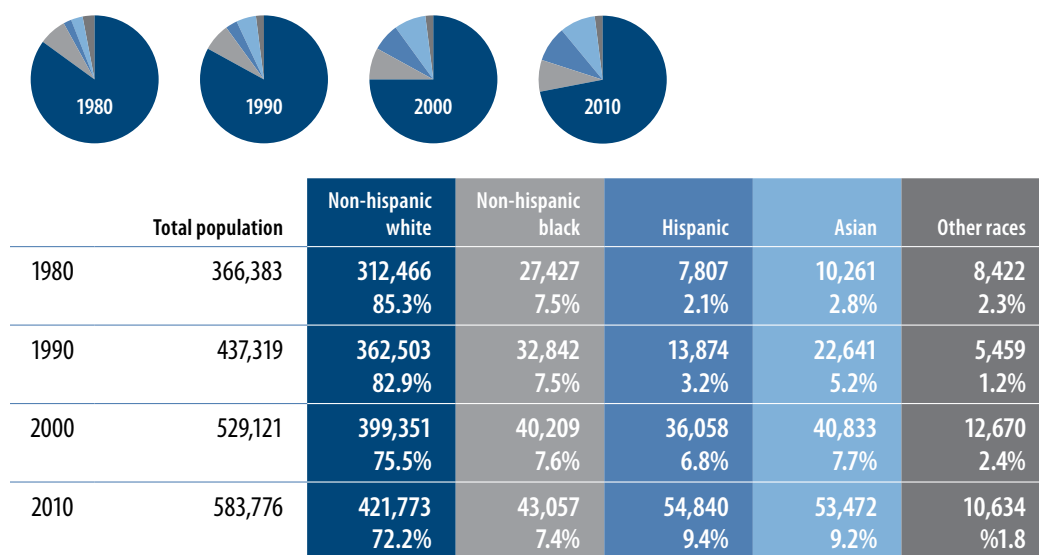
## Population growth and diversity in Portland



Over the last few decades, Portland's population grew 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 additional areas in west Portland. During the 1980s and 1990s, the growth rate was approximately 20 percent each decade, largely attributed to Portland's new and larger boundaries. Between 2000 and 2010, the city's growth rate was less dramatic, approximately 10 percent.

As population increased, so did Portland's racial and ethnic diversity. In 1980, the white population made up 85 percent of the population. In 2010, it was 72 percent of the population. The national average is 67 percent. Despite this trend, Portland is still often described as an overwhelmingly "white city."<sup>1,2</sup> However, if trends continue, Portland will become much more diverse over the next few decades.

### Ethnic and Racial Composition of Portland (city), 1980–2010.



1 Hammond, Betsy. "In a changing world, Portland remains overwhelmingly white." The Oregonian. January 17, 2009. [www.oregonlive.com/news/index.ssf/2009/01/in\\_a\\_changing\\_world\\_portland\\_r.html](http://www.oregonlive.com/news/index.ssf/2009/01/in_a_changing_world_portland_r.html). Accessed July 13, 2011.

2 Renn, Aaron M. "The White City." New Geography. October 19, 2009. [www.newgeography.com/content/001110-the-white-city](http://www.newgeography.com/content/001110-the-white-city). Accessed July 13, 2011.



# 1. Increasing Equity and Inclusion



**W**hen all Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, a healthy natural environment, efficient public transit, parks and green spaces, decent housing, and healthy food and can fully participate in and influence public decision-making, we will have an equitable and inclusive city. We have a long way to go to get there.

While equity is measured in many of the other eleven measures, it is also important to have a separate set of measures that address how well integrated and inclusive the city's population is.

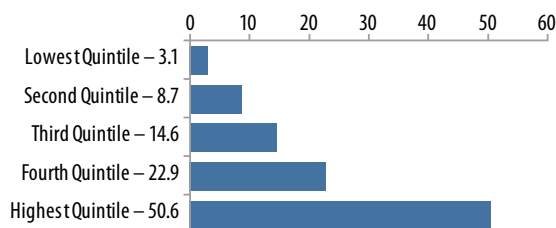
Three measures, when looked at together, help us assess Portland's level of equity and inclusion:

- Income distribution.
- Diversity index.
- Dissimilarity index.

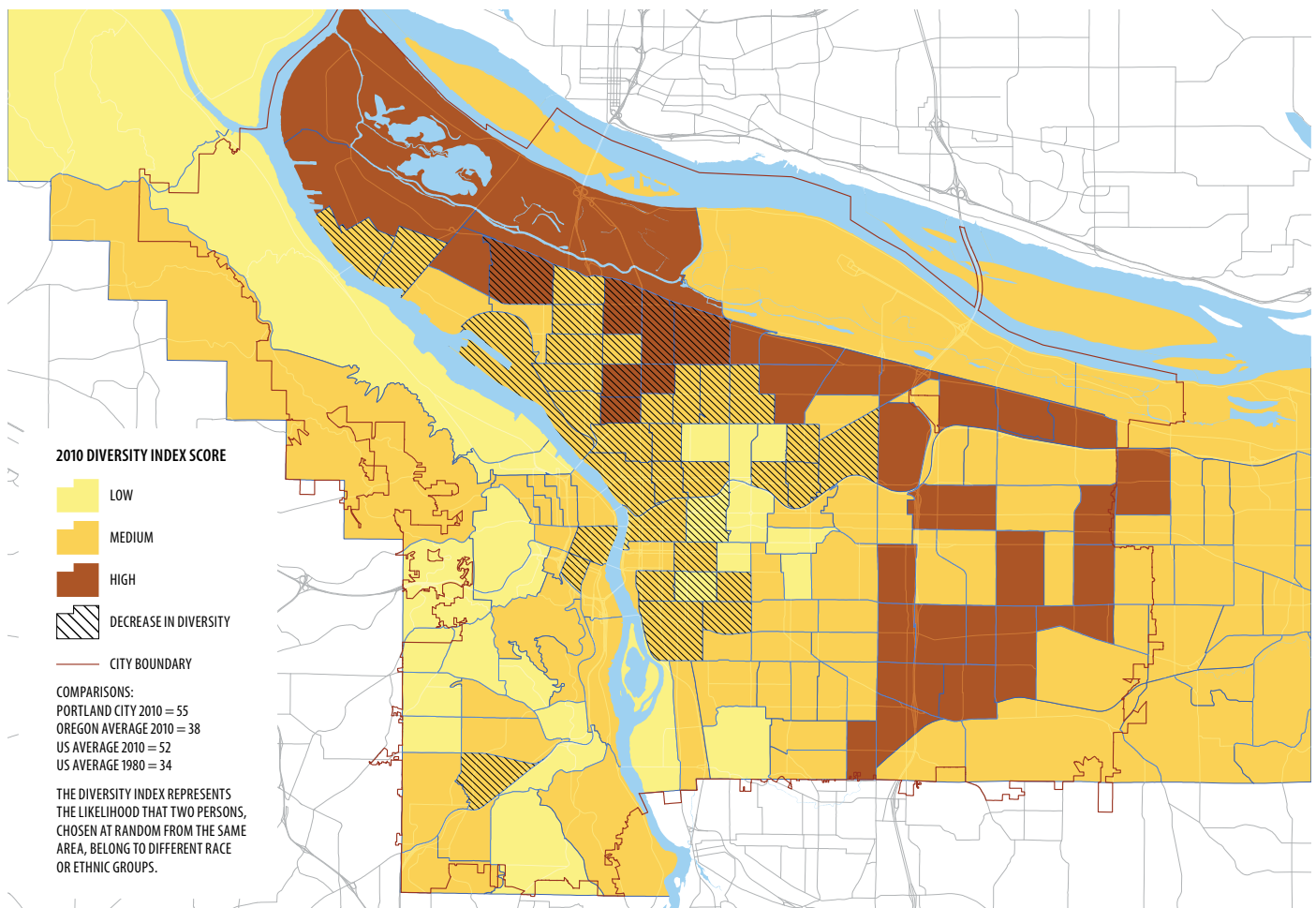
## Income distribution

Portland, not unlike the rest of the country, continues to be less equal with regard to income distribution. The lowest fifth of income earners earned only 3 percent of total income in the city. The highest fifth earned just over 50 percent, more than 15 times that of the poorest fifth. Income distribution in Portland mirrors the income distribution for the nation during the same time period.

**Income Distribution (City of Portland, 2005–09)**



Source: American Community Survey, 2005–09.



## Diversity index

The diversity index reports the percentage of times two randomly selected people differ by race/ethnicity. The index considers persons of Hispanic or Latino origin and all races.

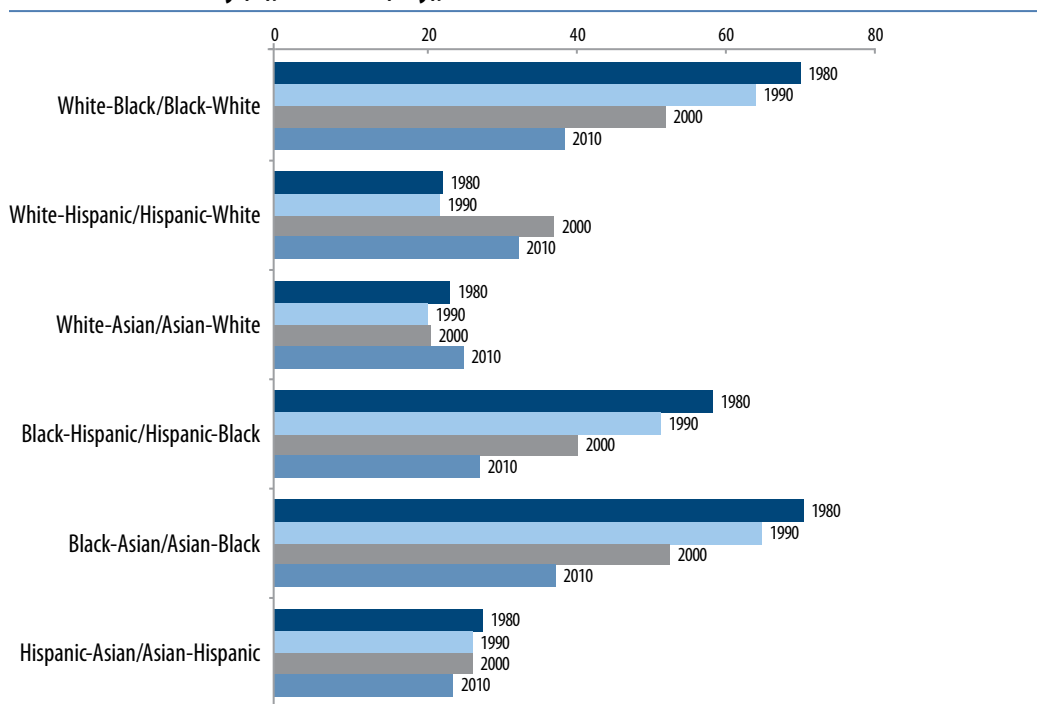
The city of Portland, as a whole, has a diversity index of 55 (2010), which is just above the national average of 52. Oregon's diversity index is 38.

While diversity, overall, is growing, it varies across the city. In 2010, the diversity index shows that census tracts in North, Northeast, and East Portland have high levels of diversity. However, a closer look shows that between 2000 and 2010, diversity has notably declined in Inner North and Northeast neighborhoods. Conversely, the diversity rates in East Portland and parts of deep Southeast have significantly increased.

The distribution and change in diversity suggests that non-white residents are increasingly being pushed to the outer edges of the city, where transit service is less frequent, many streets are unimproved and there are fewer pedestrian-accessible commercial services.

## Dissimilarity Index

Index of dissimilarity (D), Portland (city), 1980 — 2010



Source: US 2010 Discover America in a New Century. American Communities Project. Brown University. 2010 data for Portland (city), Oregon. <http://www.s4.brown.edu/us2010/segregation2010/city.aspx?cityid=4159000>. Accessed July 12, 2011.

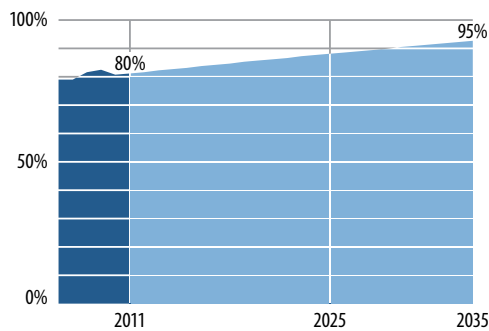
The dissimilarity index (D), measures whether a particular group is distributed across census tracts in the city in the same way as another group. D-scores range from 0 to 100. A high D-score indicates that the two-groups tend to live in different tracts or parts of the city. D-scores range from 0 to 100. A value of 60 or higher is considered very high. Values of 40 to 50 are considered moderate levels of segregation. Values of 30 or below are considered fairly low.

The dissimilarity index (D) values for Portland (city) reveal different levels of integration between population groups over time.

Overall, however, the data for Portland (city) suggests a trend toward less and less segregation, or conversely, increasing levels of inclusivity. In 2010, D-scores for all combinations of populations were all below 40. This means that in Portland, in 2010, the average person's experience (from any population group relative to another population group) across census tracts is typically low to moderate levels of segregation.

That said, Portland remains a relatively homogeneous city. In recent decades, some historically segregated groups have become less so (Whites and African Americans). Alternately, as the Hispanic and Asian populations grow, new patterns of segregation could emerge. As the overall population grows, and the various population groups increase in size, the challenge for Portland will be to maintain inclusive communities (achieve D-scores below 30 for all population combinations).

## 2. Resident satisfaction



**OBJECTIVE: BY 2035, 95 PERCENT OF PORTLANDERS ARE SATISFIED WITH LIVING IN THE CITY AND IN THEIR NEIGHBORHOOD.**

Since 2006, resident ratings of overall city and neighborhood livability have remained relatively steady. In 2010, over 80 percent of residents reported positive feelings about livability about the city and their neighborhood, suggesting relatively high satisfaction with living in Portland.

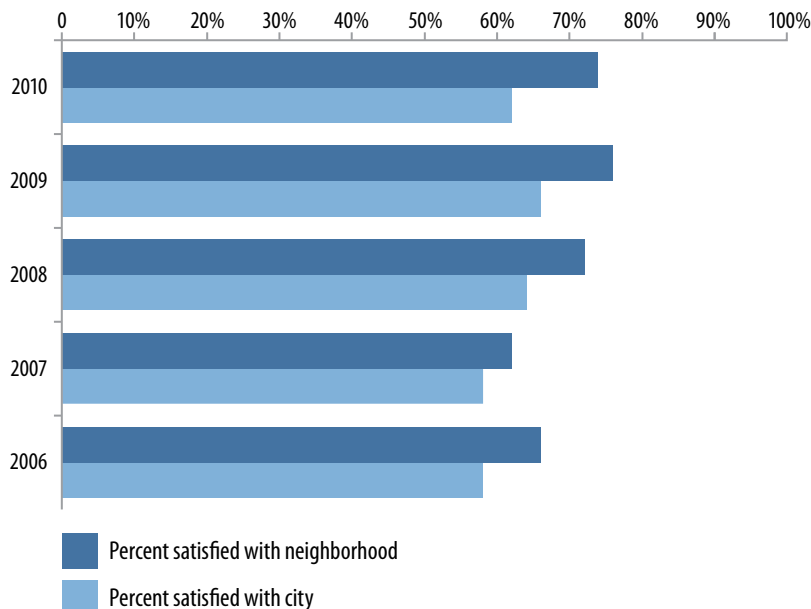
### Why measure Portland's level of satisfaction with living in the city?

Portlanders' responses to this question says a lot about how services are distributed and how smoothly the city is running. If your streets are clean, neighborhoods feel safe, you have a job and getting to work isn't that difficult, you are more likely to be fairly satisfied with living in the city and your neighborhood. This measure survey question is the equivalent of an earnest, "How are you?" It is a good starting point for a more detailed conversation about what is going on in your life and in your city.

Currently this survey question is the best available measure available. As methods to quantifying happiness, well-being or quality of life improve, the City will adjust its monitoring methods to more accurately reflect residents' overall levels of satisfaction with living in the city.

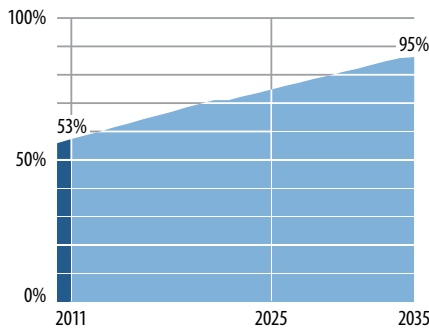
### How aggressive is this target?

Over the next 25 years, it can be met if we achieve about one-half percent improvement every year.



Source: 20th Annual Community Survey Results, November 2010.

### 3. Educated youth



**OBJECTIVE: BY 2035, 95 PERCENT OF STUDENTS GRADUATE FROM HIGH SCHOOL ON TIME.**

**ON A YEARLY BASIS, THE DISPARITY IN ON-TIME GRADUATION RATES BETWEEN WHITE AND ASIAN STUDENTS AND AFRICAN AMERICAN, NATIVE AMERICAN AND LATINO STUDENTS IS REDUCED AND THE ACHIEVEMENT GAP CLOSSES.**

Today, the on-time high school graduation rate, which measures the percentage of students who complete high school in four years, is well below an acceptable level in most Portland area school districts. With the exception of the Riverdale School District, the 2009–10 cohort graduation rates for Portland’s five main public school districts were below 60 percent.

It is critically important to note that African American, Hispanic and Native American students graduated from high school at far lower rates than their Asian and white classmates. In 2009-10, in all district schools, 47 percent of African-American students, 41 percent of Hispanic students and 39 percent of Native American students graduated in four years, half the graduation rate of white and Asian students. Closing the achievement gap and working to ensure that more African American, Native American and Hispanic students graduate on time is critical to ensuring a more equitable and prosperous city.

Although some students find an alternate path — finishing high school early, later or through alternative programs — the on-time high school graduation rate remains a solid measure of many important things. It tells us about the strength of student support networks, from kindergarten to the late teen years and it indicates whether we are likely to have an able and well-trained work force, which is critical to a strong economy and a safe and healthy city.

Today’s economy is skill dependent. Most living-wage jobs now require education or training beyond high school. In addition, according to Talent Dividend Metrics: A Program Report, (Cortright, J. Impresa Consulting, April 2010), increasing the number of individuals who earn a two-year or four-year degree by age 24 by 1% is estimated to boost the local economy by \$1.6 billion annually. If local schools have low on-time graduation rate, it is less likely that Portland youth will later complete post-secondary education or training programs.

High school graduation is a key step on the way to completing career training, securing a quality job and fully participating in community and civic life. Missing that step, often and easily sends students off course. Students that do not graduate from high school are less likely to secure stable living wage employment as adults and may be less able to support themselves and their families as adults.

**HIGH PERFORMER:** *Our goal is in line with Germany, Japan, Norway, among a few other countries, which graduate over 90% of their secondary students at the typical age of graduation.*



## How aggressive is this target?

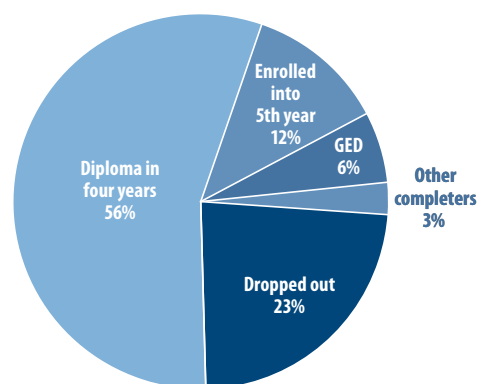
The David Douglas, Parkrose, Reynolds and Portland Public Schools all saw slight increases in graduation rate between the 2008–09 and 2009–10 school years. Raising the graduation rate to 95 percent for all school districts will take a lot of work, but is clearly worth it.

### High school on-time graduation rate in various Portland area school districts, 2009–10

District Name	2009–10	2008–09
Centennial	57.5%	61.6%
David Douglas	61.3%	57.28%
Parkrose	57.93%	54.63%
Portland	53.55%	53.29%
Reynolds	57.75%	53.26%
Riverdale	100%	98.11%

Source: Oregon Education Department. July 2011.

### High school on-time graduation rate, all area high schools combined, 2009–10



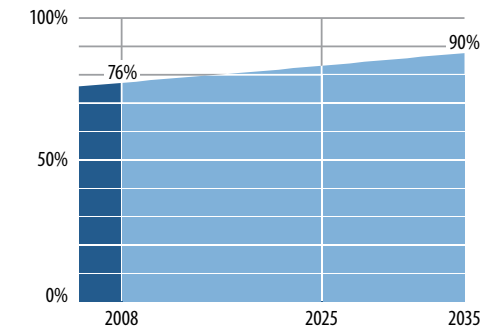
Source: Oregon Education Department. July 2011.

### Four-year graduation rate by race or ethnicity (weighted average of all Portland area school districts), class of 2010

Race or Ethnicity	Weighted Mean	Number of Students
Asian	66%	438
White	63%	2,310
Black	47%	428
Hispanic	41%	458
Native American	39%	41
Multi-ethnic	62%	101
Declined	29%	23

Source: Oregon Education Department, July 2011 (cohort media file 2009–2010) with calculations by City of Portland, Bureau of Planning and Sustainability.

# 4. Prosperous households



**OBJECTIVE: BY 2035, 90 PERCENT OF PORTLAND HOUSEHOLDS ARE ECONOMICALLY SELF-SUFFICIENT.**

Today, approximately 77 percent of Portland households earn enough income to be considered economically self-sufficient. The Self-Sufficiency Index measures whether an income is sufficient to meet the basic needs of most adults, including the cost of housing, childcare, food, health care, and transportation. Unlike the federal poverty measure, this standard looks at “real world” household costs, not just the cost of food. The index reflects the variation in the cost of these items by geography and the effect of taxes and tax credits on household income.

For example, using the federal poverty level as a threshold, the annual income threshold of the federal poverty level for a household with an adult and infant was \$14,840 (2008). In comparison, the Self-Sufficiency Index posits that an annual income of \$35,711 is needed to meet the basic needs of the same family. Unfortunately, this income substantially exceeds the average 2008 earnings in Multnomah County. In 2008, the average income of a retail worker was \$27,300, for food service, \$16,600 and for personal service workers, \$25,360.

Low-income residents have generally lost ground during the economic growth of recent decades. From 1979 to 2005, Oregon households in the bottom fifth of the income distribution have seen a

14 percent decline in their inflation-adjusted average income. In particular, income disparities persist for communities of color, residents with disabilities, young female householders, and other groups.

## How aggressive is this target?

Meeting the 90% target of self-sufficient households will require aggressive new tools to reduce barriers to upward mobility for the working poor, such as training for disadvantaged workers, affordable childcare, and initiatives to reduce racial and ethnic disparities.

Portland’s Economic Opportunity Initiative launched in 2004 refocused local poverty-reduction efforts, and it has been replicated as a national model. The program goal is to increase the income and assets of low-income participants by 25 percent within three years, primarily through job training and placement. In 2008–09, the program served about 2,600 participants, and 3-year graduates achieved success with 90% of the program’s workforce goals.

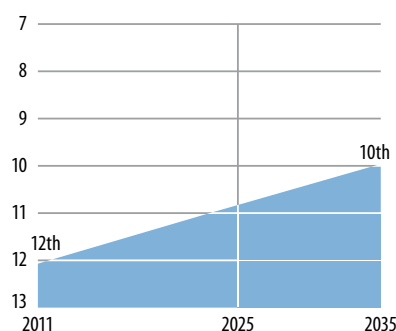
Currently, the standard is calculated at the county level, but not at the city level. Nevertheless, it illustrates that in Multnomah County many more households — more than double the households than the federal poverty level captures — struggle to meet their everyday needs.

Percent of Portlanders who are economically self sufficient (2008)

Geography	Income Category			Total
	Below Poverty	Above Poverty, Below Self-Sufficiency	Above Self-Sufficiency	
Multnomah County (Portland)	10.3%	13.2%	76.5%	100%
Washington County	6.7%	18.9%	74.3%	100%
Clackamas County	6.1%	18.7%	75.2%	100%

Source: Gu, Danan and Sheila Martin, et. al. *Where the Ends Don't Meet: Measuring poverty and self-sufficiency among Oregon's families.* Institute of Metropolitan Studies, Portland State University. March 2010.

## 5. Growing businesses



**OBJECTIVE: BY 2035, THE METROPOLITAN REGION RANKS 10 OR BETTER AMONG U.S. CITIES, IN TERMS OF EXPORT VALUE.**

The Portland-Vancouver-Beaverton, OR-WA, metropolitan region relies on its export-oriented economy. Exports are about 20 percent of the region's total economy, supporting over 125,000 jobs. In the 100 largest metro areas in the U.S., exports are, on average, 10 percent of regional economies. The Portland metropolitan region exported about \$22 billion in goods and services in 2008, ranking it 12th among the top 100 largest metropolitan areas. By 2035, the metropolitan region needs to move up the list and have a rank of 10th or better.

The more than 125,000 "traded-sector" jobs that are part of Portland's export economy tend to pay higher wages. In the Portland region's largest export industry, computers and electronic products, the average wage was more than \$90,000. That's double the national average wage.

Part of this export economy depends on the state's global trade gateway in Portland's harbor and Columbia Corridor industrial districts. The 80,000 jobs in these districts are a core part of the city's living-wage job base and support employment and businesses statewide. The strength of Portland's trade gateway compared to other West Coast ports has been mixed. The region's share of the West Coast's waterborne export trade (in terms of product value) increased slightly from 8.7% in 2003 to 8.9% in 2010. However, during that same time period, the value of exported waterborne cargo decreased (in terms of Portland's percent of the total from all West coast ports) from 4.5% in 2003 to 4.0% in 2010.

Example of recent success — Portland's economic development strategy is focused on the promotion of five target sectors that can provide future growth in the total amount and range of Portland's export of goods and services. Also, construction began this year on Subaru's expansion into a new \$20 million parts distribution center in Rivergate. Import distribution centers such as this one have strategic value for Portland's growth as a trade gateway, by improving our export/import balance for container cargo. This facility is also the region's first new major for-lease warehouse development since 2008, helping to turn the corner in our recession recovery.

### How aggressive is this target?

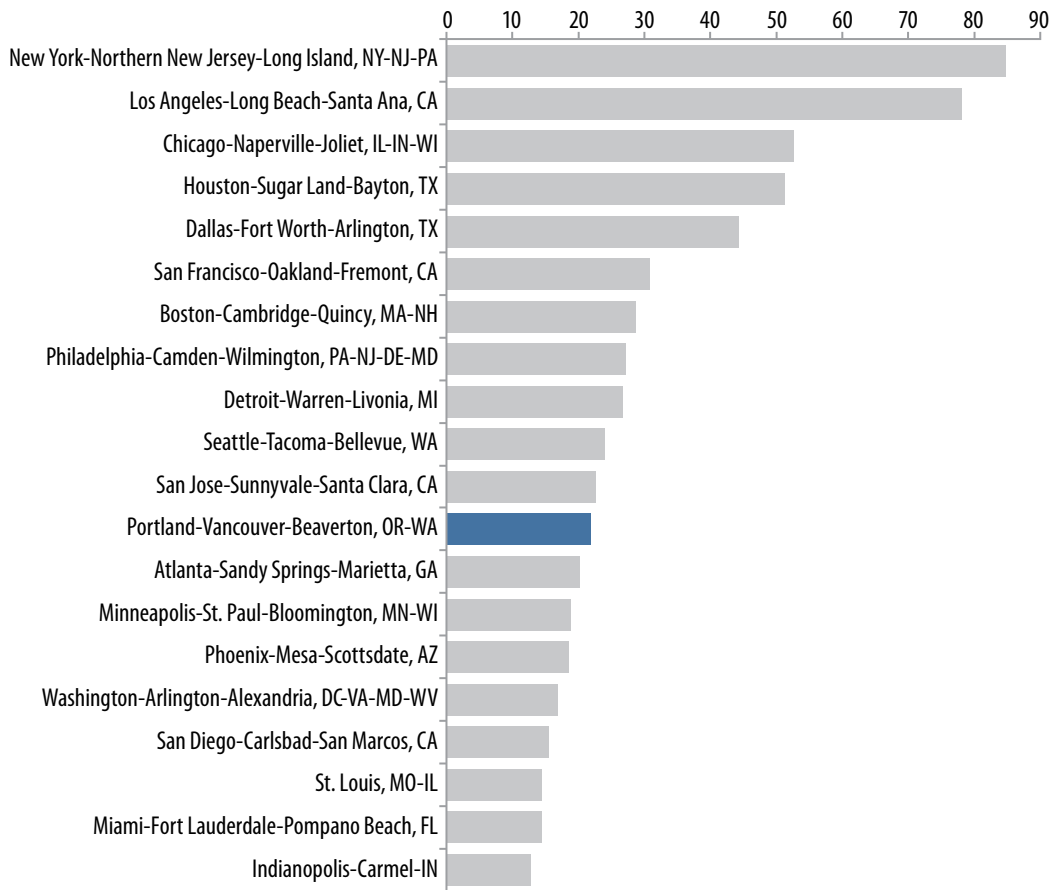
Meeting the target will require aggressive responses. Freight mobility is challenged by the forecast doubling of regional freight tonnage by 2035, tightening transportation budgets, and increasing urban congestion.

### What is the traded sector?

The traded sector is the portion of the local economy that serves regional, national and international markets. Traded sector businesses are businesses that create a product here, but sell or trade it with businesses or people who are not part of the local economy.

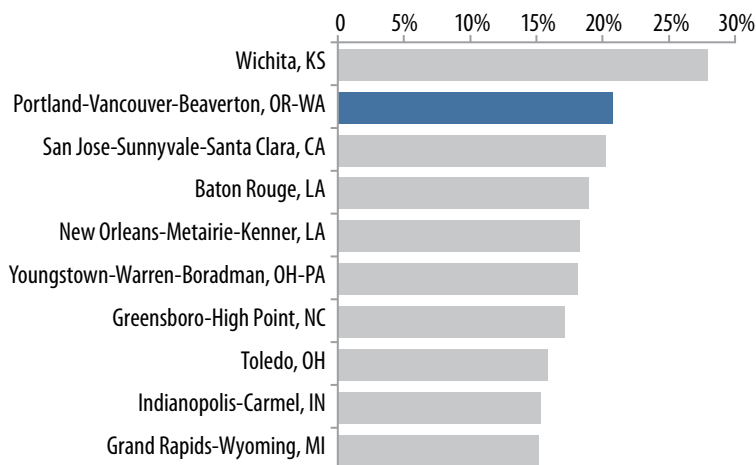
**HIGH PERFORMERS:** *Metropolitan areas throughout the world experienced the impact of the recession and recovery quite differently. Some are still experiencing lingering effects; some even avoided the recession or are on a path to full recovery. Among those that are on the road to full recovery include Singapore, Rio De Janiero, Melbourne, and Austin, all of which are among the top 30 economic performing cities during the recovery period (2009–10).*

## Top 20 metropolitan areas by total exports produced, 2008 (in billions of dollars)



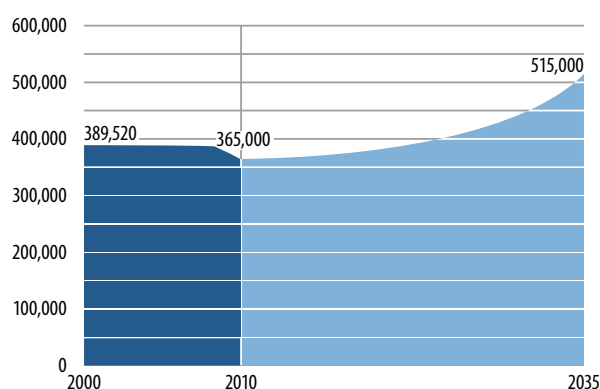
Source: Emilia Istrate, Jonathon Rothwell, and Bruce Katz, *Export Nation: How U.S. Metros Lead National Export Growth and Boost Competitiveness* (Washington, D.C., Brookings Institute, July 2010). Brookings analysis of Moody's Economy.com, USITC, BEA, IRS, and IIE data.

## Metro areas ranked by exports as share of gross metropolitan product



Source: Emilia Istrate, Jonathon Rothwell, and Bruce Katz, *Export Nation: How U.S. Metros Lead National Export Growth and Boost Competitiveness* (Washington, D.C., Brookings Institute, July 2010). Brookings analysis of Moody's Economy.com, USITC, BEA, IRS, and IIE data.

## 6. Creating jobs



In 2010, there were about 365,000 jobs in Portland. This objective calls for increasing the number of jobs in Portland to more than 515,000.

### How aggressive is this target?

This target is aggressive, but we must pursue it. Portland's economy needs to grow to support both today's and tomorrow's Portlanders. In addition, we all know that Portland residents have jobs outside the city, and residents from suburban cities work in Portland, so it also will be important to grow jobs region-wide. Portland's target contributes to regional economic development goals.

To increase the number of jobs in the city by nearly 150,000 between now and 2035, private industry and the City and suburban jurisdictions must work together to implement the adopted Economic Development Strategy, address commercial and industrial land supply needs, redevelop brownfields, improve and expand infrastructure and improve workforce training to better meet business and industry needs. Partnerships with our higher education and private sector partners will be crucial to our success.

The City's Economic Development Strategy, adopted in 2009, sets a goal of 10,000 new jobs in the five year period ending in 2014. Over 1,900 new jobs were created in the first two years of implementation.

**OBJECTIVE: BY 2035, PORTLAND WILL BE HOME TO OVER 515,000 JOBS, PROVIDING A DIVERSE AND ROBUST JOB BASE FOR PORTLANDERS.**

### Target sector business development, innovation, and international trade

Portland's adopted Economic Development Strategy calls for supporting the traded sector industries in which Portland has a competitive advantage—Advanced Manufacturing, Athletic and Outdoor, Clean Technology and Software—to increase the global competitiveness of these engines of economic growth and to retain and create living-wage jobs. The strategy includes investing in urban innovation to position Portland at the cutting edge of sustainable solutions and maintain the vibrancy of our central city.

### Infrastructure

In coming decades, the City must invest in freight mobility improvements as well as transportation demand management (reducing auto travel by increased use of transit, telecommuting, bicycling and walking) to help support job growth across all industries. The City must also implement our broadband strategic plan to support high tech industry clusters as well as improve our transportation network to provide better access to employment across the city. At the same time, we need to continue to maintain and upgrade the systems we already have. Portland and the region, will need to develop new ways to fund infrastructure if we want to provide a nationally competitive and innovative business environment.



### Land supply

The Oregon statewide planning system requires that all cities have an adequate land supply to meet the needs for future job growth. At the same time, Portland is a land locked city. So to meet this need, we will have to:

- Increase productivity from existing employment land and facilities through reinvestment and modernization.
- Remove obstacles to redevelopment.
- Address difficult issues related to protecting environmentally sensitive land while accommodating the demand for redevelopment, especially in the industrial areas along the riverfront.

Current estimates are that Portland will need over 3,600 acres of land to accommodate projected job growth, including about 1,900 acres for industrial jobs. However, Portland currently only has about 3,200 acres of vacant or potentially redevelopable land, most of which has some kind of constraint that will make it challenging to develop.

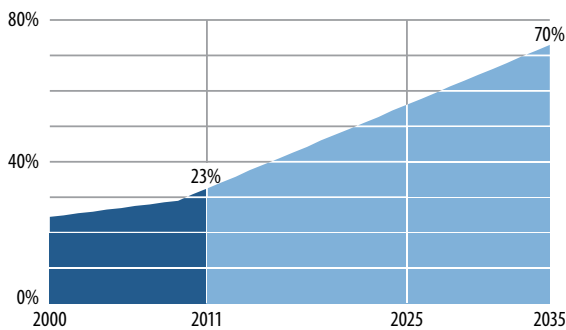
- Portland has an estimated 1,050 acres of potential brownfields, which represent nearly one-third of the developable employment land supply. Due to the cost of clean-up, market studies tell us that the private sector is likely to only clean-up and redevelop about one-third of these brownfields by 2035, so we will need new programs and incentives to encourage clean-up and reuse of more of these areas.
- Portland has approximately 300 acres of industrial land with environmental resources, such as wetlands or riparian areas. Part of this land can be developed, but mitigation costs must be considered.
- The remainder of the land supply needed to meet the 2035 jobs forecast must come from increasing the number of jobs per acre in our existing employment districts. This comes from new business development, changes in the types of businesses, and capitalizing on Portland's competitive advantages.

To reach our job target, the City must work with the private sector and regional partners to make strategic and coordinated investments to overcome these barriers to redevelopment.

### Education and job training

The city has a well-educated workforce, nearly 40 percent of Portland adults have a college degree, but many young people and adults do not have the education or skills they need to succeed in today's job market. We need to make sure that all Portlanders receive the education and training they need to succeed. Building a qualified workforce that meets the employment needs of Portland businesses should be a collaborative effort on the part of all service providers including higher education institutions, community colleges, public schools, job training organizations and local businesses.

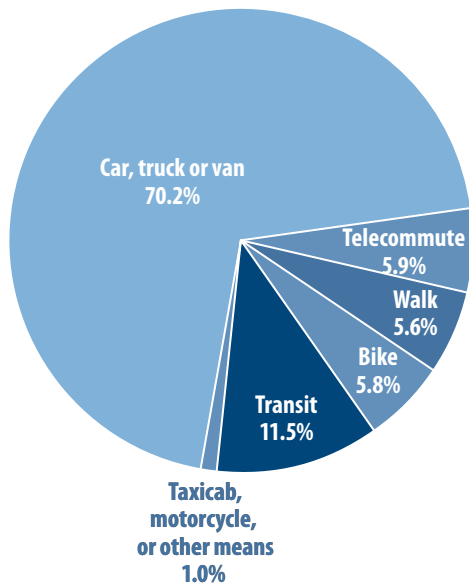
## 7. Transit and active transportation



**OBJECTIVE: BY 2035, 70 PERCENT OF PORTLANDERS TAKE TRANSIT, ACTIVE (THEY WALK OR BIKE) OR LESS POLLUTING TRANSPORTATION TO WORK.**

About 23 percent of the nearly 300,000 workers that are 16 years and older in Portland, either walk, bike or take transit to work (2009). An additional six percent telecommute. This is a high number, when compared to our national average and many other cities. However, if we are going to achieve both our health and carbon reduction goals, more Portlanders will need to choose alternatives to driving a car to work.

### Work Commute Transportation Modes



U.S. Census, 2009 American Community Survey 1-year Estimates. Table S0801. Commuting Characteristics by Sex. Means of Transportation to Work. Portland city, OR.

We picked a 70 percent transit and active transportation to work mode split target because that is what the Climate Action Plan and related science suggests will be necessary to achieve our adopted carbon emissions reduction goal.

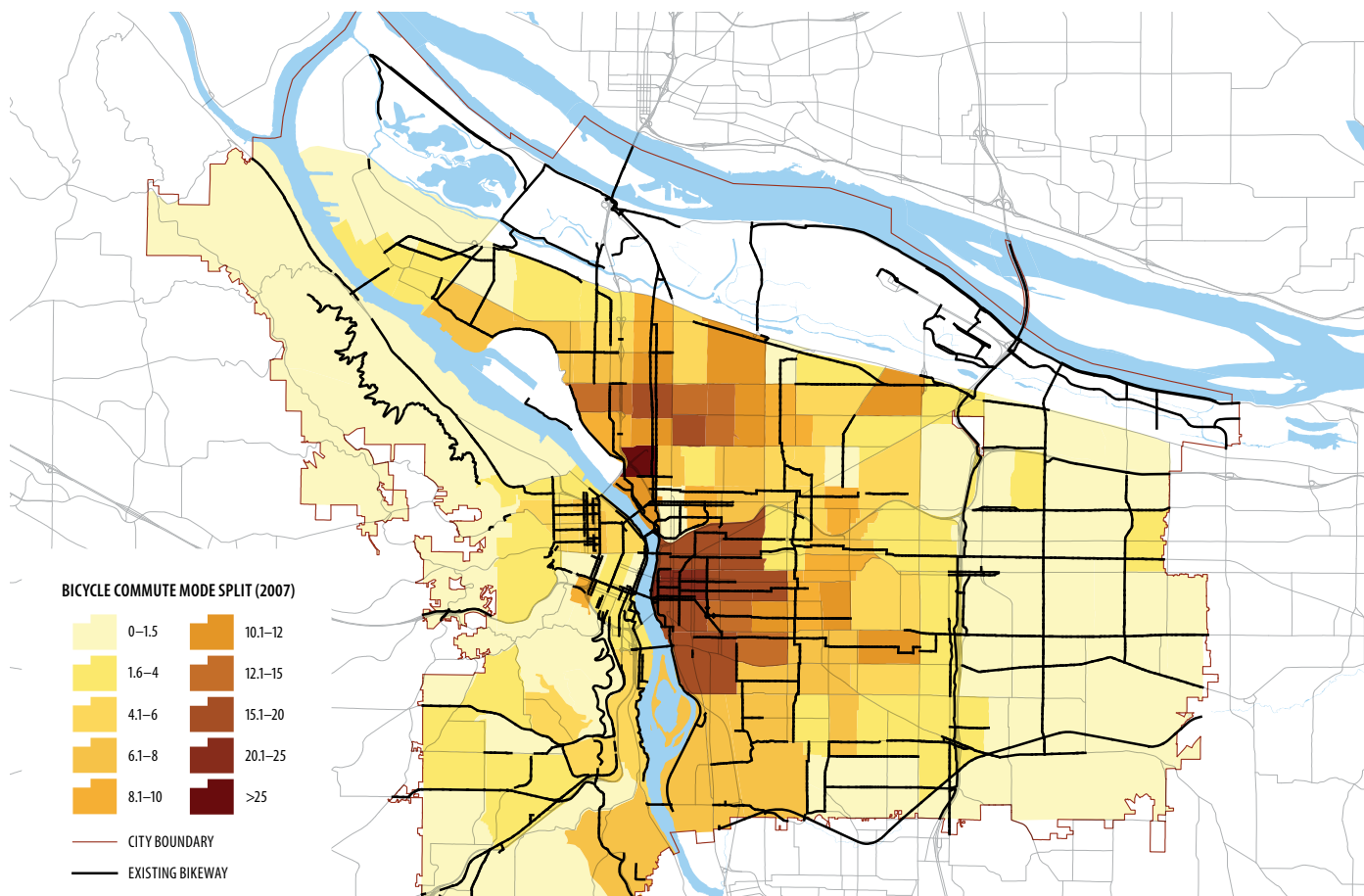
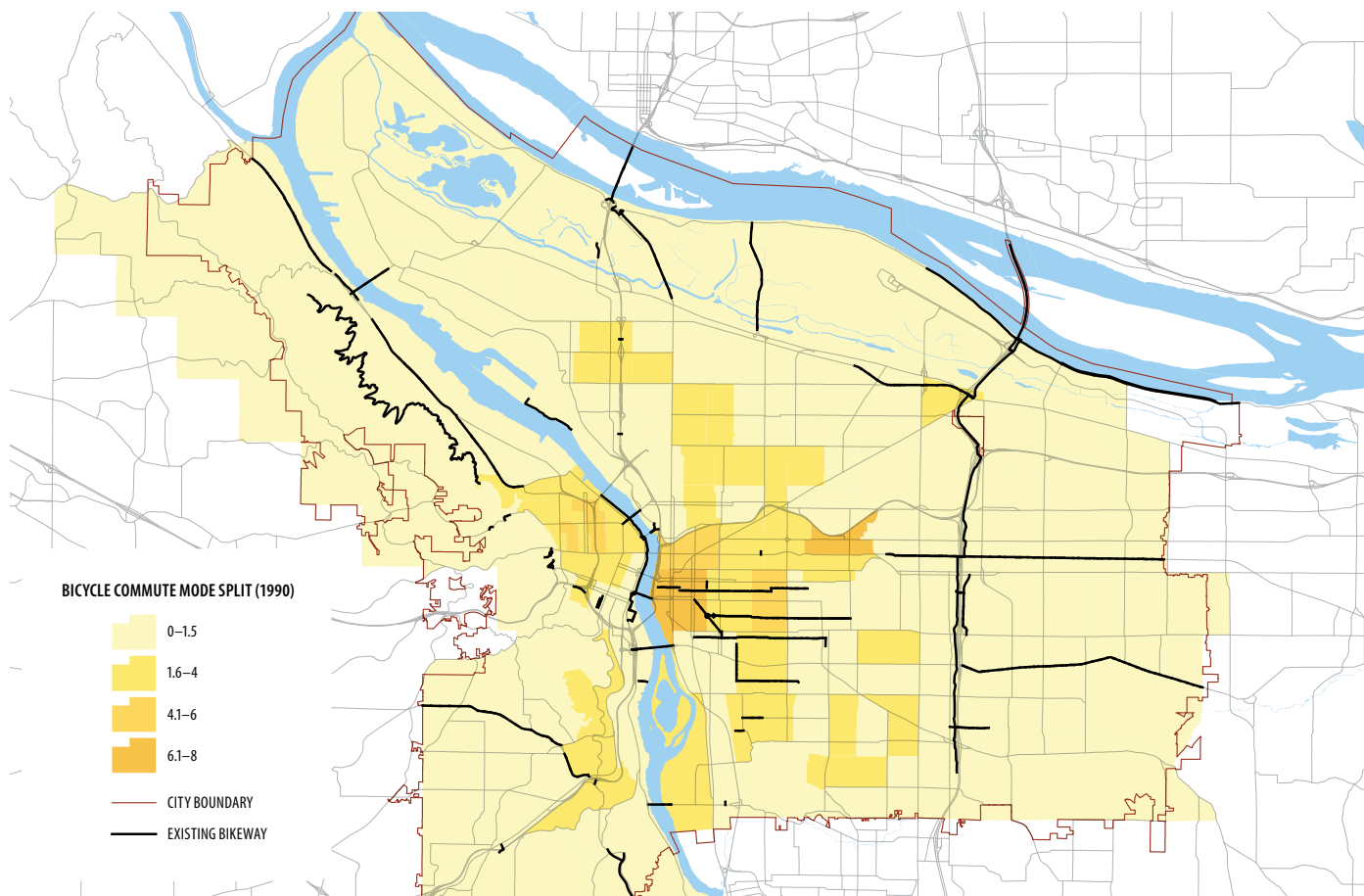
### How aggressive is this target?

An annual increase of 1.6 percent is needed to achieve a 70 percent active and less polluting transportation mode split.

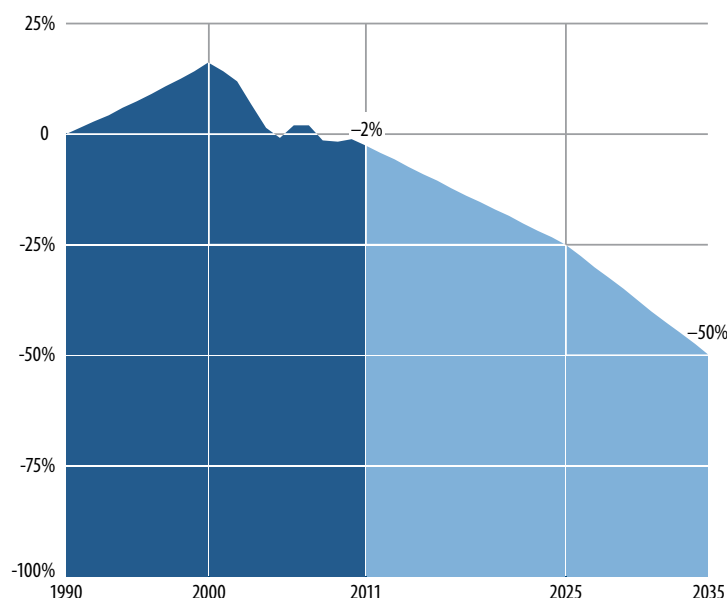
Fortunately, we have seen positive movement on this objective in recent decades. As the two maps on the next page show, the bike mode split significantly increased between 1990 and 2007. Today, in some neighborhoods, the bicycle commute rates are above 20 percent.

In addition to continuing to make biking safe and easy for more Portlanders, progress is also required to make it easier and safer for more Portlanders to access frequent transit service year round. In many of the densely populated areas in East Portland, transit access is limited due to lack of sidewalks and limited transit service.

**HIGH PERFORMERS:** Berlin, Copenhagen, Stockholm, and Zurich have some of the best urban transportation options in the world. In these cities, over 60 percent of commuters use alternative forms of getting to work. Amsterdam and Copenhagen are among the most bicycle-friendly cities in the world.



## 8. Reduced carbon emissions



**OBJECTIVE: BY 2035, CARBON EMISSIONS ARE 50 PERCENT BELOW 1990 LEVELS.**

In 2009, carbon emissions in Multnomah County (including Portland) were about two percent below 1990 levels and 15 percent below 2000 levels. A two percent reduction below 1990 levels may sound like a small reduction in emissions, but it is more than the U.S. as a whole and more than many other nations. For comparison, U.S. total emissions in 2009 were about eight percent above 1990 levels. Clearly we are headed in the right direction.

But, we need to do more. Climate scientists have determined that reductions of 50 to 80 percent below 1990 levels by 2050 are needed to avert increasingly warmer, more volatile weather patterns, rising sea levels and other potentially catastrophic impacts from climate change.

Currently, Portland residents and businesses spend more than \$1.6 billion a year on energy, with more than 80 percent of those dollars going toward gasoline, diesel, coal, and natural gas, all of which generate substantial carbon emissions. Because Oregon has almost no fossil fuel resources, dollars spent on these energy sources contribute little to the local economy. By redirecting energy dollars to pay for efficiency improvements and non-fossil fuel energy, businesses and residents spend more money locally, thus expanding markets for locally produced products and services.

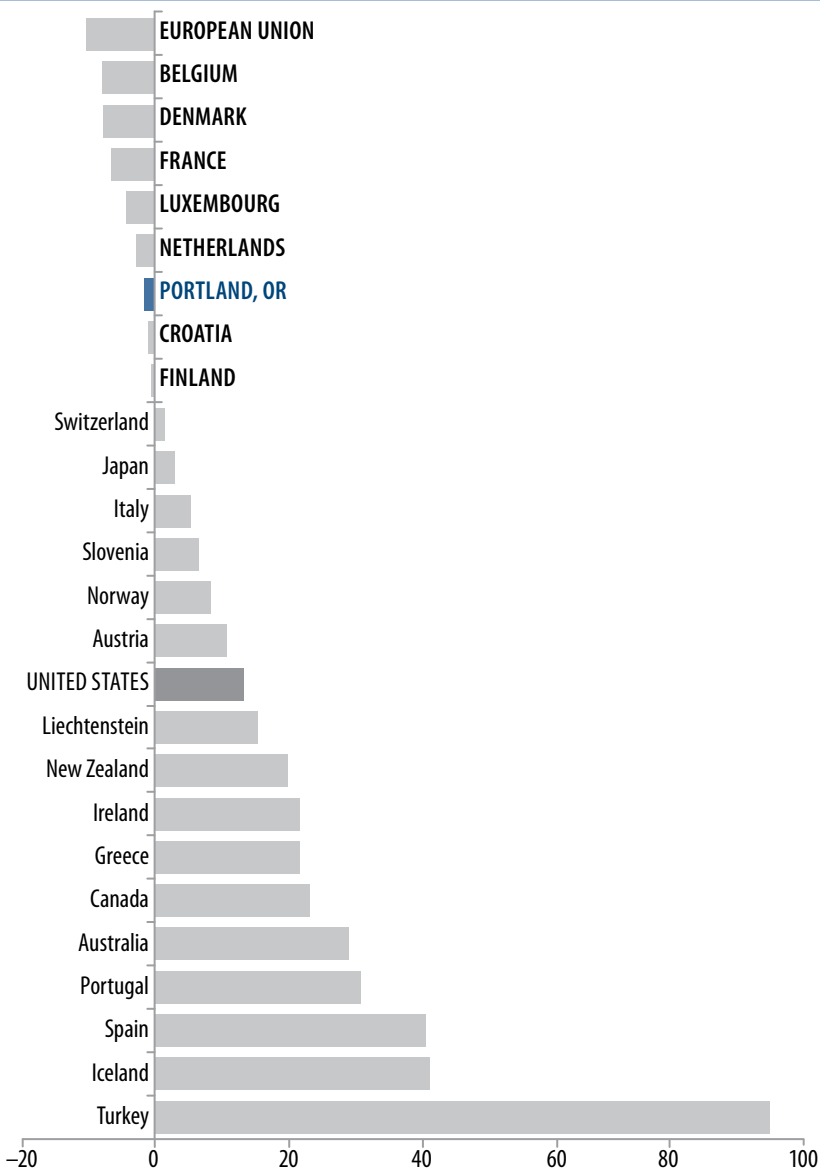
### How aggressive is this target?

This is a very ambitious target, but we are committed to doing all we can to reach it. In 2009, the Portland City Council adopted the Climate Action Plan, which directs the city to reduce local carbon emissions 80 percent by 2050. This “80% by 2050” reduction is based on climate research supported by international climate change organizations. It is supported by the International Panel on Climate Change (IPCC) and recognized firmly by the United Nations Framework Convention on Climate Change. The Portland Plan supports and will help implement the Climate Action Plan goal.

For more information about how we will work to meet this target, check out the Climate Action Plan:  
[www.portlandonline.com/bps/cap](http://www.portlandonline.com/bps/cap)



Percent change relative to 1990 baseline greenhouse gas (GHG) emissions, 2008

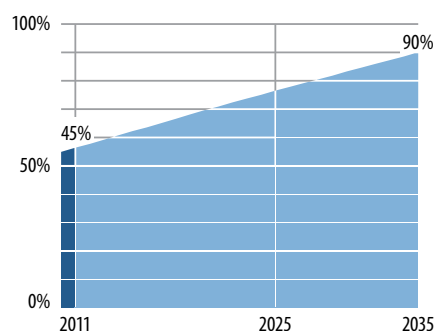


Source: National greenhouse gas inventory data for the period 1990–2008. Framework convention on Climate Change. United Nations. November 4, 2010.

**HIGH PERFORMER:** Germany and the United Kingdom have reduced their overall carbon emissions by about 20 percent below 1990 levels.



## 9. Complete neighborhoods



**OBJECTIVE: BY 2035, 90 PERCENT OF PORTLANDERS LIVE WITHIN A QUARTER TO HALF-MILE OF SIDEWALK-ACCESSIBLE COMPLETE NEIGHBORHOODS.**

Having safe, convenient and walkable access to schools, parks, a grocery store and transit can help reduce household transportation costs, make it easier to incorporate exercise into your daily life and reduce carbon emissions. However, today, only about half of all Portlanders live in areas with good access to schools, parks, grocery stores, sidewalks and transit, according to the City of Portland's 20-minute neighborhood index. The 20-minute neighborhood index measures access to services and amenities, such as parks, healthy food retail locations and business districts and it also considers factors like sidewalk access. The index runs from zero to 100. A score of 70 or higher indicates that an area has good and safe access to services.

Today, less than half of all Portlanders (45 percent) have good access to products and services. Areas with high levels of access are found in all areas of the city, but most are concentrated in Portland's inner district, which includes areas such as Belmont-Hawthorne-Division and Montavilla, and Central Portland.

### How aggressive is this target?

Achieving this objective—increasing the percent of Portlanders with safe walkable access to goods and services to 90 percent—will take focused action.

We must:

- Increase housing in areas with services.
- Support economic development
- Bring more services, like transit, to some of the areas that do not currently have them.
- Retaining and attracting grocery stores and markets in currently underserved neighborhoods.

Why isn't the target 100 percent? The 90 percent target acknowledges that some parts of Portland, particularly those with large amounts of natural areas, cannot support the population and infrastructure needed to support the bigger and stronger business districts to be considered a walkable urban place by 2035, without significantly compromising environmental quality and function and stormwater management.

This target finds its roots in both the adopted 2009 Climate Action Plan and in the public comment received throughout the Portland Plan's community involvement efforts.

**HIGH PERFORMERS:** According to Walkscore's "Walker's Paradise" list, nine out of 10 neighborhoods with the best access ratings are in New York and San Francisco. Portland's Pearl District ranks 15th. Among the 40 largest cities in the United States, San Francisco, New York and Boston are the top three cities. Portland ranks 10th, just behind Los Angeles and Long Beach, California.

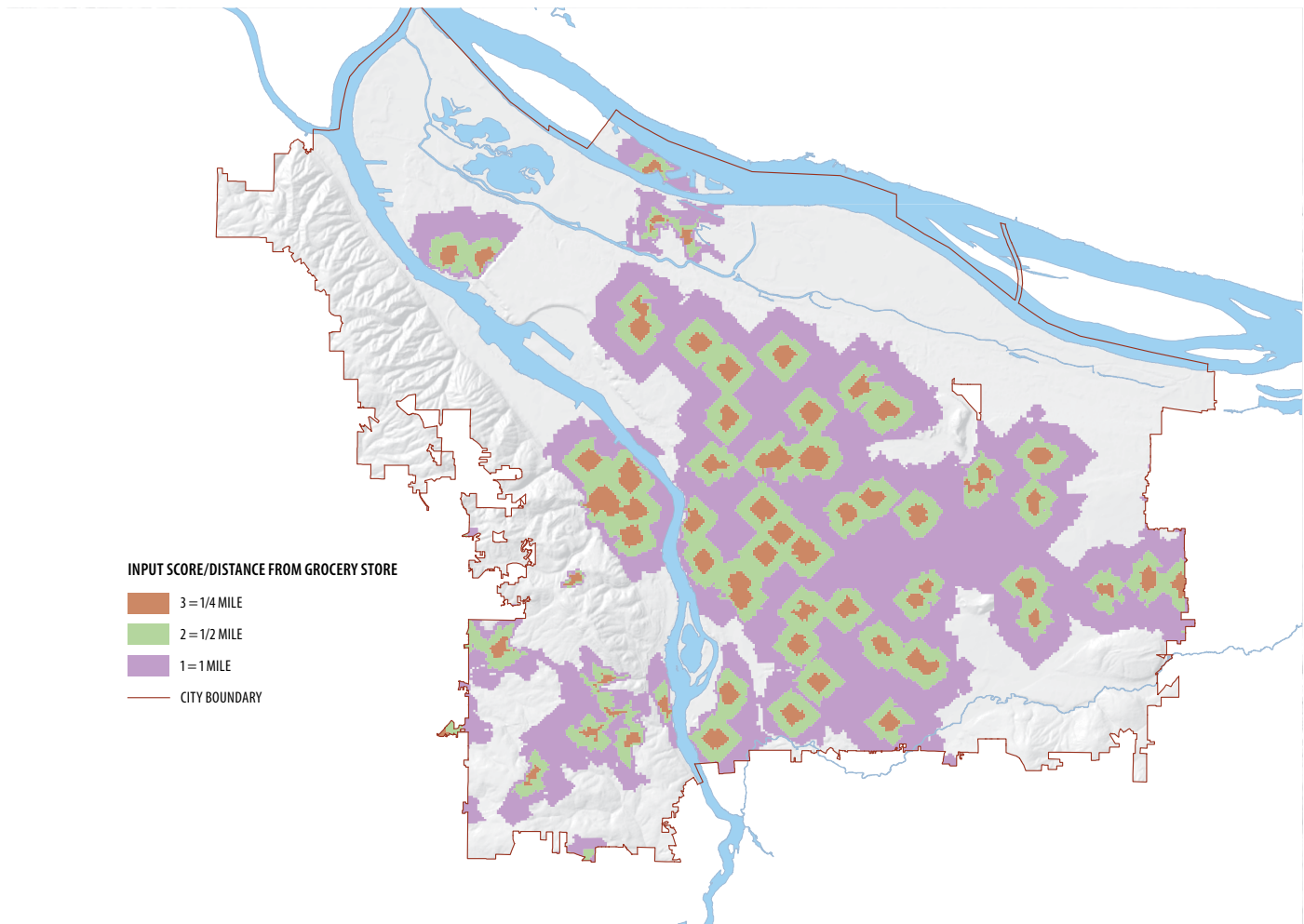
## THE PORTLAND PLAN

Many things contribute to complete neighborhoods. Access to healthy food, parks and recreational activities and businesses that provide what households needs on a frequent basis are among the most critical. On the following pages, you will find additional information about these three important access issues.

### Access to healthy food

On our way to meeting the complete neighborhoods objective, we need to ensure that 90 percent of Portlanders live within a half-mile of a location that sells healthy food and that the percent of people with access to healthy food does not significantly vary across different racial and ethnic groups.

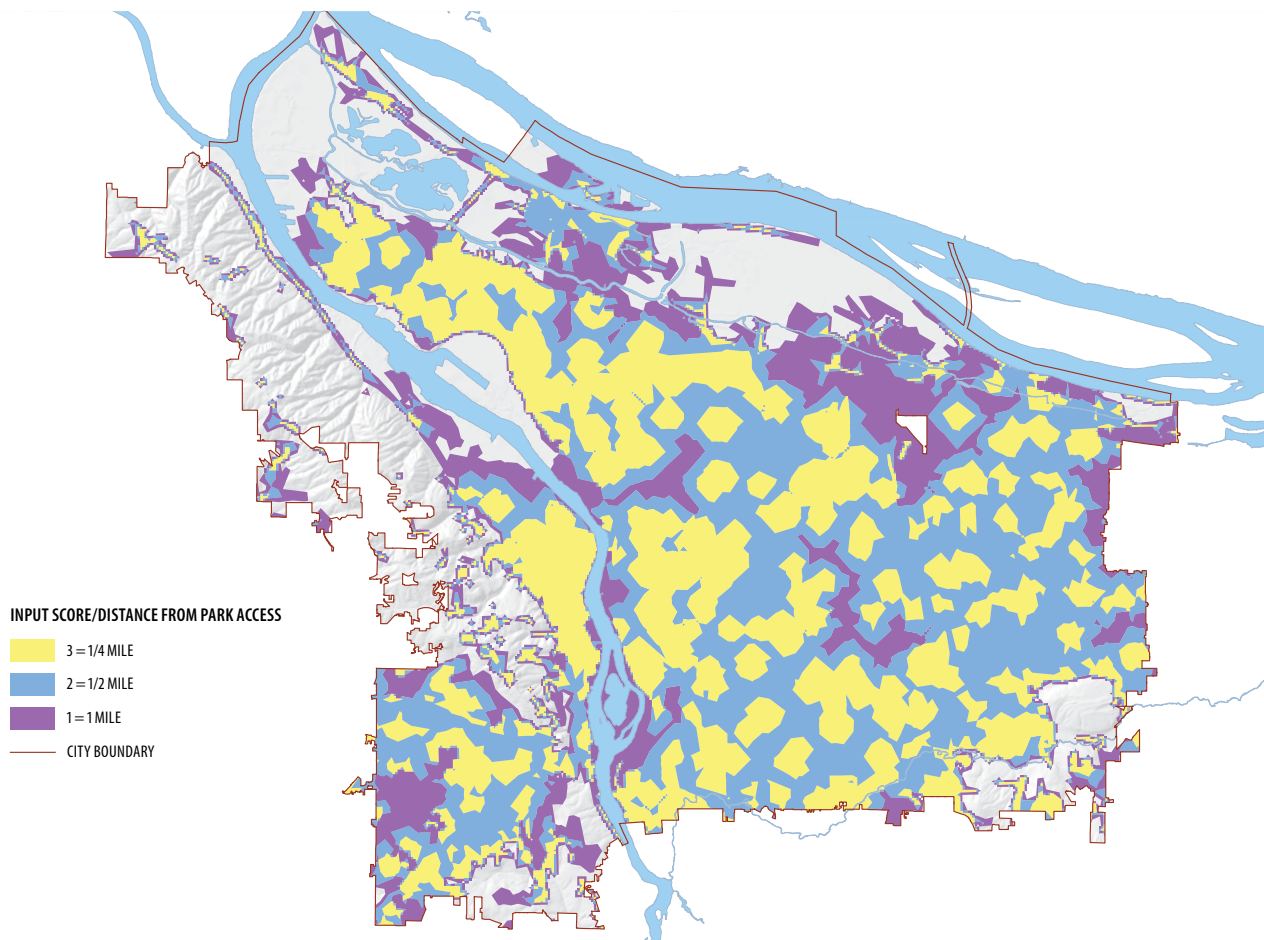
Today, access to grocery stores is better for some Portlanders than others. The residents in the central city have the best access—more than 70 percent of the residents are within a half-mile of a grocery store. On the other end of the spectrum, Pleasant Valley, Forest Park, and the Parkrose-Argay areas have no residents who live within ½-mile of a grocery store. Given the variation throughout the city, overall, about 30 percent of Portlanders are within half-mile of a grocery store. In some areas, it may be a good idea to encourage the development of alternatives to traditional grocery stores such as urban agriculture, co-ops and community supported agriculture.



## Access to parks

Access to parks and open space is also a critical component of a healthy complete neighborhood, it is also an area in which Portland performs reasonably well. However, there is definitely more progress to be made. As Portland's population increases, it will be

necessary to improve and expand services at existing parks, develop undeveloped park spaces into more accessible and functional facilities, and find new ways of making it easier for Portlanders to find places of respite and places to recreate.

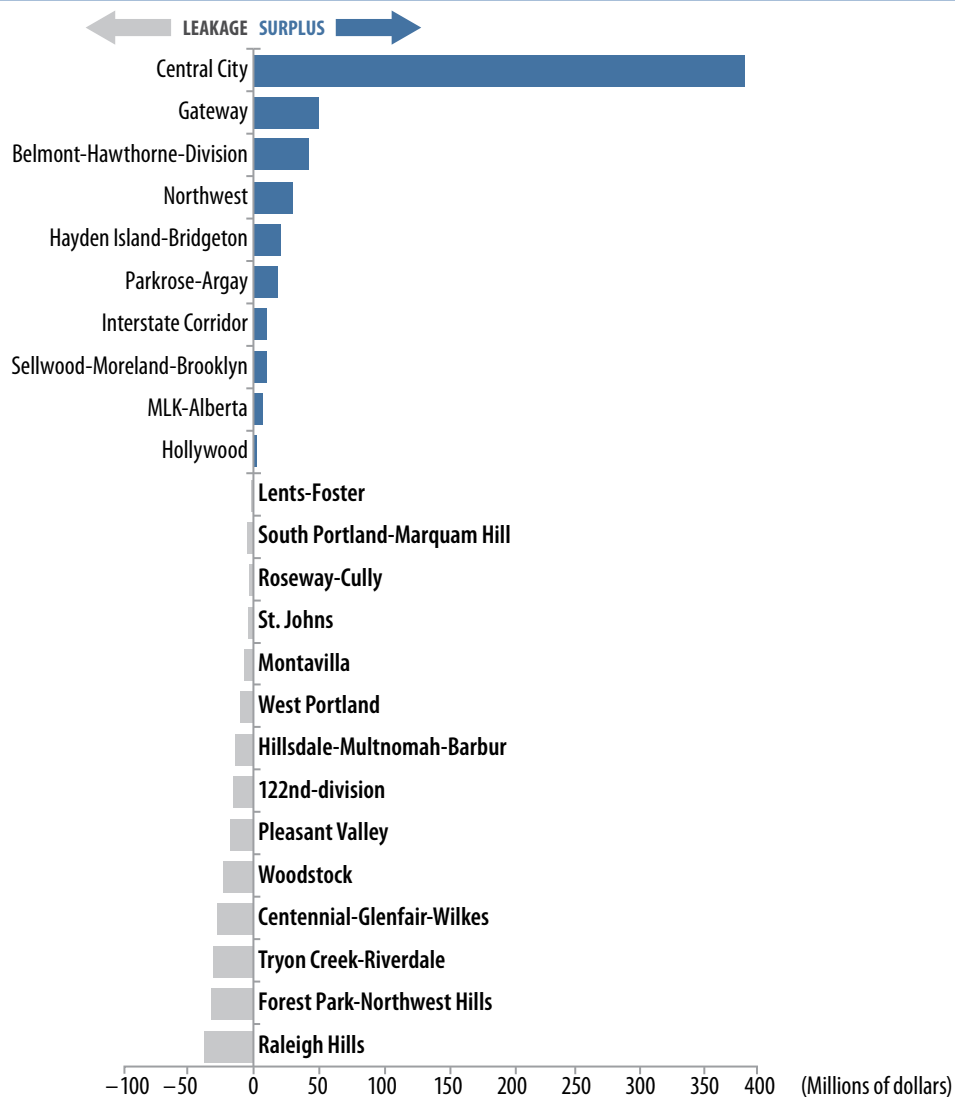


## Access to businesses and services

Strong neighborhood business districts are a core component of a complete neighborhood. One good measure of business district vitality is business surplus and leakage. If a business district shows a surplus, it means that businesses sold more than expected, based on the market demand of the area. For example, central city has a huge surplus, because many people from outside the central city go there to purchase goods and services. If a business district shows leakage, it means that businesses sold less than the market demand for the area and local residents went elsewhere to find goods and services. This often happens when local businesses do not have the items or services that local residents or businesses need.

Our goal is to limit leakage from neighborhood business districts and support the development of commercial neighborhood businesses that offer the goods and services needed by their neighbors. Of course, there will always be some leakage and some surplus. For example, some business districts may have a specialty of concentration of shops that attract people from across the city. It isn't reasonable to expect that you will find everything to meet your needs in your closest neighborhood business district, but it is reasonable to expect that Portlanders should be able to find most of the common items and services they need on a daily basis nearby.

## Neighborhood business vitality



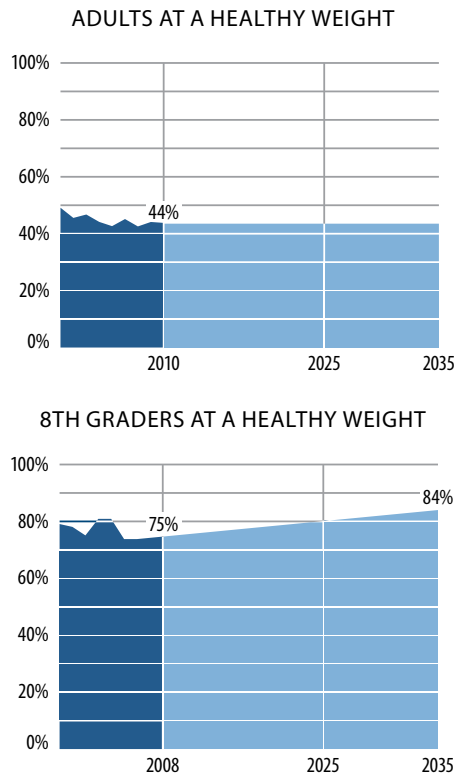
Source: Bureau of Planning and Sustainability analysis of various data. Data from U.S. Census Bureau, American Community Survey, 2005–09.

The Neighborhood Economic Development Strategy, prepared by the Portland Development Commission, includes a thorough approach to measuring neighborhood business vitality, including new business licenses, new business growth, positive job growth, resident income, transit access and retail needs satisfaction.

For detailed information on the neighborhood vitality index, please read the Neighborhood Economic Development strategy — [www.pdc.us/bus\\_serv/ned.asp](http://www.pdc.us/bus_serv/ned.asp)



## 10. Healthier people



**OBJECTIVE:** BY 2035, THE PERCENTAGE OF MULTNOMAH COUNTY ADULTS AT A HEALTHY WEIGHT MEETS OR EXCEEDS THE CURRENT RATE, WHICH IS 44 PERCENT. BY 2035, THE PERCENTAGE OF 8TH GRADERS AT A HEALTHY WEIGHT HAS INCREASED AND MEETS OR EXCEEDS THE NATIONAL TARGET, WHICH IS 84 PERCENT.

Today, the percentage of Multnomah County adults at a healthy weight is declining. In 2010, only 44 percent of adults were at a healthy weight. In 2009, 47 percent of Multnomah County adults were at a healthy weight. Today, less than 75 percent of 8th graders are at a healthy rate. Overall, the percentage of both Multnomah County adults and youth who are at a healthy weight has been declining over the past decade.

### How aggressive is this target?

Meeting this target will require stopping and reversing this trend. Physical activity and a nutritious and healthy diet are essential to maintaining healthy weight.

**HIGH PERFORMER:** *The best available worldwide health indicator is the Human Development Index (HDI). The HDI takes into account life expectancy at birth, average number of years of schooling, expected years of schooling, and gross national income per capita. Norway, Australia, New Zealand, the United States, and Ireland round out the top five countries in the world with HDI scores of 90 or higher. Portland's calculated score is 87.*



### Physical activity

Today, only 55 percent of Multnomah County adults and 28 percent of 8th graders meet federal physical activity guidelines, as reported by the Centers for Disease Control in the Behavioral Risk Factor Surveillance System and in Oregon Healthy Teens report from the Oregon Health Authority. Between now and 2035, the percentage of Multnomah County adults and 8th graders that meet federal physical guidelines must continually increase.

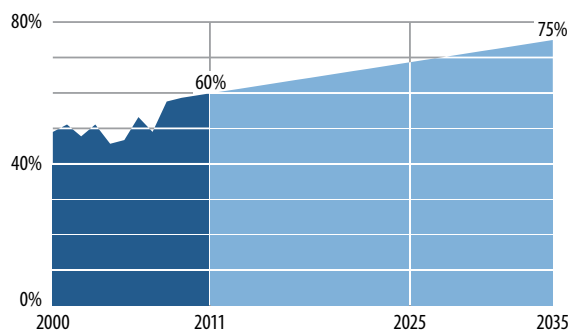
The U.S. Department of Health and Human Services recommends that adults participate in at least 150 minutes of physical activity weekly and that youth participate in at least 60 minutes of physical activity per day. The national target for 2020 is 48 percent of adults and 20 percent of youth meet these standards. Multnomah County currently exceeds these national targets for the percentage of adults and adolescents. Setting a specific local 2035 target for the percentage of adults and youth who meet federal physical activity standards is difficult, as the demographics and national targets may change over time.

### Diet

Today, 30 percent of Multnomah County adults and 23 percent of eighth graders ate five servings of fruits and vegetables per day, the federal standard. It is important to increase the percentage of Multnomah County adults and eighth graders meeting federal fruit and vegetable consumption guidelines has increased. These statistics are also from the Centers for Disease Control and the Oregon Health Authority.

Setting a specific local target for the percentage of adults and youth who meet federal nutrition standards is difficult, as demographics and the standards themselves may change over time. Current national targets focus on the contribution of fruits and vegetables to overall calorie consumption. This data is not currently available for Multnomah County.

## 11. Safer city



**OBJECTIVE:** BY 2035, 75 PERCENT OF PORTLANDERS FEEL SAFE WALKING ALONE AT NIGHT IN THEIR NEIGHBORHOOD. PORTLAND'S COMMUNITIES OF COLOR REPORT FEELING COMFORTABLE CALLING EMERGENCY SERVICES.

**T**oday, 60 percent of Portlanders report either feeling safe or very safe walking alone in their neighborhood at night.

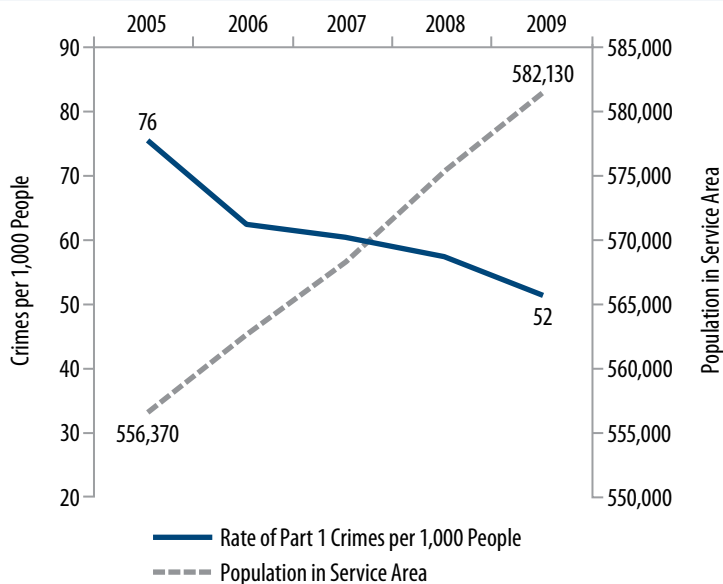
### How aggressive is this target?

While most Portlanders report feeling safe in their neighborhoods, it has been reported that members of Portland's communities of color often do not feel safe calling emergency services. This is unacceptable. While we strive to maintain the high sense of safety

experienced by most Portlanders, we must work hard to ensure that all Portlanders both feel safe and have no hesitation calling emergency services for help when they need it.

"Part-one crimes" are the most heinous person crimes. In 2009, there were 52 crimes of this type for every 1,000 persons in people (a reported total of about 30,000 for the year). Since 2005, the rate of these crimes has steadily declined even as population has continued to climb.

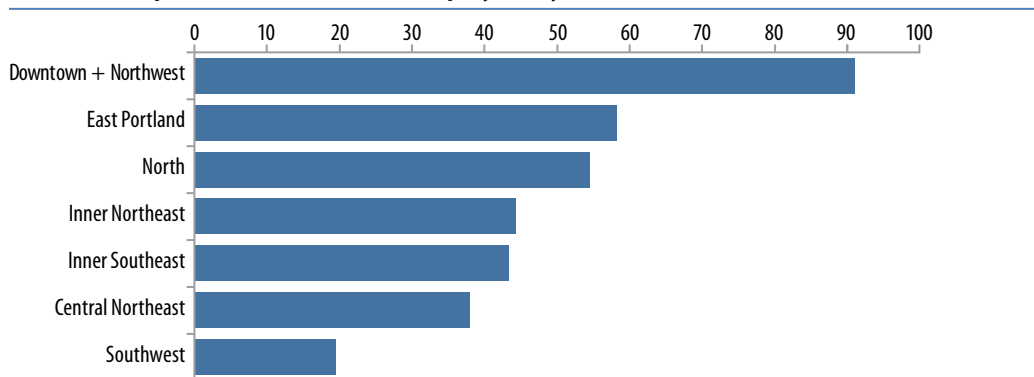
### Heinous crimes (part 1 crimes) per 1,000 people, 2009



Source: Portland Police Bureau. Annual Statistical Report 2009

**HIGH PERFORMERS:** Best available data is based on the Quality of Living Survey conducted by Mercer Consulting. Among the safest cities in the world include Luxembourg, Bern, Geneva, Helsinki, and Zurich.

## Crime in different parts of the city — Part 1 crimes per 1,000 residents and employees by sub-area, 2010.



*Portland Police Bureau. Crime Stats. 2010. ESRI, Business Analyst Online. Population data based on 2010 U.S. Census data, extracted using City of Portland, Neighborhood Coalition boundaries. July 2010. Oregon Employment Department. Quarterly Census of Employment and Wages data. 2008. Employee numbers are based on 20-minute neighborhood analysis areas best fit to Neighborhood Coalition boundaries.*

In 2010, Downtown and Northwest Portland had the highest reporting rate of part one crimes. In these two areas of the city, 90 part one crimes were reported for every 1,000 residents. Downtown and Northwest Portland are among the most dense and urban parts of Portland. East Portland and North Portland both had over 50 part one crimes per 1000 people.

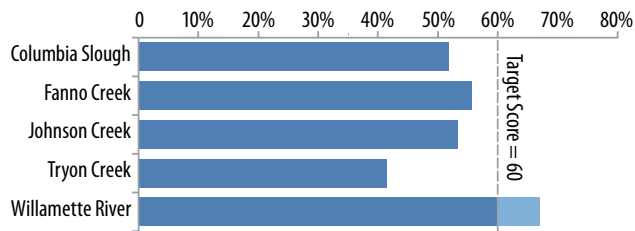
Northeast and Southeast areas had slightly lower levels of crime, around 40 part-one crimes per 1000 people. Southwest neighborhoods had the lowest rate, below 20 crimes per 1000 people in the area.

Crime rates are influenced by a number of factors, including national demographic and economic trends. For this reason, a relative measure - which tracks the City's progress against other comparable cities - is a better measure of police performance than per capita crime rates. Maintaining our high level of safety will require continued efforts to prevent violent crimes. Achieving the transportation safety part of this objective also requires continuing to make safety improvements on our streets and will require a per-capita drop in traffic-crash related injuries and fatalities of 2.8% per year.

**For more crime data, please see:**  
City of Portland Neighborhood Crime Statistics — [www.portlandonline.com/police/crimestats](http://www.portlandonline.com/police/crimestats)  
Crimemapper — [www.gis.ci.portland.or.us/maps/police](http://www.gis.ci.portland.or.us/maps/police)



## 12. Healthier watersheds



**OBJECTIVE:** BY 2035, ALL OF PORTLAND'S WATERSHEDS HAVE A SCORE OF 60 OR HIGHER ON THE PORTLAND WATER QUALITY INDEX AND THE WILLAMETTE WATERSHED HAS A SCORE OF AT LEAST 75.

**H**ealthy watersheds support clean air and water, help moderate temperatures, reduce the risks of flooding and landslides, preserve places to enjoy nature and reduce climate change impacts. Many factors affect the health of Portland's major watersheds: how rainwater interacts with the land, how much impervious surface covers the land, chemicals and bacteria carried into groundwater and streams, tree canopy, the amount and quality of habitat and the presence of wildlife. In addition to the Portland Water Quality Index, the Portland Plan will also track effective impervious surface and tree canopy as sub-measures for healthier watersheds.

**Portland Water Quality Score by Watershed Area within the City of Portland (2010–11)**

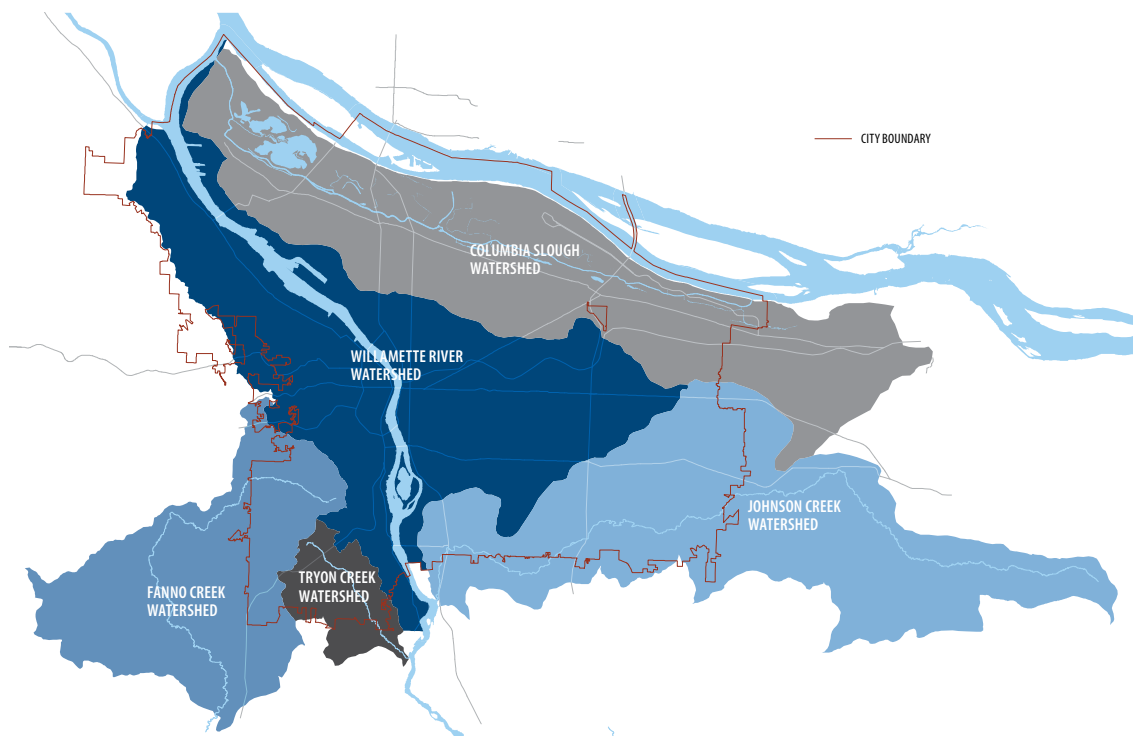
Columbia Slough	52
Johnson Creek	53
Fanno Creek	56
Tryon Creek	41
Willamette River	67

Source: Portland Bureau of Environmental Services

### Portland Water Quality Index (PWQI)

Disturbance in a watershed affects a stream's water quality influencing its safety for human contact (like swimming or fishing) and ability to support native fish, amphibians and insects. The PWQI combines eight water quality indicators to assess how close Portland streams and rivers are to meeting water quality standards (including those set by regulators such as Oregon DEQ). The index is tailored to the unique qualities of each water body, but shares a common scoring system with a target of 60 points at which the water body as whole meets water quality standards.

The PWQI compiles data for eight indicators taken at several locations along each stream so individual datum may show poorer or better conditions than indicated by the overall results. Because watershed and weather conditions vary considerably year to year, this measure is most useful when analyzed over several years.



## How aggressive are these targets?

With continued work and dedication, the targets are likely achievable for the Johnson Creek, Fanno Creek and Columbia Slough watersheds. However, achieving the targets in the Tryon Creek and Willamette River watersheds will require considerable work. Although the Willamette River is close to the target, its watershed comprises 11,478 square miles and such large systems take time to improve. Portland has significant impacts on the Willamette, but it occupies just 69 square miles of the watershed. Progress toward meeting water quality targets will also depend on the actions of other jurisdictions actions that share these watersheds.

## Effective impervious area

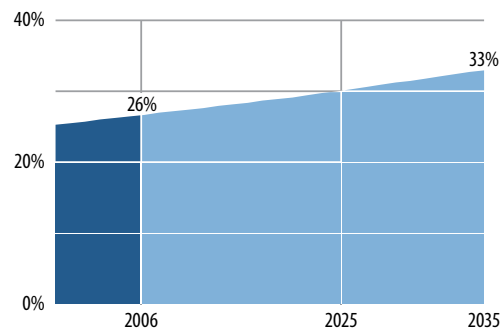
The effective impervious area in a watershed, which is the amount of land that is unable to soak up rainwater is an important sub-indicator to measure when assessing watershed health. Surfaces like pavement and rooftops prevent rainwater from soaking into the ground or being soaked up by plants. Trees, landscaping, ecoroofs and green streets reduce the effect of impervious area, so their benefits are considered when calculating effective impervious area. High amounts of impervious area require more extensive stormwater management and watersheds with effective impervious areas as low as 10% can experience problems with water quality, flooding, and habitat quality.

### Percent Effective Impervious Area by Watershed Area within the City of Portland (2010–11)

Columbia Slough	36%
Johnson Creek	28%
Fanno Creek	25%
Tryon Creek	21%
Willamette River	35%

Source: Portland Bureau of Environmental Services

## Tree canopy

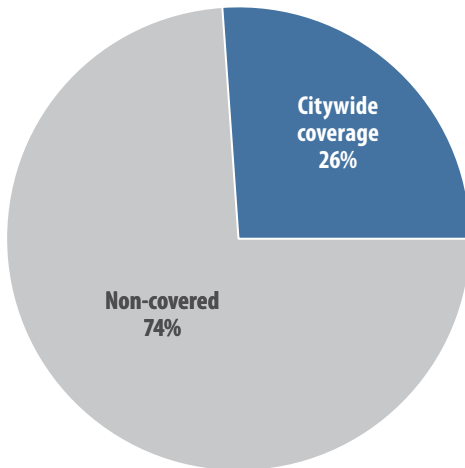


Today, approximately 26 percent of the city is under tree canopy. By 2035, tree canopy must cover 33 percent of the city and no residential neighborhood should have less than 25 percent tree canopy. This is an ambitious goal, but one that is well worth striving for.

Urban trees have many benefits. They help manage stormwater, reduce pollution and carbon dioxide gases, recharge groundwater, decrease flooding and erosion, provide wildlife habitat, improve neighborhood appearance and provide a pleasant and relaxing environment, to name a few.

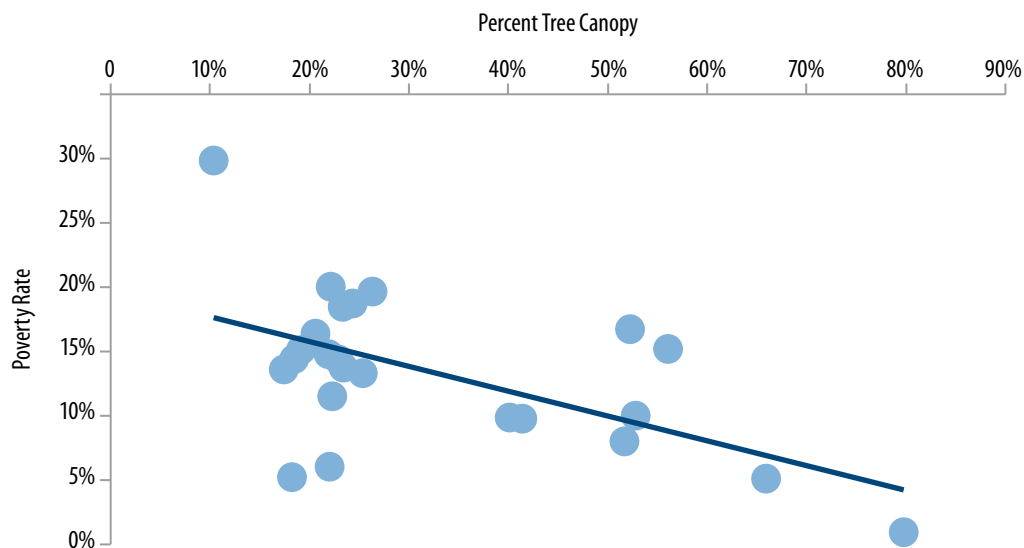
- A recent report produced by the Bureau of Environmental Services notes that each tree intercepts 572 gallons of rainfall, will remove 0.2 pounds of air particulates and sequesters carbon.
- Surfaces like pavement and rooftops prevent rainwater from soaking into the ground or being soaked up by plants. Trees, landscaping, ecoroofs and green streets reduce the effect of impervious area. High amounts of impervious area require more extensive stormwater management and watersheds with effective impervious areas as low as 10% can experience problems with water quality, flooding, and habitat quality.
- Urban trees reduce heating and cooling costs for buildings by providing shade and wind breaks.
- They also increase property values and reduce landslide and flood damage. A local study found that the presence of street trees increased east-side home values by almost \$9,000 on average (Donovan and Butry, 2010).

### Percent of Portland under the tree canopy



Although Portland has a robust tree canopy, that canopy is not equitably distributed across the city. Analysis shows that areas with higher poverty rates tend to have less tree canopy coverage. Given the benefits provided by urban trees, it is important to improve tree canopy in all of Portland's residential areas.

### Tree canopy percentage relative to poverty rate in the last 12 months



Source: BPS Geographic Information Systems (GIS) analysis of tree canopy by 20-minute neighborhood cells. Poverty Rate, American Community Survey 2005–09.

For more information on closely related issues, see Measure 12, Healthier Watersheds



## Local measures

While much of the Portland Plan has focused on citywide concerns and strategies, Portlanders also want to know what's happening in their own neighborhoods. This required identifying related measures for which we have data at the neighborhood scale.

These local measures were compiled for 24 geographic sub-areas that combine traditional neighborhoods and districts.

The sub-areas typically share commercial centers, parks, schools and often shared interests. They are equivalent to the scale of a small town, with an average size of 24,000 people. A local analysis area needs to be large enough to make policy and investment decisions, but small enough to highlight local variations.

### 12 Citywide Measures of Success

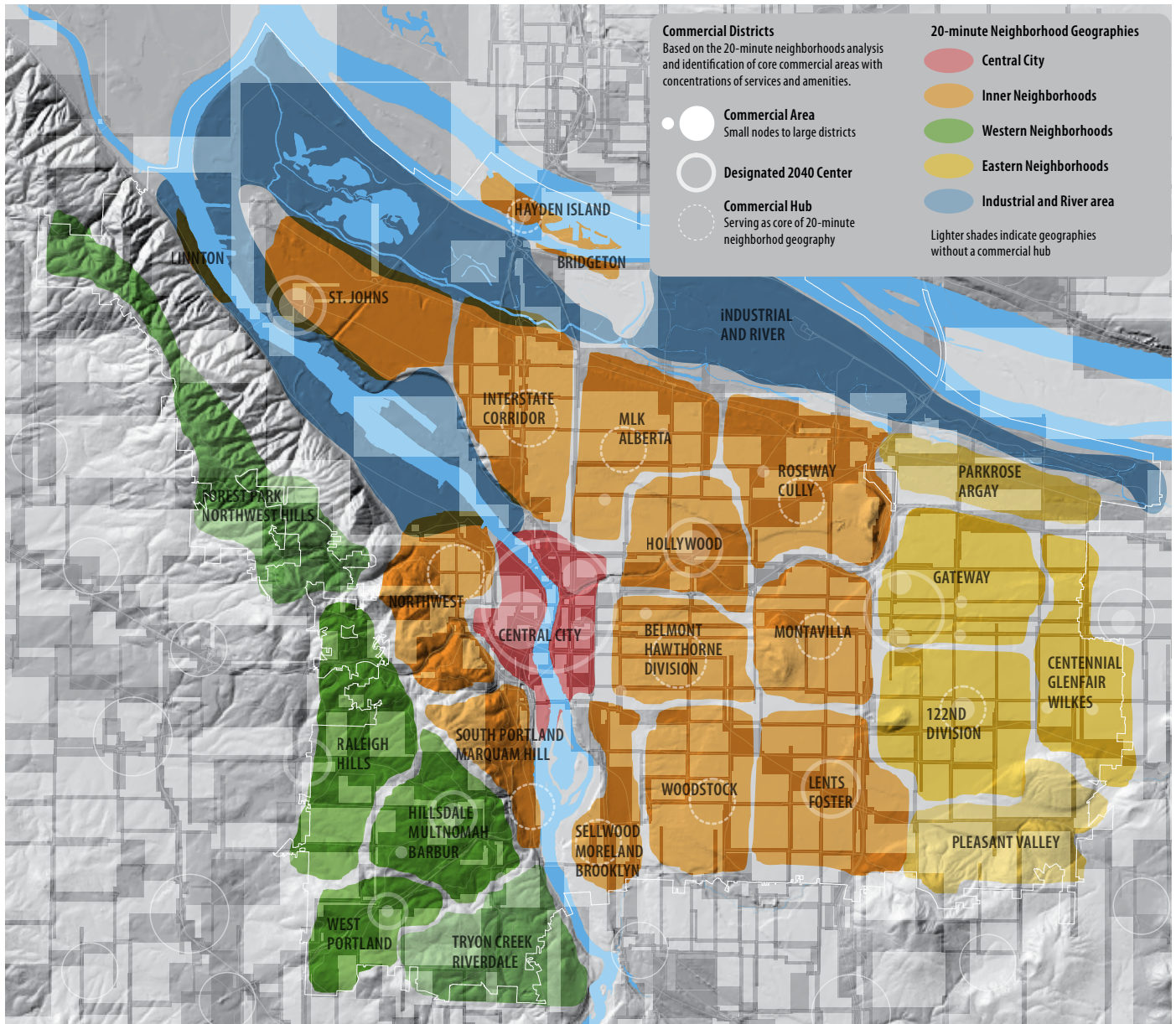
1. Equity and inclusion
2. Resident satisfaction
3. Educated youth
4. Prosperous households
5. Growing businesses
6. Creating jobs
7. Transit and active transportation
8. Reduced carbon emissions
9. Complete neighborhoods
10. Healthier people
11. Safer city
12. Healthier watersheds

### 14 Local Measures

1. 3rd grade reading
2. 3rd grade math
3. On-time graduation rate
4. Associate's degree attainment
5. Poverty
6. Unemployment
7. Employment growth
8. No more than 30% cost-burdened households
9. Walkability and access rating
10. Most workers commute less than 30 minutes
11. Transit and active transportation
12. Tree canopy
13. Crime rate
14. Household energy use estimate



## 24 Geographic Sub-areas



## Sub-area Scorecard

10 Meets or exceeds standard

8–9 Near target

0–7 Far from target

This table offers an at-a-glance view of how different areas of the city perform relative to the city as a whole and our strategy goals. The purpose of this table is to begin identifying which aspects of the Portland Plan may be most relevant to Portlanders in the different places where they live and work.



SCORECARD SUMMARY AND SELECTED SUB-AREA DATA

		Thriving Educated Youth	Economic Prosperity and Affordability	Healthy Connected City	Current population (households)	2035 Population projection (households)	Foreign born population (%)	Diversity index	Area (sq. mi.)	
1	Central City	9	9	7	21,726	50,948	13%	35	3.9	
2	Interstate	7	9	8	15,152	26,448	10%	48	5.2	
3	Hayden Island-Bridgeton	6	8	5	2,501	4,406	9%	38	2	
4	St. Johns	6	6	7	13,042	16,562	13%	50	6.7	
5	Roseway-Cully	7	6	7	14,583	17,473	13%	48	7.1	
6	MLK-Alberta	8	10	8	16,468	20,663	7%	47	5.2	
7	Belmont-Hawthorne-Division	9	7	9	18,579	21,962	7%	21	3.7	
8	Hollywood	9	10	8	14,732	19,027	7%	20	3.9	
9	Montavilla	7	8	7	14,003	18,523	13%	42	4.4	
10	Woodstock	8	8	8	13,802	15,719	9%	28	4.6	
11	Lents-Foster	7	8	7	17,796	24,145	19%	47	6.3	
12	Sellwood-Moreland-Brooklyn	8	6	7	7,851	9,296	6%	21	2.9	
13	Parkrose-Argay	6	10	6	5,750	7,729	18%	60	3.7	
14	Gateway	7	8	6	11,813	27,407	19%	46	5.1	
15	122nd and Division	6	9	6	14,543	21,786	23%	51	5.6	
16	Centennial-Glenfair-Wilkes	6	8	6	12,135	17,767	25%	46	4.5	
17	Pleasant Valley	6	9	6	3,945	5,272	19%	42	5.2	
18	Forest Park-Northwest Hills	9	9	6	3,472	4,944	16%	29	15.9	
19	Raleigh Hills	9	7	6	6,849	10,922	8%	19	5.2	
20	Northwest	9	6	8	14,026	18,194	10%	21	4	
21	South Portland-Marquam	9	10	7	5,119	9,099	8%	24	2.5	
22	Hillsdale-Multnomah	9	7	7	9,471	15,834	8%	20	4.3	
23	West Portland	9	10	7	4,868	7,421	14%	29	2.6	
24	Tryon Creek-Riverdale	9	9	6	3,609	4,721	5%	19	5.1	

The raw scores and sources for each of the local measures were converted to a scale of one to ten. To view the raw scores and sources, please see Appendix C. A consistent scale makes it easier to compare outcomes both within and among the 24 sub-areas.

	THRIVING EDUCATED YOUTH				ECONOMIC PROSPERITY AND AFFORDABILITY				HEALTHY CONNECTED CITY					
	3rd grade reading (2010–11)	3rd grade math (2009–11)	On-time graduation rate (class of 2010)	Associate's degree attainment	Poverty (in last 12 months of 2005–09 sample)	Unemployment (through May 2011)	Employment growth (2000–08)	No more than 30% cost-burdened households (2005–09)	Walkability and accessibility rating	Most workers commute less than 30 minutes	Active transportation (walk, bike or ride transit to work)	Tree canopy (based on analysis of 2007 aerial photos)	Crime rate (person crimes per 1,000 residents)	Household energy use estimate
	10	10	8	8	8	9	6	6	9	9	10	3	2	10
	8	7	6	6	9	9	10	7	7	10	6	7	8	9
	8	7	5	5	10	10	0	8	0	9	4	5	7	6
	8	7	4	4	9	9	0	6	2	9	5	7	8	9
	9	8	6	6	9	9	0	7	2	9	5	6	9	9
	8	7	7	7	10	9	10	7	7	10	6	5	9	8
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	9	9	8	9	10	10	5	10	8	10	5	7	10	8
	8	9	6	6	9	9	0	7	5	9	5	7	9	9
	9	8	7	7	10	9	0	7	5	9	5	8	10	9
	9	9	6	4	9	9	0	6	3	8	5	6	8	9
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	9	9	7	4	10	9	0	6	0	9	3	7	8	9
	8	8	6	3	9	9	1	6	1	9	4	8	8	9
	7	7	7	3	9	9	0	6	0	8	4	7	8	9
	7	7	7	5	10	10	0	7	0	8	3	10	9	6
	10	9	8	10	10	10	0	10	0	10	3	10	10	1
	9	9	8	10	10	10	0	10	0	10	3	10	10	6
	10	10	8	10	9	9	0	7	3	10	7	10	10	9
	10	10	8	10	9	10	10	9	0	10	5	10	10	9
	9	9	8	10	10	10	0	9	0	10	4	10	10	8
	9	9	8	8	10	10	10	7	0	10	4	10	10	7
	10	10	8	10	10	10	0	10	0	10	4	10	10	4