



DATE: April 12, 2023
TO: Board of Commissioners
FROM: Kimberly Branam, Executive Director
SUBJECT: Report Number 23-08
Endorsing Advance Portland: A Call to Action for Inclusive Economic Development, and
Recommending Adoption by Portland City Council

BOARD ACTION REQUESTED AND BRIEF DESCRIPTION

Adopt Resolution No. 7481

This action by the Prosper Portland Board of Commissioners (Board) will endorse a city-wide inclusive economic development strategy known as *Advance Portland: A Call to Action for Inclusive Economic Development (Advance Portland)* and recommend adoption by Portland City Council. *Advance Portland* identifies key policies, approaches, partnerships, and investments necessary to achieve inclusive, sustainable economic growth goals in the next five years through the lens of racial equity and climate action.

STRATEGIC PLAN ALIGNMENT AND OUTCOMES

Advance Portland will serve as Prosper Portland's updated strategic plan for those areas which the agency is responsible or will lead as the city of Portland's economic development agency. *Advance Portland* is a call to action to collectively address the following four objectives:

1. Propel inclusive economic growth and innovation
2. Promote equitable wealth creation
3. Foster a vibrant city center and neighborhood commercial districts
4. Connect Portlanders to high-quality jobs in future-ready sectors

BACKGROUND AND CONTEXT

The strategy identifies key policies, approaches, partnerships, and investments necessary to achieve inclusive, sustainable economic growth goals in the next three to five years through the lens of racial equity and climate action. *Advance Portland* is a comprehensive strategy culminating from two primary supporting bodies of work:

- Inclusive Growth Strategy (IGS): Under the direction of Mayor Ted Wheeler and Commissioner Carmen Rubio, and with budgetary support from City Council, Prosper Portland and the City of Portland (City) Bureau of Planning and Sustainability (BPS) launched the IGS in March 2022.

After a competitive solicitation process in early 2022, Prosper Portland selected a team of consultants with the following key roles:

- Conduct economic analysis and planning (RW Ventures LLC)
- Design opportunities for community members and stakeholders to inform the strategy (Camille E Trummer Consulting)
- Advise on racial equity and climate resilience (Estolano Advisors)

Development of IGS included the following high-level tasks:

- Market and peer city analyses
- Focus and affinity group engagement and interviews
- Mission, vision, and strategy development
- Evaluation framework design
- Communications and engagement plan implementation

To guide the IGS effort, Mayor Wheeler convened a Steering Committee to provide their expertise and input throughout the process. Comprised of public, private, and non-profit stakeholders, the Steering Committee met six times and was charged with providing guidance on the development of the strategy and the best path forward for the city's economy.

While the Steering Committee was the primary advisory body for the project, a Leadership Roundtable, made up of community leaders, also supported this effort by considering substantive strategic questions about the City's vision for Portland's economic future and providing tactical feedback on what collective actions are needed to meet shared goals. See a list of Steering Committee and Leadership Roundtable members in Attachment A.

- Central City and Corridors Analysis: Prosper Portland contracted with ECONorthwest to assess demographic, employment, industry, housing, and commercial real estate trends across Central City subdistricts and select neighborhood commercial districts before and after the COVID-19 pandemic, and to offer high-level policy recommendations for Prosper Portland to pursue. The Central City and Corridors Analysis was informed by data and quantitative findings blended with qualitative feedback received through stakeholder engagement. Undertaking the analysis at a Central City subdistrict and neighborhood commercial district scale provided for a more nuanced understanding of how economic market strength and recovery have been experienced differently throughout the city, and to identify prioritized recommendations and tailored interventions.

The IGS and Central City and Corridors Analysis collectively informed *Advance Portland* and are included as appendices to the strategy.

Advance Portland is a comprehensive city-wide economic development strategy with objectives and actions focused on both industry and place-based interventions to be implemented over the next five years. The goal is to advance inclusive growth in Portland by establishing enduring partnerships, policies, and initiatives that propel and align economic prosperity with racial equity and climate action. As a result of strategy implementation, Portlanders will experience quality job growth, racial equity in entrepreneurship and traded sector employment, deployment of innovative green products, and more vibrant and inclusive commercial districts.

Advance Portland is centered on the assessment that Portland's accelerated growth through natural attraction of skilled labor over the past decade enabled its economy to flourish without tending to key fundamentals: sufficient institutional infrastructure, business support, local talent development, cross-

sector engagement, and regionalism. However, Portland has failed to adequately manage the unintended consequences of this approach to growth.

Results of the under-managed growth – particularly rising cost of living, houselessness, wealth inequality, and climate impacts, all aggravated by COVID-19 – present fundamental short- and long-term challenges and particularly negative impacts on Black, Indigenous, and all People of Color (BIPOC) communities and geographic areas of the city, including East Portland and the Central City. The distribution of jobs and workers has been widening across the region, and the center of economic activity has been shifting away from downtown Portland toward growing economic hubs in nearby suburbs. Portland can no longer take its growth for granted.

Without significant intervention, Portland’s economic growth will stagnate or even decline. Its presence in the regional economy will slip further and Portland will experience widening gaps in economic well-being, and inequitable climate-related impact. Portland will not achieve racial equity or climate action goals without economic growth.

On February 2, 2023, City Council adopted Resolution 37609, a 90-day City Council Action Plan. Through this resolution, and under the leadership of Commissioner Rubio, City Council directed the following actions to be advanced by approximately the first week of May 2023:

- In collaboration with the Mayor’s Office, present and adopt a final Inclusive Economic Development Strategy to City Council:
 - I. Upon adoption, create an implementation task force chaired by the Commissioner-in-Charge and including the Mayor’s Office and relevant bureaus.
 - II. Upon adoption, direct bureaus to work with Prosper Portland to prioritize the recommendations and incorporate accordingly into their budget, work plans, or performance measures.

City Council will consider adoption of *Advance Portland* at their meeting on April 26, 2023.

While the City and Prosper Portland facilitated development of *Advance Portland*, it will take a cross-sector collaboration between leaders and policy makers in industry and business; education and workforce training; and land use to implement the strategy and ensure its success.

EQUITY IMPACT

Advance Portland establishes a roadmap for catalyzing economic growth and creating widely shared economic prosperity that is grounded in racial equity and the transition to a zero-carbon economy. Development of *Advance Portland* has led with inclusion and equity from robust engagement to refinement. Strategies were surfaced using a Climate and Equity Lens that will also be utilized in implementation to ensure equity and climate action remain centered in implementation activities (see the Climate and Equity Lens in Attachment B).

COMMUNITY PARTICIPATION AND FEEDBACK

Preparation of the IGS, the Central City and Corridors Analysis, and ultimately *Advance Portland* has been informed by extensive engagement of stakeholders and technical experts.

The consulting team has completed robust engagement through interviews and focus and affinity groups. To date, this engagement has included:

- Convening a Steering Committee (six meetings) and Leadership Roundtable (three meetings), both of which were made up of diverse groups of experts and leaders, to support development of IGS.
- Interviews with each member of the Portland City Council
- Interviews with each member of the Prosper Portland Board
- More than 110 interviews with experts and leaders in the public, private, and non-profit sectors
- 19 focus and affinity group discussions

A virtual open house in April will provide the public an opportunity to submit feedback on the draft strategy. Pending feedback from the Prosper Portland Board, the open house, and other stakeholders, staff will refine the draft strategy for City Council consideration and action on April 26, 2023.

BUDGET AND FINANCIAL INFORMATION

There are no direct financial impacts from this action. Moving forward, Prosper Portland will draft its annual budget to address and deliver on the key objective of *Advance Portland*.

RISK ASSESSMENT

There are few to no risks to this action.

ATTACHMENTS

- A. Steering Committee and Leadership Roundtable Members
- B. Climate and Equity Lens

Steering Committee and Leadership Roundtable Members

Steering Committee Members

Mayor Ted Wheeler, City of Portland

Tavo Cruz, Prosper Portland Board

Peter Andrews, Jobs Action Table & Melvin Mark

Bridgid Blackburn, Business for a Better Portland,
Central Eastside Industrial Council Boards & Cargo
Inc

Stephanie Copeland-Weber, TAO & Ruby

Eric Cress, Central Eastside Industrial Council Board
& Urban Development Partners

Su Embree, Oregon Community Foundation Trustee,
Emerging Leaders CoFounder & Survival is Not
Enough

Edward Feser, Oregon State University

Felisa Haggins, SEUI 49

Grace Henricks, Asian Pacific American Network of
Oregon

Kurt Huffman, Travel Portland Board + Chef's Table

Angela Jackson, Portland State University

Nidal Kahl, Venture Portland and Gateway Area
Business Association Boards & Biogen Lab

Katherine Lam, Port of Portland Commissioner &
Bambuza Hospitality

Nolan Lienhart, Albina Vision Trust Leadership
Council & ZGF Architects

Dan Mehls, Greater Portland Inc Board &
Mortenson

James Paulson, Worksystems Board

Carlo Quinonez, Hispanic Metropolitan Chamber
of Commerce Board & Nike Inc

Ali Saalabian, Silver Eagle

Eddie Sherman, Oregon Native American
Chamber and NAYA Boards & Against the Current

Jill Sherman, Edlen & Co.

Alando Simpson, Portland Business Alliance Board
& City of Roses Disposal & Recycling

Andrew Speer, Mt Hood Community College Cmr.

Desirée Williams-Rajee, Verde Board & Kapwa
Consulting

Sabrina Wilson, Rosewood Initiative

Adam Zimmerman, Craft3

Leadership Roundtable Members

Raihana Ansary, (fmr) Office of the Governor of
Oregon - Regional Solutions

Oscar Arana, Native American Youth & Family
Services

Clare Briglio, Central Eastside Industrial District

Carmen Castro, Hispanic Metropolitan Chamber of
Commerce

Joy Church, Venture Portland

Monique Claiborne, Greater Portland, Inc.

Mitch Daugherty, Built Oregon

Jorge Guerra, Oregon Association of Minority
Entrepreneurs

Ashley Henry, (fmr) Business for a Better Portland

Andrew Hoan, Portland Business Alliance

Tamara Kennedy-Hill, Port of Portland

Cobi Lewis, Micro Enterprise Services of Oregon

Jan Mason, Philippine American Chamber of
Commerce

Annette Mattson, Mt. Hood Community College
Board, East Portland Chamber of Commerce

Nate McCoy, National Association of Minority
Contractors Oregon

Joe McFerrin II, Portland Opportunities
Industrialization Center

Andrew McGough, Worksystems

Jeff Miller, Travel Portland

Willy Myers, Prosper Portland Board & Columbia
Pacific Building Trades Council

Skip Newberry, Technology Association of Oregon

Matt Hennessee, Professional Business
Development Group

James Alan Parker, Oregon Native American
Chamber

Jeff Raker, Metro

Lance Randall, Black Business Association – Oregon

Rob Schneider, The Lemelson Foundation

John Tolbert, Black American Chamber of
Commerce

ADVANCE PORTLAND CLIMATE AND EQUITY LENS

1. Introduction

Climate & Equity Lens Goals

The Climate and Equity Lens establishes a series of questions intended to place racial equity, climate resilience, and inclusive growth as driving principles in shaping and implementing the strategy's priorities and recommendations. Goals of implementation include:

- Greater **economic well-being and resilience** with Black, Indigenous, Latine, Asian American and Native Hawaiian or Pacific Islander (AANHPI), people of color, LGBTQIA2S+, and for vulnerable populations based on disability, income, national origin, and gender;
- Developing a **workforce** that is prepared for a changing environmental climate and to participate in emerging industries;
- Increasing **ownership and representation** by **Black, Indigenous, and all entrepreneurs of Color** in the green economy and growing industries;
- Enhancing the **competitiveness of the businesses and industries** that help reduce greenhouse gas emissions, build environmental resilience, and provide employment opportunities for Portland's diverse workforce; and
- Supporting **local businesses to transition** and grow into low-carbon industries, adopt more inclusive practices, and connect to the global market.

Utilizing the Climate & Equity Lens

The lens builds upon and adapts existing efforts and policy¹ designed to support an equitable, inclusive, and zero-carbon economy. The questions were relevant for the early development of draft recommendations, the iterative process of arriving at the final strategy, evaluating how the strategy is implemented, and in establishing and reporting on outcomes by which to evaluate the strategy's implementation.

The **Decision Criteria** creates a threshold for identifying if a potential intervention advances Climate and Equity Goals. An intervention must have the potential to advance one or more of these goals to be considered for the Inclusive Growth Strategy (IGS).

The **Process Considerations** inform decision making by making clear what is known, and unknown, about the implications of a particular choice. The Process Considerations are used to

¹ The development of a Climate & Equity Lens for the Inclusive Growth Strategy adapts and builds upon work completed to date, which includes: [City of Portland Climate Emergency Resolution](#) (2020), [Climate Emergency Declaration Workplan](#) (2022), The City of Portland's Climate Change Preparation Strategy (2014), Multnomah County 100% Renewable Energy Resolution (2017), The Sustainable Consumption and Production Report and two-year workplan (2021), City of Portland COVID-19 Equity Relief and Recovery Toolkit (2020), Prosper Portland COVID-19 Equity and Vulnerability Lens (2020) and The Portland Plan (2012).

help prioritize and document known challenges and considerations to help identify opportunities for further refinement by asking who was engaged and who benefits from the intervention. The Process Considerations also help identify where more information is needed to make an informed decision.

The **Implementation Expectations** are focused on how the strategy will be implemented as opposed to developing the strategy itself. It creates a framework around how to embed the Climate & Equity Lens considerations for maximizing advancement of these goals through implementation and evaluation.

2. Climate & Equity Lens Decision Criteria

The **Decision Criteria** below create a **threshold** for validating that potential interventions could advance climate and/or equity goals before potentially being included in the IGS.

Does the intervention:

- Prioritize participation of and engagement with those most impacted by economic disparities and/or climate change-related risks and impacts in Portland?
- Align with economic and climate priorities shared in the community engagement process?
- Build local environmental, and/or community resilience?
- Create economic growth opportunities that could be leveraged to advance climate and/or racial equity goals?

If yes to one or more of the above, proceed to the next section.

3. Climate & Equity Lens Process Considerations

During the **process** to develop the IGS, each potential intervention should be assessed for the following criteria for **prioritization** of final interventions within the strategy. These questions help to frame what specific disparities or climate risks are being addressed and who benefits from the intervention.

Climate Considerations:

- How does this intervention increase opportunities for local economic growth within the local or global low-carbon economy or the circular economy, including in connection to the global market?
- How does this intervention leverage or build upon local economic assets that are also “climate” assets (or represent climate-related opportunities)?
- How does the activity address the needs of those most impacted by climate change-related risks and impacts²?

² E.g., Supporting workers in preparation for a changing climate or opportunities, or increasing participation by BIPOC business owners and a diverse workforce in the green economy

- How does this support existing businesses to transition and grow into low-carbon industries, and/or in what ways might this increase local economic and environmental resilience?

Equity Considerations:

- What communities (Black, Indigenous, Latine, AANHPI, and other people of color and vulnerable communities - disability, low income, LGBTQIA2S+, national origin, and gender) were engaged and how?
- What factors will this recommendation address to help close the economic disparities faced by communities of color and vulnerable communities? In what ways?
- How does this intervention leverage or promote the unique qualities of our diverse communities?
- What measurable accountability metrics are embedded that can be disaggregated by race?

Pause to consider potential negative externalities that could exacerbate existing economic disparities or accelerate climate change. If these exist, document actions taken to mitigate them.

4: Implementation Expectations

When the strategy development is complete and the project moves into implementation, the framework below grounds the **implementation of the strategy** in climate and equity goals and embeds **accountability** in the implementation.

Climate & Equity Implementation Expectations:

- Ensure those most impacted by the strategy are **partners** in designing the interventions
- **Sustaining engagement** with impacted communities before, during, and after implementation of the strategies
- **Establish and evaluate impact** for this recommendation and develop **feedback loop** to make changes based on learnings, including intended and unintended results
- Acknowledge harm in the historical relationships between the City and impacted communities and **connect direct actions** to address harm caused