# RACIAL EQUITY STRATEGY GUIDE

Presented by Portland's Partnership for Racial Equity

# PORTLAND'S CHANGING DEMOGRAPHICS
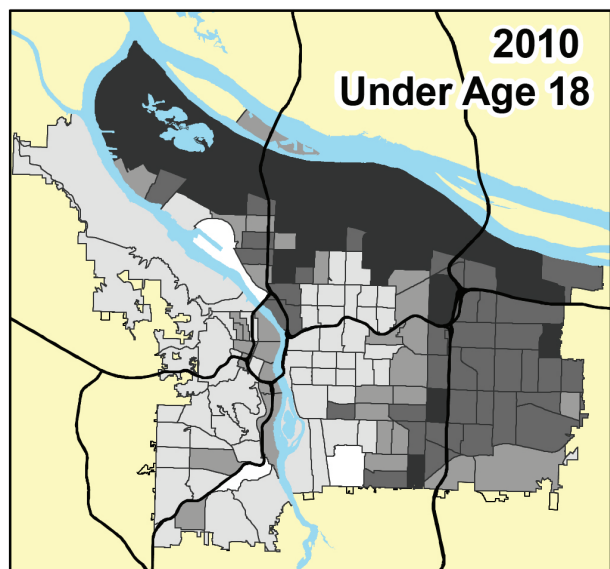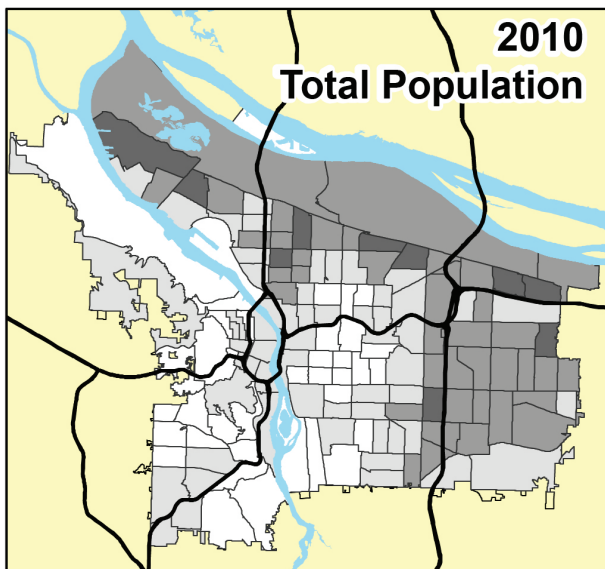
**1990
Total Population**

**2000
Total Population**
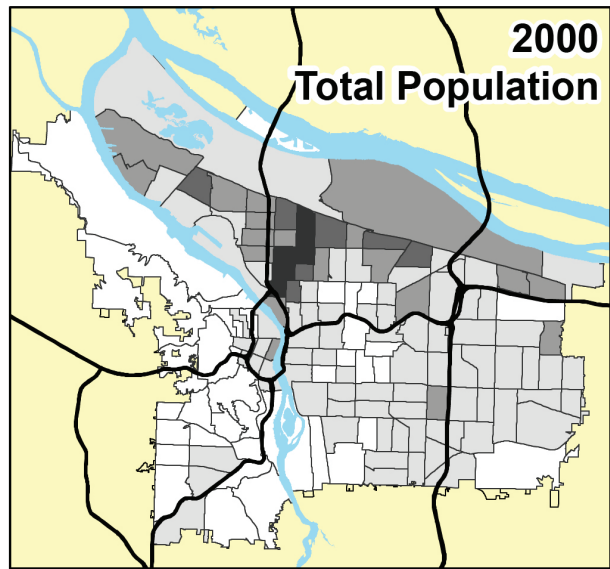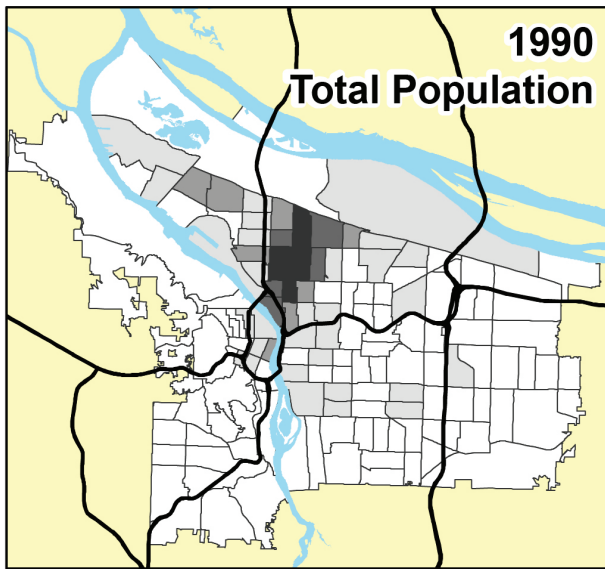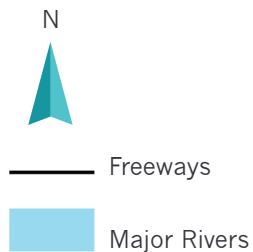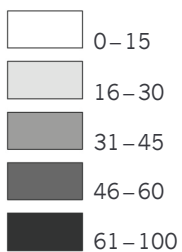
**2010
Total Population**

**2010
Under Age 18**

% People of Color

- 0 – 15
- 16 – 30
- 31 – 45
- 46 – 60
- 61 – 100

N

—— Freeways

Major Rivers

0    3    6    9    12 Miles

ophi
oregon
**public**
**health**
institute

## GOAL 1

Establish strong leadership, training and technical assistance for Citywide racial equity initiative

Racial Equity starts with a commitment by all leaders, including the Mayor, City Council and Bureau Directors, to eradicate inequities in public service and improve outcomes for all Portlanders. This is shown through public support, staff training and technical assistance resources.

## GOAL 2

Develop a bureau specific racial equity strategy with measurable targets

Racial Equity belongs at all levels of government. Every bureau serves a unique role in the City's operations and service delivery, and has an opportunity to significantly improve racial equity. Taking the time to develop a strategy will equip a bureau with the knowledge to set measurable goals for its operations and outcomes.

## GOAL 3

Implement strategy, develop tools and track progress

Through implementation, bureaus have the opportunity to develop equity tools that can intentionally shift how Portland does its business in a way that has a positive social impact on all Portlanders.

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# LETTER to the CITY COUNCIL, MAYOR & BUREAU LEADERSHIP

In January of 2011, Urban League of Portland, in partnership with the Office of Neighborhood Involvement, convened a working group of community partners, including organizations of color, health advocates, academics and City staff, to develop the core elements of an equity lens that could be used within city government. With worsening disparities in employment, housing, health and education, we came together because we believe the City of Portland can be one of several cities to take a strategic approach to eradicating inequities through government decision-making, public service and program delivery and inclusive community engagement and partnerships. It is a model that is core to the city's growth and prosperity.

The *Racial Equity Strategy Guide* is one step towards building capacity within the City to achieve equity on a day-to-day basis. By focusing on race, we are advocating for a strategy that will both address Portland's deepest racial inequities and support the advancement of whole communities.

In the process of developing the *Racial Equity Strategy Guide*, we engaged staff from key City bureaus to discuss how to successfully operationalize the goal of equity into their daily work; how to pursue intentional goals and measurable outcomes; to consider what influences decision-making in their bureaus and how to build upon already positive and effective practice, including meeting Civil Rights Act Title VI operational standards.

Our work over the past year and a half illuminated that while the city has taken concrete steps towards equitable practice, these efforts have been intermittent and siloed. The *Racial Equity Strategy Guide* is meant to assist bureaus and decision-makers to develop and use effective tools, which will inform the City's day to day actions of policy-making, resource allocation, planning, program development and implementation, and evaluation. It will help in developing a common framework and strategies for consistent equitable practice across the City.

In these challenging economic times, it is more important than ever to take a strategic approach to eliminating inequities and see equity as far more than a diversity strategy. The Portland Plan has set Citywide equity goals and bureaus will be charged to do the same. The *Racial Equity Strategy Guide* is designed to encourage and support bureau-wide strategies, build on best practices between bureaus and offices, and to create operational tools to achieve equitable services and greater opportunity for all Portlanders.

We look forward to working with you towards a more equitable Portland.

Sincerely,

Afifa Ahmed-Shafi, Office of Neighborhood Involvement
Roger Anthony, Vision into Action Steering Committee
Claudia Arana-Colen, Upstream Public Health
Lisa Bates, Toulan School of Urban Studies and Planning, Portland State University
Danielle Brooks, Office of Management and Finance
Noelle Dobson, Oregon Public Health Institute
Mara Gross, Coalition for a Livable Future
Heidi Guenin, Upstream Public Health

Inger McDowell, Urban League of Portland
Liz Paterson, Oregon Public Health Institute
Midge Purcell, Urban League of Portland
Dianne Riley, Prise Progress Network
Katie Sawicki, Urban League of Portland
Irene Schwoeffermann, Coalition for a Livable Future
Desiree Williams-Rajee, Bureau of Planning and Sustainability

## Introduction

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

*– The Portland Plan (adopted by City Council April 2012)*



## Why Racial Equity?

Equity is Portland's key to increasing economic and social opportunity. Through expanding and coordinating how the City practices the value of equity, Portland can realize its potential as both an economic leader and thriving community.

Portland is known for its commitment to sustainability and livability. Yet not all populations share in this experience. Studies show that in Portland and Multnomah County, communities of color, people with disabilities and low-income residents fare far worse than many other cities' residents in educational achievement, income and economic prosperity, health outcomes and affordable, secure and viable neighborhoods.[1] Recent studies show that inequities have worsened.[2]

Since 1980, Portland's communities of color have increased from 15% to 27% in 2010, and continue to grow. More than 36% of Portland's youth under the age of 25 are youth of color.[3] Creating opportunity and achievement for all is essential for the city's future growth and prosperity.

By initially focusing on *racial* equity, we can address Portland's most persistent disparities while developing a permanent shift towards fairer practice and institutions that benefit all.

## RACIAL EQUITY AND INSTITUTIONAL RACISM

To understand the role of *racial* equity within the context of government operations, we must consider both adverse affects of institutional racism and individual racism.

*Individual* racism refers to the judgment, bias or stereotypes that can lead to discrimination.

*Institutional* racism refers to "policies, practices and programs that work to the benefit of white people and the detriment of people of color, usually unintentionally or inadvertently." [4]

Addressing *institutional* racism requires the examination and dismantling of systemic policies and practices that serve to perpetuate disparities. Understanding historical context should play a role in every analysis of social and public structures and investments.

The changes we make today in—

- Public Involvement
- Contracting and Procurement
- Data Collection
- Bureau Planning (Programs, Project Selection, Level of Services standards, etc)
- Hiring
- Training and Technical Assistance

—all have fundamental short and long-term implications for Portland's communities of color and their access to high quality education, living wage jobs, good services, efficient public transit, parks and green spaces, healthy food, and decent housing in safe, opportunity-rich neighborhoods.

In order to first identify the barriers to fair practice, we need to focus on the root of the problem, the institutional structures—however unintentional—that work against people of color. To challenge institutionalized racism, we have to look beyond individual acts of prejudice to the systemic barriers that are built into our policies. Racial disparities are avoidable. None of us are to blame for what happened in the past, but we are all responsible for eliminating racism and its legacy today.

Incorporating racial equity into government operations and services will improve our work in a way that avoids further marginalization and continuing disparities. Portland's city government, the Portland Plan, Civil Rights Title VI Program, the Office of Equity and Human Rights and the community all call for significant improvements in the city's day to day operations so that we can more equitably serve the community and act as a model for other cities in Oregon and around the country.

### Achieving Racial Equity in Practice: We Need a Road Map

This work is already guided by three documents and programs. (For full description see Major Players on pg 11.)

The Portland Plan: The 25 year strategic plan for ensuring the city moves towards a sustainable future—names equity as its foundation. Through the Portland Plan, we have identified measurable goals we will work towards as a city.

Portland's Title VI Program: This program is working to achieve compliance with the legal standards of Title VI of the Civil Rights Act, which essentially declares that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity of an entity, in this case—the City of Portland, receiving Federal financial assistance.

City of Portland's Public Involvement Principles: In 2010, City Council passed a resolution that established a public involvement road map "to guide government officials and staff in establishing consistent, effective and high quality public involvement across Portland's City government."[5]

We have the vision, now it is time to invest in how we get there. Putting the value of equity into practice will require changing the way the city works: how city government and partners make decisions; where we invest; how services and programs are delivered; how they engage with all Portlanders and newcomer communities; and how success is measured.

Any policy, program, or project can have a racial impact on distribution of benefits or burdens. This can include City bureau work on many levels, such as:

- infrastructure projects that affect property value
- policies that affect access to services
- hiring and contracting policies and practices
- public involvement processes that affect who provides input
- the creation of high-level program goals and levels of service.

# This Guide Includes:

- **STEPS TO BUILD UNDERSTANDING AND SKILLS FOR THE JOB**
- **A SET OF RECOMMENDED ACTIONS FOR LEADERSHIP & ALL CITY STAFF**
- **AN OVERVIEW OF A RACIAL EQUITY LENS**
- **EXAMPLES OF MODEL EQUITY WORK**

As community and government partners continue to advocate for the use of racial equity tools in city operations, the most common question for all levels of work is:

## How do we start?

We already have. Many bureaus, City planning processes, and other Citywide efforts have begun pieces of this work. We can better organize these efforts: first, by establishing a common understanding of a racial equity lens and how to apply it to City operations and services. Second, by coordinating short and long-term action steps discussed throughout this guide. Taking the time to develop our ability to meaningfully engage in this work will make reaching our racial equity goals much easier.

| VISION | PROCESS | | OUTCOME |
|---|---|---|---|
| **RACIAL EQUITY IN PORTLAND** | **COORDINATED APPROACH** | **SHARING BEST PRACTICES** | **SETTING TARGETS FOR IMRPOVED OUTCOMES** |
| Meeting Citywide goals and mandates of:<br><br>• PORTLAND PLAN<br>• TITLE VI<br>• PUBLIC INVOLVEMENT PRINCIPLES | TRAINING *p. 16* (Citywide)<br><br>TECHNICAL ASSISTANCE *p. 16* (Agency specific)<br><br>PLANNING *p. 15* (City and Agency-specific)<br><br>BASELINE ASSESSMENT *p. 23* (Agency-specific)<br><br>INCORPORATING EQUITY GOALS *p. 27* (Agency-specific)<br><br>IMPLEMENTATION *p. 32* (Agency-specific)<br><br>EVALUATION AND REPORTING *p. 29* (City and Agency-specific) | IMPROVED OPERATIONS PROGRAMS AND SERVICES | IMPACT/ OUTCOMES |

**THE INTERNAL WORK NEEDED TO REACH OUR GOALS**

The Partnership for Racial Equity has gathered and organized knowledge around model equity work already practiced in the City. We have also looked at regional and national best practices specific to implementing of racial equity strategies and using tools to guide government operations. This *Racial Equity Strategy Guide* looks at how a racial equity lens is incorporated into a Citywide and agency-specific approach. The guide does not prescribe exactly what a racial equity lens will look like in each bureau, be it planning, program design, operations, services, etc. Rather, our intention is to help make the connection between using the lens, the bureau's work and improved outcomes.

Forming an action plan is an involved process that will be different for each bureau, the Mayor's office and City Council, but there are common components. While every Bureau is significantly different, if each adopts equity goals within its work—some long-term, some short—it can significantly improve the equity of its internal processes, services to the community and Portland's overall health and economic outcomes. Additionally, partnering the needs of each bureau with the appropriate technical assistance and training will ensure the work is kept as focused, efficient and effective as possible.

# Guiding Documents and Major Players

Translating equity into action in operations and decision-making is new and challenging. When the City of Portland began to expand its efforts on sustainability, it needed technical assistance from partnering groups. The same holds true with equity. The following is an overview of guiding documents and related agencies to keep in mind as you begin to think about a coordinated approach for your agency and work.

## Guiding Documents

### Portland Plan (See Appendix A for Portland Plan's 5 Year Equity Action Plan)

The Portland Plan is the 25-year strategic plan for the city. The plan proposes a roadmap for developing the prosperity, health, equity and education of Portland. It provides integrated strategies for our city's overall growth.

The Portland Plan's Equity Technical Advisory Group—a working committee of City staff and community members—worked to integrate equity measures throughout each of the policy areas in the Portland Plan: Thriving Educated Youth; Economic Prosperity and Affordability; and Healthy Connected City. Steps in its Five-Year Action Plan include: enforcing Title VI, training, developing bureau equity plans, tracking disparities and outcomes, leadership development, etc. These actions aim to help bureau's incorporate equity into all City policy, programs and business operations to reduce critical disparities. The framework for equity in the Portland Plan will first address deep and well-documented racial disparities. Lessons learned from this initial focus will then apply to other underserved communities. This guide seeks to assist with that process.

### City of Portland Public Involvement Principles

In 2010, the Public Involvement Advisory Council formed a set of principles to help guide government officials and staff and ensure high quality public involvement. These principles cover the following areas and can be seen in full in Appendix B:

- Partnership
- Early Involvement
- Building Relationships and Community Capacity
- Inclusiveness and Equity
- Good Quality Process Design and Implementation
- Transparency
- Accountability

## Major Players

### Office of Equity and Human Rights (OEHR)

The Office of Equity and Human Rights, in partnership with other City agencies, will provide leadership and coordination of Citywide trainings and technical assistance. They are building the capacity to serve a resource and to help create a cultural shift in the City.

### Title VI Program

All bureaus and City agencies are already legally obligated and empowered to implement non-discriminatory practice through Title VI of the Civil Rights Act. The purpose of Title VI is to ensure that public funds are not spent in a way that encourages, subsidizes or results in discrimination in programs and activities—however intentional or unintentional. Title VI implementation and compliance actions and activities are designed to remove barriers and conditions that prevent traditionally underserved groups from access to programs and services and benefiting from them.

The Title VI Program, working with partners, is designed to help bureaus implement those objectives. This guide seeks to assist the City with that process, merging Title VI implementation regulation into a larger equity strategy.

### Public Involvement Advisory Council (PIAC)

In 2008, City Council created the Public Involvement Advisory Council (PIAC). This is Portland's first standing, formal committee that addresses how the City conducts public involvement. The PIAC's membership is half City staff (representing 14 bureaus) and half community members (representing 18 diverse community organizations). This membership is appointed by City Council and is charged with creating recommendations to improve the quality and consistency of the City's public involvement.

### Diversity and Civic Leadership Program (DCL)

The Office of Neighborhood Involvement created the Diversity and Civic Leadership program (DCL), tasked with building the capacity of community organizations of color and immigrant/refugee programs. Its structure allows for improved community identity, communication structures, leadership opportunities and collaboration, and develops culturally appropriate models for improving interactions with city processes.

### Partnership for Racial Equity

The Partnership for Racial Equity is a group of community organizations and government partners advocating for the use of a Citywide racial equity strategy and bureau-specific tools. We have worked over the past 18 months to put together a guide for City leadership that will 1) help government successfully achieve the goal of equity in their daily work 2) pursue intentional goals and measurable outcomes 3) consider what influences decision-making in their bureaus and 4) build upon already positive and effective practice, including meeting Civil Rights Act Title VI guidelines.

### Human Rights Commission (HRC)

The Human Rights Commission advocates for and takes positive action toward eliminating discrimination, racism, and bigotry, strengthening inter-group relationships, and fostering greater understanding, inclusion and justice for those who live, work, study, worship, travel, and play in the City of Portland.

# Action Checklist

The Mayor's Office, City Council and bureaus all operate differently to fulfill a unique and vital role for the city. This is why this guide does not specifically prescribe each step an agency should take. Successfully incorporating racial equity into dozens of agencies' decision-making structures requires participation on all staff and administrative levels. There is a role for everyone.

## ACTIONS FOR MAYOR, CITY COUNCIL AND BUREAU LEADERSHIP:

❒ Institute a Citywide commitment to incorporate racial equity into City operations and services

❒ Participate in and complete a comprehensive planning process to fulfill the Citywide equity goals of Portland Plan[6], Title VI and Public Involvement Principles

❒ Oversee and support:

- All staff training
- Development of Technical Assistance Resources
- Bureau-specific Racial Equity Strategies Planning & Implementation

## ACTIONS FOR BUREAU LEADERSHIP AND STAFF:

❒ Conduct Baseline Equity Assessment

❒ Incorporate Equity Goals into bureau and staff work plans

❒ Implement pilot program

❒ Implement pilot project

❒ Evaluate, fine-tune and report

## ACTIONS FOR ALL STAFF:

❒ Analyze Racial Equity Lens

❒ Advocate for all-staff training within your agency

❒ Identify specific technical assistance needed to advance equity in your work

❒ With technical assistance, identify areas where a racial equity lens could be tailored to assist you in advancing racial equity in Portland

❒ Develop tailored Racial Equity Lens

❒ Work with leadership to pilot tool

❒ Evaluate and report out

# 2 ESTABLISH STRONG LEADERSHIP & SUPPORT for CITYWIDE RACIAL EQUITY INITIATIVE

**ACTIONS FOR MAYOR, CITY COUNCIL AND BUREAU LEADERSHIP:**

❐ Institute a Citywide commitment to incorporate racial equity into city operations and services

❐ Participate in and complete a comprehensive planning process to fulfill the Citywide equity goals of Portland Plan, Title VI and Public Involvement Principles

❐ Oversee and support:

- All staff training
- Development of Technical Assistance Resources
- Bureau-specific Racial Equity Strategies Planning & Implementation

## Leadership

**Portland Plan Framework for Equity Action Goals:**

C. Raise awareness, increase understanding and build capacity to identify critical disparities, in an inclusive manner.

E. Develop strategies to mitigate equity impacts, including reallocating public resources to address critical disparities.

I. Build capacity for people to participate. Ensure broad inclusion in decision-making and service level negotiations.  Recruit, train and appoint minority members, including people with disabilities to city advisory boards to ensure accurate representation of the city's diverse population.

O. Initiate a racial and ethnic focus, using well-documented disparities.

P. Build the skills, capacity, and technical expertise to address institutionalized racism and practice and intercultural competencies.

Q. Engage diverse constituencies to discuss race, disparities and public services.

V. Meet and exceed the requirements of the Civil Rights Act and the Americans with Disabilities Act by developing the capacity of existing staff to support compliance.

*Excerpt from Portland Plan. Letters correspond to the Portland Plan Framework for Equity*

For an equity strategy to be successful, City efforts should be organized under a common framework. Equity is not just a "project" or "initiative," but an ongoing process that requires our Mayor's office, City Council and bureaus leaders to:

- Be active participants in Citywide trainings and develop their own strategies;
- Scrutinize and analyze internal structures, process and outcomes; and
- Build the internal capacity needed to provide Citywide leadership.

## Strategic Planning

An equity framework should be woven throughout all bureaus and should involve staff at all levels. As we have seen, City staff has already begun to incorporate equity practices into their work. These successes should be the starting point for replicating similar practices in other bureaus. Additionally, Title VI compliance requirements for reports and evaluations can also be built into this process.

Developing a strategy is the responsibility of every bureau and identifying the appropriate technical assistance is key to its success. Early on, the Office of Equity and Human Rights, Title VI Program, members of City Council and bureau directors should identify both gaps and existing efforts that support Citywide equity work. Existing institutional practices can be coordinated, strengthened and applied more consistently across bureaus, while a gaps assessment can identify opportunities for improvement. These might include budgeting, hiring, contracting, procurement and public involvement. Other equity practices may be more specific to the mission of individual bureaus and require a tailored approach. Collectively, both top-down and bottom-up approaches will move the City closer to reaching its desired equity outcomes.

## 2.1 CORE PRACTICES AND PRINCIPLES FOR EQUITY

**Leadership and City-Wide Approach:**
- Strategic planning
- Training
- Technical assistance
- Sufficient funding and resources

**Partnerships:**
- Cross agency collaboration
- Community organizations and other jurisdictions

**Community Engagement:**
- Partnership
- Early involvement
- Building relationships and community capacity
- Inclusiveness and equity
- Good quality process design and implementation
- Transparency
- Accountability

(City of Portland Public Involvement Principles)

**Accountability and Tracking Outcomes:**
- Tracking:
  - Knowledgeable evaluation teams
  - Define measurable social impacts
  - Identify relevant levels of service and geographies for evaluation
  - Develop relevant evaluation criteria specific to the service
  - Incorporate the results into budget process
  - Ongoing improvement to this process and capacity

(Portland Plan)

- Integrate into performance evaluations

## Training

In order to put equity into practice, we need to be able to talk about it. Citywide training can help staff and elected officials build their skills and understanding of the practical definitions and concepts of institutional and individual racism. Staff must first be able to identify areas where bias has been institutionalized to the detriment of people of color in order to make changes in organizational policies, programs, practices, and procedures. Cultural change within organizations is an ongoing process. Professional development for management and staff education create a work environment that fosters creative solutions.

The Office of Equity and Human Rights can be a partner in equity training. Other jurisdictions have brought in outside resources to help facilitate the first conversations around race and equity. This can be especially important while the City determines the best method for engaging staff in ongoing conversations.

## Technical Assistance

City agencies and staff also require expertise in equity work specific to their own needs. For example, bureaus may require assistance in identifying the most appropriate indicators needed to measure performance. Project directors may identify a gap in their community engagement capacity. Engineers may need assistance in assessing the social impacts of infrastructure decisions. Although the answer to all of these concerns can be filtered through a racial equity lens (See Section 4), staff will require varying levels of technical assistance.

## Sufficient Funding and Resources

Budgeting and consistent funding are also critical to the success of ongoing equity efforts. By providing staff the time and resources they need to prioritize and develop an equity plan, they can set goals, share their experiences and successes with their peers, and conduct annual performance reviews.

## 2.2 LEADERSHIP ROLES & RESPONSIBILITIES IN DEVELOPMENT & IMPLEMENTATION OF AN EQUITY STRATEGY

| LEADERSHIP | ROLES & RESPONSIBILITIES | POTENTIAL SUPPORT |
|---|---|---|
| Mayor & City Council | • Develop and Implement a Mayoral and City Council racial equity strategy<br>• Identify and implement a Citywide strategy, including Portland Plan deliverables<br>• Public Reporting of Equity strategy progress<br>• Model commitment through training and communication<br>• Evaluate Directors on implementation performance of equity strategy | • Office of Equity and Human Rights (OEHR)<br>• Diversity and Civic Leadership Program (DCL)<br>• Partnership for Racial Equity (PRE)<br>• Public Involvement Advisory Council (PIAC)<br>• Human Rights Commission |
| Bureau Directors | • Develop and implement bureau-wide equity strategy and plan (See Applying Equity Strategies in Your Bureau)<br>• Annual reporting to City Council and Mayor on equity strategy progress<br>• Foster and support cross-bureau collaboration | • OEHR<br>• DCL<br>• PIAC<br>• PRE |
| Bureau Senior Leadership | • Facilitate training and technical assistance for issue portfolios<br>• Foster and support ongoing professional – development | • Title VI Program<br>• OEHR<br>• DCL<br>• PRE |
| Mid-level Management and Staff | • Work with bureau leadership to identify places for implementation<br>• Implement equity strategy in program, business operations and services | • OEHR<br>• Title VI Program<br>• PRE |

## Partnerships

### Portland Plan Framework for Equity Action Goals:

L. Build relationships with public and private sector partners around diversity and equity—learn from one another to advance equity objectives through complementary work.

M. Leverage the skills and expertise of partner organizations, agencies and private sector leaders to research and develop innovative tools and methods.

N. Clarify service responsibilities and synergies, and report on progress over time.

### Cross-Bureau

Working across bureaus is vital to ensuring we do not reinvent the wheel.

- Identify existing structures where directors and other bureau staff come together to share best practices, such as the monthly Bureau Directors meeting, which involves a cross section of city leadership.

- Use appropriate technical assistance to identify best practice in specific areas of equity work, such as a community engagement models, operations and infrastructure models, etc.

- Use opportunities to share information across bureaus. For example, the infrastructure asset management workgroup, which includes staff from each of the infrastructure bureaus (i.e. Water, BES, Parks, etc), provides a forum to share innovative approaches and positive outcomes that inform and improve their work.

- Form partnerships between bureau staff to advance shared equity goals, such as contracting equity.

### Community Organization Partnership

Maintaining clear channels of communication with nongovernmental agencies and groups will make this process substantially easier and save the City time and money. In order to expand the pool of best practices and innovative thinking:

- Involve local and regional community organizations who have done related work. (See Resources at end of guide for a complete list.)

- Utilize technical assistance when available. For example, the Mayor's Office asked the County and several community-based organizations for technical assistance in the 2012 budgeting process.

## 2.3 A MODEL STRUCTURE FOR CROSS BUREAU AND COMMUNITY COLLABORATION: THE PIAC STORY

### History

In 2007, Mayor Tom Potter created a new staff position in the Office of Neighborhood Involvement to facilitate an effort to improve the way the City conducts public involvement. The Mayor's initiative was in response to over ten years of dialogue, by multiple task forces, about how the City can improve the consistency and quality of its public involvement processes. The City Council created the Public Involvement Advisory Council as Portland's first standing, formal committee to establish guidelines to improve the consistency and quality of public involvement across City government.

### Structure

**Community and Government partnership:** The PIAC represents 14 bureaus and 18 diverse community organizations.

**Specific Area of Focus:** This membership is appointed by City Council and is charged with creating recommendations to improve the quality and consistency of the City's public involvement.

**Buy-in:** Formal, facilitated Citywide conversations take place where priorities are chosen collaboratively and co-produced by multiple bureaus and community members—rather than laid out by one bureau or elected official. This provides for successful buy in and adoption by bureaus, since they are involved in the development of each initiative from the onset.

**Leadership:** PIAC is convened by the Office of Neighborhood Involvement, whose Commissioner champions its efforts.

**Resources:** Staff resources support the work of advisory council.

**Early and Meaningful Engagement:** Inclusion of a broad diversity of community members from the onset. Members were recruited from diverse backgrounds, including but not limited to: neighborhoods, communities of color, business associations, people with disabilities, elders, youth, etc. The PIAC's work is based on extensive, past community input on needed changes in City government culture, policies and processes.

### Outcomes

In its first four years, PIAC achieved numerous initiatives including writing the City's newly adopted public involvement principles. It created a new public involvement statement for all resolutions/ordinances considered by City Council, and creating recommendations to improve public involvement in the City budget process. The PIAC will also be conducting a baseline public involvement assessment of City bureaus in Summer 2012 to get a snapshot of the City's current public involvement practices. The PIAC will use results from the baseline assessment to design their work plan to support bureaus to strengthen their public involvement practices. PIAC's long term strategy includes embedding public involvement values in City structures and processes, development of best practice toolkits, training for City staff and ongoing evaluation.

# Community Engagement

**Portland Plan Framework for Equity Action Goals:**

H.  Be transparent and accountable through effective public engagement throughout the policymaking process—from setting priorities to implementing programs and evaluating their success.

J.  Provide early engagement of community members, including the resources to make the engagement meaningful and responsive to their needs and priorities.

Early and meaningful community engagement can serve as an asset to the City's work. It allows staff a clearer understanding of what the impacts of a program or service will be on the community and if it is embedded throughout a bureau's work, can become intrinsic to our day to day work. As demonstrated in the Clean Energy Works case study (See Section 5), partnering with community stakeholders is an opportunity to:

- get broad-based buy-in from the community and improve the effectiveness of a program.
- improve internal operations as well as external outcomes.
- identify areas where the community most needs to see change, such as workforce equity.

Additionally, as seen in Table 2.4, by investing in and utilizing a community-capacity building model, such as the Office of Neighborhood Involvement's Diversity and Civic Leadership Program, bureaus can build upon and improve their own community engagement work.

## 2.4  OFFICE OF NEIGHBOR-HOOD INVOLVEMENT'S DIVERSITY AND CIVIC LEADERSHIP PROGRAM

In 2006, the Office of Neighborhood Involvement created the Diversity and Civic Leadership program (DCL), tasked with building the capacity of community organizations of color and immigrant/refugee programs. Its structure allows for improved community identity, communication structures, leadership opportunities and collaboration. DCL partners develop culturally appropriate models for improving interactions with City processes.

What makes this program unique is that the direction comes from the community and the trainings are culturally adapted to fit the group. The success of the program lies in the self determination of the group to create agendas and policies that are most relevant to their communities. The DCL program currently houses an organizing project, community engagement initiative, an advisory committee, and a leadership development program. It is an ideal model for meaningful community capacity building.

# Accountability and Tracking Outcomes

## Portland Plan Framework for Equity Action Goals:

B. Track and Report spending and public service delivery measures by place and community.

H. Be transparent and accountable through effective public engagement throughout the policymaking process—from setting priorities to implementing programs and evaluating their success.

Bureaus can achieve targeted equity goals by building upon existing system-wide accountability measures, such as:

- Tracking focused equity activities and outcomes;

- Reporting to the community, and providing updates as part of ongoing community involvement efforts; and

- Creating transparent methods of budget reporting, such as OMF's budget mapping.

Each Portland bureau has a method for identifying targets, indicators, and performance measures on a wide range of planning, infrastructure, and policy projects. Equity measures can be added to these existing benchmarks and be routinely collected and analyzed in Citywide planning and decision-making. There are several recent efforts to develop equity-focused indicators that City bureaus can draw from, including the Portland Plan and Greater Portland Pulse.

# 3 DEVELOP A BUREAU SPECIFIC RACIAL EQUITY STRATEGY WITH MEASURABLE GOALS

**ACTIONS FOR BUREAU LEADERSHIP AND STAFF:**

❑ Conduct Baseline Equity Assessment
❑ Incorporate Equity Goals into bureau and staff work plans
❑ Implement pilot program
❑ Implement pilot project
❑ Evaluate, fine-tune and report

## Applying Equity Strategies in Your Bureau

Every Portland bureau operates differently and has a unique opportunity to advance racial equity in Portland.  The process of developing a bureau-specific racial equity strategy will help equip staff with the knowledge and tools to understand and operationalize equity on a day to day basis.

### Title VI Requirements

The Office of Management and Finance's Civil Rights Title VI Program coordinates City efforts to remove barriers and conditions that prevent traditionally underserved and disadvantaged communities and persons from receiving access, participation, and benefits from City programs, services, and activities. Title VI guidelines obligate public entities to develop systems and procedures that guard against discrimination in programs, services, and activities. The program is currently working on a baseline assessment as a part of bureaus' Title VI equity planning and practice requirements. Performing routine reviews is part of Civil Rights guidance and bureau-specific strategies can help bureaus meet their Title VI obligations.

## 3.1  FOUR PHASES FOR IMPLEMENTING EQUITY GOALS

**BASELINE EQUITY ASSESSMENT**

· Organizational Assessment

- Gaps analysis in:

| | | |
|---|---|---|
| · Mission | · Program Delivery | · Policy |
| · Value(s) | · Operations | · Resource management |
| · Objectives | · Plans | · Processes |
| · Planning | · Performance measures | |

- Map decision-making structures
- Identify points where equity goals can be incorporated
- Gaps analysis in data collection

· Operational Equity Assessment

- Outcome/ impact assessment
- Identification of disparities
- Identification of community needs/ priorities

**INCORPORATE EQUITY GOALS***

· Incorporate bureau-specific equity goals into bureau's overall goals
(in partnership with Mayor, Office of Equity and Human Rights, and Title VI program)

· Develop plan to carry out this work and provide resources: allotted staff time,
additional staff, and technical assistance

**PROGRAM AND PILOT IMPLEMENTATION:**

· Pilot equity plan, including mitigation efforts, and incorporation of equity criteria

· Document and fine-tune plan based on outcomes and lessons learned

**ONGOING EVALUATION AND REPORTING:**

· Departmental reporting

· Public reporting

· Reports and evaluations available for public entity review for Civil Rights compliance

\* Based on outcomes/findings of Baseline Assessment

# Baseline Equity Assessment

**Portland Plan Framework for Equity Action Goals:**

A. Collect the data we need to understand the conditions and challenges facing communities with disparities. We will use alternative data sources and research methods where needed.

D. Assess equity impacts of policies, programs, public services, investments and infrastructure delivery that may appear fair, but marginalize some and perpetuate disparities.

Portland's City bureaus cannot effectively eliminate barriers, meet equity goals, and implement strategies without thoroughly examining their organizational structure. Bureau staff should ask themselves: Does your bureau have the structure and processes in place to implement equity strategies? What procedures and tools are needed to meet equity goals? Bureaus should assess, through a full system view, where they currently stand, where they are strong, what they could modify, and what they need to start doing to ensure equity in programs, services, activities, and operations. The more completely bureaus perform this assessment, the better equipped they will be to move forward in this work.

## A baseline assessment includes:

1. Data Collection
2. Decision-making and operational processes
3. Public Involvement
4. Language Access
5. Environmental Justice (mitigating adverse affects)
6. Contracting Equity
7. Complaint Process
8. Reporting and Review Process
9. Training Capacity

Bureau-specific assessments will vary according to the bureau's mission and operations, but they should generally include two different components: a) an organization assessment, which examines an organization's structural capabilities and how operations and services are managed, run, and/or delivered; and b) an outcome/impact assessment, which evaluates the impacts and inequities of a bureau's existing programs, services, and operations and helps identify disparities and community priorities.

## Key components of an Organizational Assessment:

### Gaps analysis in mission, values, objectives, plans, performance measures, and policy

Language regarding equity must be built into the mission, goals, values and strategic directions of each bureau or larger entity. Identifying these opportunities helps set an equity foundation and drives achievement of equity goals and tools.

### Gaps analysis in planning, program delivery, resource management processes, and operations

A bureau should assess:

- processes, procedures, and mechanisms that guide operations, work flow, and the day to day functions of the bureau, and;

- planning efforts, project and program development, resource management, and exactly how it delivers current programs, services and activities.

### Map decision-making structures and identify points where equity goals and actions can be incorporated

Bureaus should specifically identify points of decision making, how decisions are made within their bureaus, and where equity objectives and practices have the potential for the greatest impact. These can be ideal points to incorporate racial equity impact assessments and equity criteria, particularly in the planning process.

### Gaps analysis in data collection

Bureaus should thoroughly assess their data collection procedures and methods and determine what information they are lacking to make informed decisions. Bureaus can also determine new measurements, and standardize ways to collect and use that data early on in the planning process. This will better equip bureaus to identify disparities, identify community priorities/needs, and use that information to tailor equity strategies.

## 3.2 BASELINE EQUITY ASSESSMENT SAMPLE PROCESS

A Baseline Equity Assessment could include the following steps:

1. Based on your organizational structure, map your bureau's department that oversees performance measures.

2. How do you measure your bureau's performance? And/ or How does your Bureau measure its success (i.e. Operational Service Standards, Performance Measures, etc)?

3. Identify guidelines and operational service standards (OSS) used by all employees.

   a. What is your OSS updating process? And how has equity been incorporated into this process?

4. Has the appropriate staff completed training or do they have access to and knowledge of qualified technical assistance in this process?

5. Have equity outcomes been incorporated into your performance measures?

## Baseline Equity Assessment – Outcome/Impact Assessment, Identification of Disparities and Community Needs/Priorities

While a bureau assesses its own organization capacity and process, it can simultaneously identify community disparities and priorities. Portland's City bureaus cannot effectively serve the community without a clear measure of the success of their programs. This community-based assessment helps bureaus measure the impacts and inequities of existing programs, services, and operations, as well as the information bureaus use for planning efforts.

Community-based assessments and input should be considered as well as quantitative assessment data. This process can be slow since bureaus may have to step back to identify where there are gaps in data collection (as identified in the organizational assessment described above). This is the only way to analyze racial inequities that may exist in service delivery and establish effective tracking systems that follow specific indicators to measure bureau progress. Performing an equity assessment for program planning can more immediately influence the way new programs are formed.

All of these components help set a foundation for later equity work. Is your Bureau providing the proper framework for making equitable decisions? Office of Management and Finance's (OMF) Budget Mapping process (See Case Study on page 39 ) originated because leadership took the time to ask this question. The Bureau of Planning and Sustainability also now uses a tool that resulted from a similar process. BPS staff developed a risk assessment tool to predict gentrification and demographic trends based on different investment and neighborhood development scenarios.

## 3.3 SUPPORT AND EXPAND ONGOING CAPACITY-BUILDING WORK

**City Budgeting Process:** Institute annual bureau reporting on racial equity, goals, targets and progress at beginning of each year's budget process

**Monthly Bureau Directors Meeting:** Incorporate bi-annual report outs from different bureaus each month with the focus on sharing best practices.

**Public Involvement Advisory Council, Title VI, Diversity and Development liaisons:** Convene staff representatives from each bureau to network and share best practices.

**Tracking and Reporting:** Identify existing or additional staff to track and report on equity outcomes specific to the work of the bureau.

**City's Priority Setting Process:** Engage P.I.A.C. liaisons from each bureau during the city's annual priority setting process.

# Incorporating Equity Goals into Projects, Programs and Planning

**Portland Plan Framework for Equity Action Goals:**

E. Develop strategies to mitigate equity impacts, including reallocating public resources to address critical disparities.

R. Actively work to eliminate racial and ethnic disparities in public agency hiring, retention and contracting.

V. Meet and exceed the requirements of the Civil Rights Act and the Americans with Disabilities Act by developing the capacity of existing staff to support compliance.

## Develop bureau-specific goals on equity

The information gathered from baseline assessments will provide the knowledge needed for City leaders and Bureau Directors to establish strong goals and objectives for operationalizing equity. There is a great opportunity to revise and update many bureaus' guiding policy documents and planning frameworks in order to align them with the recently adopted Portland Plan and its embedded Equity Framework.

## Identify support for accomplishing this work

Goals and objectives should be supported by staff and resources. Multiple equity targets and indicators have already been identified through previous local efforts, and bureaus should allot staff time for tracking progress towards outcomes.

# Applying Equity Goals in Programs, Operations and Projects

**Portland Plan Framework for Equity Action Goals:**

F. Build a public database of what works. Prioritize policies, programs and actions to make measurable progress towards more equitable outcomes.

G. Tailor approaches to disparity reduction so they are relevant to the primary needs of each at-risk community.

J. Provide early engagement of community members, including the resources to make the engagement meaningful and responsive to their needs and priorities.

K. Design forums and select venues that are culturally appropriate.

A bureau strategy should include a method for incorporating equity into program development and project selection. It may take years to fully implement a bureau-wide strategy. In the meantime, there are steps staff can take to apply an equity framework to specific programs and projects.

Consider the following questions when designing and implementing a project:

- What target population does your program intend to serve?

- How well can you actually serve them?

- What quality improvement measures do you have in place to ensure you are improving performance in these gap services areas?

- What can be done to achieve a more equitable outcome?

City staff who are currently working on putting equity into practice have found that with support, they do have the capacity to apply a racial equity lens to their work and tailor a specific tool for future use—be it program, project or infrastructure work. (See Section 4 for more information on Racial Equity Lens) The Office of Equity and Human Rights can also help assist in this process.

# Ongoing Evaluation and Reporting

**Portland Plan Framework for Equity Action Goals:**

B. Track and report spending and public service delivery measures by place and community.

W. Report out and make available equity outcomes and compliance reports.

Improved systems of data collection, baseline assessments, and equity-focused goals and performance measures will give bureaus multiple ways to track and report on their progress. Through an initial revision of bureau level of service standards, Bureaus can ensure equity is considered each time bureau standards are routinely reviewed. (See Performance Measure Chart).

## 3.4 SAMPLE PERFORMANCE MEASURES AND TARGETS

**Service Delivery Example:**

*Goal for Utilities Standard of Service:* All street lighting in Portland is operational.

*Analysis:* Communities are not equitably served when replacement of lights is based on call-in reporting of outages because historically disadvantaged communities may have experienced public access issues in the past or may not be aware of government services.

*Performance Measure:* Replacement of all lights is based on term of life of the bulb and extensive public involvement and training around complaint process and call-in process.

*Based on the work of Seattle's Racial and Social Justice Initiative

**Public Involvement Example:**

*Goal for Transportation Standard of Service:* Diversity of participants in public involvement events.

*Analysis:* Traditionally underrepresented groups, representative of the broader public, are not adequately represented in the transportation decision-making process.

*Target:* Percent of participants in project committees by age, race/ethnicity, income, gender and employment characteristics reflects demographics of affected population.[7]

**Infrastructure Example**

*Goal for Bureau of Environmental Services Level of Service:* Projects are equitably distributed to eliminate public health risk and provide environmental benefit across social and economic demographics.

*Analysis:* A GIS exercise overlaying maps of current levels of service and proposed projects to improve levels of service with maps of social (race/disability) and economic demographics revealed two potential target measures.

*Two possible Targets might be:*

- Construct X amount of green infrastructure projects in East Portland.

- Reduce X% of basement flooding in central NE area.[8]

The Portland Housing Bureau has already begun its own equity agenda, which includes setting measurable targets. The Bureau's Director of Housing, Policy and Planning, understands that viewing and reviewing policies through an equity lens is an important step in improving PHB's outcomes. They have directed two staff members to expand collection and analysis of statistical data. This work allows the bureau to examine issues ranging from use of minority contractors in Housing Bureau programs and projects, to setting targets for underrepresented Portlanders in housing programs.

As might be expected, the data raises one new question for every question it answers. But they have started the process of connecting their staff with the expertise needed to first identify the appropriate performance measures.

# 4 IMPLEMENT STRATEGY, DEVELOP TOOLS AND TRACK PROGRESS

**ACTIONS FOR ALL STAFF:**

- ❐ Analyze Racial Equity Lens
- ❐ Advocate for all-staff training within your agency
- ❐ Identify specific technical assistance needed to advance equity in your work
- ❐ With technical assistance, identify areas where a racial equity lens could be tailored to assist you in advancing equity
- ❐ Develop tailored Racial Equity Lens
- ❐ Work with leadership to pilot tool
- ❐ Evaluate and report out

**Portland Plan Framework for Equity Action Goals:**

G.  Tailor approaches to disparity reduction so they are relevant to the primary needs of each at-risk community.

Each bureau's implementation process will vary according to mission and function, whether they are a planning, infrastructure, or service bureau, as well as what kind of decision-making structures, current levels of equity work, and staff capacity, they may have.

Staff on all levels can begin thinking about how equity fits into day to day operations. This section provides some guidance on when and how a racial equity lens can be used to create fit-for-purpose tools.

## Applying a Racial Equity Analysis to Decision-Making

Putting equity into practice requires using a racial equity lens as a part of all decision-making. This will provide the level of analysis, looking at relevant questions, data and priority setting, etc, needed to advance equity and affect tangible change.

The first step in tailoring tools to the specific work of each bureau is to understand some basic racial equity lens questions. (See Figure 4.2) Apply these questions to different levels of decision-making. Whether it be applying them before a project is funded, or after a target population and project scope have already been decided, these questions can

ensure the most equitable outcomes possible. Other example areas where an equity lens can be used include: the City Council's budgeting process, Bureau of Environmental Services Asset Management Equity Strategy, Bureau of Transportation's project selection process, Bureau of Planning and Sustainability's community investment neighborhood selection and a revision of Portland Water Bureau's Operating Service Standards.

Developing tailored equity tools will shape staff decisions and provide an opportunity for systemic solutions.

## 4.1   RECOMMENDED AREAS FOR INTEGRATING A RACIAL EQUITY FRAMEWORK

Taking the time to tailor a racial equity lens to a specific area of work is an effective way to change practice in the long-term.

**Citywide Budgeting Process**

Developing and using racial equity tools for use in annual budget processes can ensure that funds are equitably distributed to communities. It also helps to establish a citywide practice that Portland supports its equity work with resources.

**Strategic Citywide Planning**

This can ensure that addressing inequities identified in baseline assessment are incorporated into the goals driving bureau decisions.

**Bureau Program Planning**

Here an equity tool can help identify structural barriers to improving practice and identify existing work that can be improved upon and replicated.

**Seeking New Funding Streams**

A baseline assessment of funding streams may reveal that funding restrictions do not allow the bureau to equitably serve its community. A racial equity tool can help decide the direction a bureau takes for new funding streams.

**Bureau Project selection**

A project selection equity tool establishes a means for ensuring that needs assessment results are weighed equitably in project selection; this may include seeking new funding streams.

**City Hiring**

City staff should not only be reflective of the community, but should also value candidates with experience in operationalizing equity on a City level. A City hiring tool can help set a standard of equity knowledge needed for all City employees.

**Contracting and Subcontracting**

A contracting and subcontracting tool can help employees to resolve issues such as lowest cost bid standards and equity goals when considering bids.

**Evaluation**

Developing a tool to expand and improve a bureau's performance and evaluation methods will help set goals that, if met, have an impact on the community.

**Service Delivery**

A standard method for determining racial/ethnic groups impacted by bureaus work and decisions, including consideration of historical inequities, is critical to improving service delivery.

**Operations**

Using a tool to access how and when service delivery standards are reviewed ensures long-lasting, institutional improvements in operations.

**Community-based partnering**

A tool to access how and when it is best to engage with the community, ensures the needs of an entire community are met.

# Tracking Progress

In order to track progress on bureau-wide and individual staff plans, evaluative measures should be built into a specific racial equity lens tool. Identifying achievable and measureable disparity reduction targets is not always easy and may require significant work with staff to build skills and understanding and/or technical assistance. The tools described in this section should revisit those goals to ensure that staff is making progress on those goals in their day to day work.

## 4.2 RACIAL EQUITY LENS[9]

1. Briefly describe the proposed action (Policy, Program, Planning, Budget, etc. decision) and the desired results?

2. Who are the racial/ethnic groups affected by this action? How will each group be affected? What are the racial disparities related to this project and how will you track progress towards reducing disparities?

3. How does the proposed action expand opportunity and access for individuals to City services?

4. How does the proposed project promote racially inclusive collaboration and civic engagement? Is there community support for or opposition to the proposal? Why?

5. How does the proposed action affect systemic change (address institutional racism?) and what is your method for tracking progress?

6. How does the proposed project support work force equity and/or contracting equity?

7. Are there any unintended consequences for certain populations and/or communities? Are there strategies to mitigate any negative impacts?

\* Based on the work of Seattle's Racial and Social Justice Initiative

**4.3** **SAMPLE INFRASTRUCTURE ASSET MANAGEMENT ADAPTATION**[10] Developed by Karyn Hanson, Bureau of Environmental Services

**Questions engineers can use to apply an equity lens to Capital Project Prioritization and Operational Work Planning**

1. What is the existing level of service in the project area? How does it compare to existing level of service across the City? Example: Level of service for pavement condition, water pressure, sewer capacity or watershed health.

2. What is the demographic make-up of the area (socio-economic including race)? What disparities are documented? How does the service provided by the proposed asset maintenance, rehabilitation or renewal relate to those disparities?

3. If the level of service in the area is less than other areas in the City what are the impacts of that reduced level of service economically, socially, and environmentally? Does the project remedy those impacts?

4. If the level of service in the area is equal to or greater than other areas of the City what is the driver for the project?

5. What businesses will be impacted by the project during construction and after?

6. What are the potential negative impacts on homeowners and businesses long term?

7. Are there impacts outside of the project area?

8. What are the economic benefits of the project and who will benefit?

9. What are the social benefits of the project and who will benefit?

10. What are the environmental benefits of the project and who will benefit?

**Based on the information gathered to answer these questions, does this project support increased equity in the City?**

## 4.4 SAMPLE PROGRAM PLANNING ADAPTATION[11]

Developed by Deborah Stein, Bureau of Planning and Sustainability

**Questions planners could use to help scope a geographically-based planning project through an equity lens**

1. Project description: Study area description (project boundaries; key natural and historical landmarks, civic and cultural institutions)

   • Breadth of issues to be addressed by this project (e.g. health, land use, transportation, design, watershed health, housing investment, etc.)

   • Limitations: what this project won't address

   • Demographics of the study area (ethnicity/race, household income, % free and reduced lunch at area schools, household size, employment, etc.)

   • Key project stakeholders

   • Desired results of the project

2. **Identification of existing disparities:** Within this study area, what racial/ethnic disparities currently exist that have a direct or indirect relationship with the built environment? (Examples include but aren't limited to housing quality and/or affordability, transit access, academic achievement gaps, asthma rates, public safety issues, accessibility of cultural amenities, etc.).

3. **Potential project benefits:** In what way could planned changes to the built environment (zoning, capital investments, etc.) help to reverse these disparities? What racial/ethnic groups would be most positively affected?

4. **Potential project burdens:** In what way could planned changes to the built environment (zoning, capital investments, etc.) potentially increase these disparities? What racial/ethnic groups would be most negatively affected?

   • What approaches could be considered to avoid or mitigate these consequences?

   • What are the opportunities or barriers to employ these approaches?

5. **Project modifications to further reduce disparities:** Are there modifications to the proposed study area and/or scope of work for the project that would enable this project to more successfully address racial/ethnic disparities?

6. **Community engagement:** What approaches will be used to meaningfully engage communities of color and people with disabilities in this planning process? How would the proposed project promote racially inclusive collaboration and civic engagement? Is there community support for or opposition to the proposal? Why?

# 5 MODEL EQUITY WORK IN PORTLAND

Portland has already demonstrated notable first steps towards advancing equity that can inform a Citywide strategy. Below are three case studies that show the City's potential to make changes that lead to more equitable processes and outcomes. They highlight three different points in the process of inserting equity in decision-making: the OMF budget mapping project is an example of a change in data collection and reporting; the Neighborhood Economic Development Strategy is an example of fully incorporating equity into plans and policies; and Clean Energy Works is an example of a program that has been implemented and evaluated.

A Citywide equity strategy would support innovative efforts such as these and help other City programs make the strategic changes that these projects have proven are possible.

# CASE STUDY #1: Budget Mapping (OMF)

In 2009, Mayor Sam Adams asked the Office of Management and Finance (OMF) to create maps displaying the city's budget and planned spending by Neighborhood Districts Coalition in order to help determine geographic equity. To comply with this request, some basic difficulties had to be overcome. Most budgeted expenditures are tracked by accounts, not by geography. The City's budget and accounting software organizes spending into categories that are used Citywide by all bureaus, such as professional services contracts, fleet services, supplies, salaries, benefits, and computer technical support. Each must be tracked to their use in specific programs. The geographic location of each program is then determined.

Mapping expenditures required a wholesale change in OMF's budget reporting process. To accomplish this task, OMF staff asked each bureau to sort through budgeted expenditures and to develop a methodology for tracking them geographically.

One example of this is the dollars spent on training in the Police Bureau's budget. Each officer is trained and uses that training in his or her assigned patrol district. Each neighborhood coalition has a different number of patrol districts depending on its size and crime rates, so training dollars are attributed to each neighborhood coalition based on its share of patrol districts. A similar but unique process was established for each budget item in each bureau. OMF staff also worked with the City's asset managers, planners, statisticians, the City economist, bureau financial contacts, and GIS analysts to make sure they were analyzing and displaying the data they were collecting in a valid and understandable manner.

Initially, bureau and OMF staff worried that the process of budget mapping would set off public anger about differences in spending by location. In many cases, differences in spending are due to differences in the age of infrastructure, topography or needs in different parts of Portland. Despite these fears and the complicated nature of the mapping process, the first budget maps were completed and posted online in winter 2010, with the hope that they would be useful enough to inform conversations and questions about the budget process and provide OMF with input useful for refining their mapping efforts.

The initial version of OMF's budget maps marks the beginning of a new dialogue about the budgeting process and the equitable distribution of public resources. Budget mapping is ongoing, and possible next steps include the addition of demographic variables such as race. Another set of maps could examine outcomes of expenditures (such as levels of service) to help residents get the full picture of city services. Differences in spending where there are differences in need can actually demonstrate a commitment to equity.

## Replicable Best Practices:

» Large-scale change in data collection and reporting

» Coordination across City bureaus to effect wholesale change

» Support and directive from leadership: mayor's office and City Council

» Allotting staff time for initial launch and continued refining

## CASE STUDY #2: ///////////////////////////////////////////////
## Neighborhood Economic Development Strategy
### (Portland Development Commission)

In May, 2011, the Portland Development Commission (PDC) adopted a Neighborhood Economic Development (NED) Strategy for Portland. It explicitly incorporates equity into its goals in a groundbreaking way:

> Given Portland's key demographic and geographic challenges and areas of opportunity, this strategy is intended to proactively support: (1) **communities of color** citywide and (2) residents and businesses within "**priority neighborhoods**." Priority neighborhoods are those
> - Experiencing lagging commercial investment and increased poverty
> - Experiencing gentrification pressures
> - Facing substantial change due to major public infrastructure improvements
> - Whose businesses risk losing ground to suburban or big box competitors

Given this strategy's focus on communities of color and priority neighborhoods, a job creation and equity lens will guide every action, investment and program.[12]

Action items in the NED Strategy include: conducting targeted outreach to communities of color;[13] connecting communities of color with jobs in growing industries;[14] enhancing small business lending to minority-owned firms;[15] establishing hiring agreements and other community benefits agreements with developers awarded grants and loans;[16] and working proactively with the Office of Equity.[17]

Although PDC's staff have previously considered questions of equity regarding programs and investments, integrating equity upfront as a guiding strategy represents a fundamental change in PDC's process.

This innovative strategy was brought about by a number of factors. In May, 2010, the PDC convened an advisory committee consisting of various stakeholders, including community groups such as Native American Youth and Family Center, Immigrant and Refugee Community Organization, and the Northeast Coalition of Neighborhoods.

Input from these stakeholders added to the momentum created by equity discussions within the Portland Plan and informative, data-rich reports from the Coalition of Communities of Color and the Urban League of Portland. However, incorporating equity into the guiding principles of the NED Strategy would not have been possible without the support of PDC's leadership.

Formerly there had been some tension around how to incorporate the issue of equity in PDC Economic Development programs. However, in early 2011 top leadership endorsed placing equity in the NED Strategy's guiding principles. Additionally, after the NED Strategy was adopted, PDC's Neighborhood Division Manager helped his staff take ownership of the plan by asking them to prepare briefs on how they would achieve the goals of the NED strategy within their areas of expertise.

Operating under the guidance of the new NED Strategy, PDC's Neighborhood Team staff now make decisions with deliberate consideration of the question, "Who benefits?". PDC's new NED strategy holds staff accountable to different performance standards than in the past. Previously, staff were held responsible for spending the money in their budget in a timely manner; now they are encouraged to spend the money in a way that supports the NED Strategy's equity goals, even if they are unable to get money out the door as quickly. Grant and loan funds are no longer awarded on a first-come, first-served basis, but instead according to criteria that support equity. This means denying requests from some clients who previously had no trouble getting financial assistance, but also means that PDC will be assisting historically underserved groups more often.

The NED Strategy is new, so results have yet to be measured. However, the NED Strategy has clearly defined goals for success:

**RESULT 1:** Improve profitability of businesses in priority neighborhoods by 4 percent;

**RESULT 2:** Increase real median family income for communities of color by 3 percent;

**RESULT 3:** Achieve 1 percent annual net job growth in priority neighborhoods

To measure and ensure equitable outcomes, data will be disaggregated by race, ethnicity and geography.

## Replicable Best Practices:

» Naming equity as guiding principle

» Strong leadership from commission to achieve a measurable outcome

» Direction and support from multiple levels of leadership

» Strong partnership with stakeholders to help refine and improve program

» Supportive policies that facilitated new and promising approach

## CASE STUDY #3: Clean Energy Works
### (Bureau of Planning and Sustainability)

Clean Energy Works Oregon (CEWO) is a program that helps homeowners install energy upgrades and weatherize their homes through long-term financing, rebates for improvements and professional assistance.[18] The program began with a 500-home pilot called Clean Energy Works Portland (CEWP), which launched in Portland in the summer of 2009. CEWP was run by the Portland Bureau of Planning and Sustainability.

At the beginning of the pilot program, Mayor Sam Adams convened a stakeholder advisory committee of community organizations, contracting firms and environmental advocacy organizations to craft a Community Workforce Agreement (CWA) that would set standards for equitable contracting throughout the project. A facilitator from the Office of Neighborhood Involvement was crucial in engaging committee members of color at the table and advocating that their recommendations not get watered down by City attorneys. The committee's recommended standards and goals were approved by Portland City Council. These included the following:

- All workers in the program earn at least 180 percent of minimum wage;

- At least 30 percent of trades and technical project hours to be completed by historically disadvantaged or underrepresented people (to be hired through a training program); and

- At least 20 percent of project dollars go to businesses owned by historically disadvantaged or underrepresented people.[19]

In addition, the CWA defined an accountability process where a Stakeholder Evaluation and Implementation Committee (SEIC) composed of at least 50 percent historically disadvantaged or underrepresented people would monitor progress toward agreement goals. Contractors were required to make regular reports on hiring and labor to the SEIC.[20]

At first, the progress of the pilot program was slow. After six months, only 185 homes had been upgraded, and some members of the SEIC were frustrated by issues around enforcing the CWA. There were tense public meetings where SEIC members aired their frustration with the City, underlining a lack of trust due to a history of marginalization of communities of color. This was challenging for CEW staff; however, instead of reacting defensively, they listened to the SEIC's concerns. Over time, enforcement of the CWA and support for contractors in fulfilling equity goals improved.

Slowly, trust was built between SEIC members and CEW staff as CEW staff asked what needed to be done to create a program that was successful from the community's standpoint and requested help doing those things. Trust was also built in conversations outside of the public meetings, when SEIC members and CEW staff had more time to communicate about their perspectives. The most critical factor in making the collaboration successful was that the SEIC was truly an empowered body. The SEIC had significant latitude and influence in the decision making process. For example, there were instances in which CEW staff conceded to the SEIC's recommendations, despite disagreements about the way the program should proceed. The SEIC's influence almost always benefitted the program, and trusting relationships were built over time.

The pilot program ended in March, 2011, having completed energy upgrades in 500 homes and having achieved the following results:

- Average wages of $25/hour

- Provision of health care by two-thirds of contracting firms

- 49.5 percent of trades and technical hours worked by people of color

- 22 percent of contracting dollars going to women- and minority-owned businesses[21]

The CEWP pilot has been scaled up to become a statewide program: Clean Energy Works Oregon (CEWO). The Community Workforce Agreement plus SEIC recommendations on specificity of standards and clarity of compliance measures were used to create High Road Standards for contracting, and what was the SEIC has become the High Road Committee. As CEWO expands to new cities, a representative from each city joins the High Road Committee. The Committee continues to monitor hiring and labor data disaggregated by race, gender, type of work and other factors, and can thus identify opportunities to improve the program.

The success of Clean Energy Works can provide a number of takeaways for future equity work.



## Replicable Best Practices:

» Creation of mechanisms to collect data and evaluate progress towards goals;

» Naming equity as guiding principle;

» Engaging affected communities in planning and implementation process;

» Allotting staff time for project;

» Gaining community trust through cultural humility and the knowledge that empowering historically marginalized groups often means learning how to give up power.

# 6 MODEL CITY AND COUNTYWIDE EQUITY STRATEGIES

## City-Wide Equity Strategy

Seattle's Racial and Social Justice Initiative (RSJI), which is housed in the Office of Civil Rights, is unique in its focus on eliminating racial inequality through promoting and working towards systemic change. The initiative uses a comprehensive and structured approach to transforming systems and institutions. This includes tools that analyze where decision-making powers lie to identify effective intervention points. It began with an intensive training model focused on the process of dismantling institutionalized racism.

### Leadership and Top Down Accountability

The initiative is led by strong leadership from the Office of the Mayor, which began with a Citywide ordinance to codify its work into City operations. Because it is housed within an office that has regulatory power, each City department must write an annual work plan that has accountability agreements with the mayor to set and meet goals. All departments are required to appoint someone to an Inter-Departmental RSJI "Core Team." This team shares and standardizes best practices, reviews progress and develops training and tools.

Additionally, each department identifies and cultivates equity champions to participate on a "Change Team." 10 percent of staff time is allotted to RSJI work so they have the time and space to work. They are tasked with building capacity within individual departments. The Mayor's Office and City Council also have a "Change Team" to oversee departmental reports and coordinate the RSJI Community Roundtable where community organizations have input into setting priorities, implementation and monitoring.

Each Department presents its annual report to the Mayor and the legislators. Since its inception, reporting has become a time to highlight creative and innovative solutions to addressing inequities.

### Equity Tools and Evaluation Methods

An evaluative toolkit is used to analyze where, how and under what criteria decisions are made. It includes a filter (or lens) comprised of questions to consider in developing equitable policies, programs, allocations of resources and service delivery. Equity questions are developed for each level of decision-making, including executive, mid-manager and program level. They are used in the early planning stages. Other tools include community needs assessments and capacity-building strategies within the community.

### Ongoing Training

Seattle funded an initial set of trainings to help give structure and purpose to the initiative. All City staff, including top management, the Mayor and all Council staff were required to attend. The Core Team (leadership development), and Change Teams were also trained to continue building capacity and support. This kind of internal capacity building is critical to the effectiveness and sustainability of the initiative.

## Lessons Learned

Over the course of the past year, individuals from Portland's Equity Strategies Working Group have had several conversations with members of Seattle's RSJI. Based on both their own experiences in launching this initiative and the structure of Portland's government, a number of lessons and recommendations emerged from these conversations.

- It is critical to establish credibility with this community by making progress in specific areas, such as contracting, workforce, and engagement. Courageous conversations that address institutional racism are only a first step. Portland should aim to set hard goals, meet them, and improve outcomes for people of color.

- Change can be a slow process that takes many years and requires a lot of education around anti-racism, anti-oppression and how to build understanding. Having champions within each bureau, who have devoted staff time for this work, improves internal capacity building and ensures broad buy-in. Identify internal staff who have been doing this work and collaborate with them.

- It is critical that Portland does not assign the job of "equity" to one office. It is all bureaus' jobs and the leading office is there to help assist in the process.

- An equity initiative must be specific and will not be effective if it turns into a generalized diversity or cultural competency initiative.

- Conduct an audit (mapping) of current equity initiatives across city bureaus; assess what has been successful and build on this work.

- Adopt and use equity tools for equitable decision-making in policy, programs and service delivery.

- Once in a rollout phase, bureaus should first focus on a key area, such as employment or contracting. This allows a bureau to develop specific strategies.

- Seattle has not aggressively tracked their progress on disparity reduction and outcomes. This should be integrated in any Portland program.

- In Seattle, community and public involvement was included later in the process. It is important to engage the community and construct a robust public involvement process from the beginning.

# Countywide Equity Tool:
# The Multnomah County Equity & Empowerment Lens

The Equity and Empowerment Lens (E&E Lens, racial justice focus) was initially developed by the Health Equity Initiative of Multnomah County Health Department and is now being revised and implemented by the Office of Diversity and Equity (Multnomah County).

It is a tool and set of processes to be used to improve the quality of policies, practices and processes. It can be used to analyze who benefits and who is harmed by decision-making and planning, and thus is a way to identify fair and just decision-making, and mitigate negative impacts. The goal of the E&E Lens is to eliminate the root causes of inequities, paying particular attention to unfair and unjust policies and practices leading to institutionalized racism. It leads to improved and more equitable outcomes for all of our communities, and especially for those who suffer the greatest inequities.

The process of creating the E&E Lens began in 2008 after the release of the Health Department's Report Card on Racial and Ethnic Health Disparities and a long-standing awareness that equitable policies were needed. In recognition of the toll that institutionalized racism was taking on the health of Multnomah County residents, County Chair Ted Wheeler sponsored the Health Equity Initiative within the Health Department. One of the key policy priorities resulting from community engagement over 2008 was to prepare and pilot the first version of the E&E Lens, initially called the Equity Impact Review Tool.

Since then, the E&E Lens has been used in four pilots and undergone evaluation and revision. One major challenge has been balancing the depth of the content and analysis with the ease of the Lens's use. Another challenge is the need for training and technical assistance in using the Lens, and finding the staff time and financial resources needed to provide those. However, in a recent pilot of the E&E Lens, 97 percent of participants thought that the Lens would be at least somewhat helpful to managers in health. It grew from the implementation of the enhancing equity of their services, policies and King County Health and Social Justice Initiative, practices.[22]

## Recommendations from the July, 2011 pilot of the E&E Lens include the following:

» E&E Lens process elements should include having conversations, including staff, including an equity expert, using data, reflecting on the social determinants of health and equity, developing a clear map of intended outcomes, and evaluating the results.

» The discussion questions in the E&E Lens should include: "Who is burdened?" "Who benefits?" "Who decides?" "How will negative effects be mitigated?" and "How will positive effects be enhanced?"

» Action planning should include reporting on the project lead, the cost, the rationale for prioritization, a timeline for implementation, the needed resources, and an evaluation plan (who will receive reports).[23]

## Lessons Learned

- Especially at first, staff require assistance in crafting questions that are measurable.

- Questions should cover the process of decision-making, not just the results. For example, while it is good to ask how many staff of color are employed, it is also important to ask how hiring decisions are made.

- During implementation, it is important to make time to involve the communities most affected. Hard conversations are part of the process of confronting injustice.

- If a workplace environment nurtures a culture of change and empowers staff, resistance can be called out and overcome. This cannot happen without staff empowerment.

The Equity and Empowerment Lens is ready to be taken beyond the Health Department and applied in all county departments. The latest version of the E&E Lens will be released for use very soon.

*See Resources list for Contact.*

There are plenty of opportunities to integrate equity into a bureau's work prior to project implementation. By the time a project or program is rolled out, many of the key decisions that could affect a project manager's work have already been made.  When larger equity processes are in play, applying a specific racial equity lens to the program or project phase can more immediately improve equity outcomes.

We discussed equity in action with Portland's Bureau of Transportation (PBOT) staff in regard to two recent PBOT initiatives that got very different reactions from their stakeholder communities (see boxes 7.1 and 7.2). On the one hand, the East Portland in Motion Implementation Strategy for Active Transportation (EPIM Strategy) has been lauded as truly meeting the needs of East Portlanders and has generated much support and enthusiasm. On the other hand, the North Williams Traffic Operations Safety Project (N Williams project) has seen anger and dismay from many residents around the project area, which is historically a community of color.

The EPIM Strategy and the N Williams project represent different stages of PBOT's work. The EPIM strategy was developed to prioritize the type and locations of active transportation projects in East Portland, whereas in the N Williams project, location (N Williams) and mode (bicycle) were predetermined. This difference highlights the importance of incorporating equity considerations early on in planning. By the time a project is slated for implementation, many of the key decisions have already been made. However, applying a racial equity analysis to the program or project planning phase can improve equity outcomes.

PBOT staff identified five areas where a racial equity lens could have benefited the process leading up to the N Williams project.

### Planning:

The planning stage should name equity as a leading principle for the bureau and for project selection.

### Budgeting:

The budgeting process must incorporate an equity lens to ensure that the tension between equity and lowest-cost can be resolved. Budgeting must also find ways to prioritize equity in the midst of project requests from multiple other agencies and bureaus.

### Needs Assessment:

It is important to consider the needs of all affected communities, especially in the case of projects like N Williams, where those using the bicycle infrastructure are not necessarily those living in the neighborhood. Applying a racial equity lens to a needs assessment would lend institutional memory to PBOT's work and help PBOT avoid repeating patterns that have previously led to racially unjust outcomes.

### Capital Investment Project:

By applying a lens at this stage of the process, there could be a timely reassessment of equity values and principles.

### Program Implementation:

Implementation should employ best practices in community engagement and utilize an equity lens to inform the process through which a community is engaged.

The EPIM Strategy has demonstrated best practices around needs assessments and goal identification which, if applied to the N Williams project, could have prevented the negative response the initial project received from the community.

## 7.1 PLANNING: EAST PORTLAND IN MOTION STRATEGY (EPIM)

**Formalizing Equity as a Goal:**

The East Portland in Motion plan identified equity as a leading principle of the project.

**Replicable Practice: Gaps Analysis coupled with Community Needs Assessment**

A project baseline assessment incorporated an assessment of demographic data and gaps in infrastructure. PBOT also conducted a needs assessment of those who would be affected by infrastructure improvements, through multiple focus groups. The results of this input from the community, which included frequently unheard populations such as refugees and lower-income households, helped shaped the priority setting.

**Project Selection Criteria:**

Implementation recommendations established community input and equity as the first two criteria for project selection.

**Replicable Practice: Project Selection based on Equity and Need**

Due to input from the community and an analysis that included the needs of frequently unheard populations such as refugees and lower-income households, more attention was brought to the importance of crossings and resulted in many crossing improvement projects. It also focused bikeway implementation on neighborhood greenways which serve both walking and cycling, over other bikeway types.

## 7.2 NORTH WILLIAMS TRAFFIC OPERATIONS SAFETY PROJECT

The North Williams Traffic Operations Safety Project originated from a bike gaps analysis, which showed that this was an area that was in need of improved bike infrastructure. However, a needs assessment of those living in the area was not completed to complement this work. Projects that originate from a technical analysis may already envision specific improvements and the project budget may therefore be limited to the "technical" fix and not include the expectation of conducting a larger community needs assessment.

**Missed Opportunity**

A needs assessment of residents, similar to the one performed in EPIM, would have revealed that bicycle infrastructure was not, in fact, a priority of the residents around the project area, which is historically a community of color. This could have helped PBOT preempt issues that arose in the community engagement piece of the project.

**Racial Equity Impact Analysis**

One question asked by a Racial Equity Lens Tool is, "What is the history of racial inequities in this neighborhood and how does the proposed project address this history?"

**Missed Opportunity:**

This neighborhood has a long history of upheaval, from the building of I-5 to the expansion of Emanuel Hospital, all well documented in the Albina Community Plan of 1993. Additionally, people of color residing in this neighborhood have felt their needs have been ignored. Knowing this would have affected the direction of the North Williams Project. Residents would have been asked what form of active transportation improvements should be prioritized in this project.

# 8 CONCLUSION

Portland has made great strides as a city in addressing the challenges of sustainability, adopting values and policies that aim to conserve the natural environment for future generations. Sustainability requires more than "green" thinking—it also means elevating social equity as a value and a strategic policy goal. A truly sustainable community is one in which all members achieve, participate and thrive—so that they can contribute to our region's quality of life and enjoy the benefits of a prosperous and resilient economy.

The growing inequality we see now in Portland will only hold us back from collectively achieving our vision of sustainability and livability. Equity must be more than a value statement—it must be embedded into the policy-making, program implementation and resource allocation decisions of the City government. This guide to equitable public-sector policy and service delivery is a first step toward developing the tools our City employees need to make the promise of the Portland Plan real.

# RESOURCES

**CULTURAL COMPETENCY AND EQUITY TRAINING**

**Multnomah County Equity and Empowerment Lens** (Cultural Compentency Trainings)

Contact: Sonali Balajee

Email: sonali.s.balajee@multco.us

Website: http://web.multco.us/diversity-equity/equity-empowerment-lens

**Office of Neighborhood Involvement**

Contact: Jeri Williams

Email: jeri.williams@portlandoregon.gov

**Office of Equity and Human Rights** (Equity Trainings)

Contact: Judith Mowry

Email: judith.mowry@portlandoregon.gov

**STRATEGY AND PLANNING**

**Office of Equity and Human Rights**

Contact: Dante James

Email: dante.james@portlandoregon.gov

**Title VI Program**

Contact: Danielle Brooks

Email: danielle.brooks@portlandoregon.gov

**Coalition for a Livable Future**

Contact: Mara Gross

Email: mara@clfuture.org

**Partnership for Racial Equity***

Contact: Katie Sawicki

Email: ksawicki@ulpdx.org

**BASELINE ASSESSMENT**

**Title VI Program**

Danielle Brooks

Email: danielle.brooks@portlandoregon.gov

**DATA COLLECTION**

**Multnomah County Health Department, Health Assessment and Evaluation**

Moriah McGrath

Email: moriah.mcgrath@multco.us

**The Kirwan Institute for the Study of Race and Ethnicity**

Jason Reece

Email: reece.35@osu.edu

**Coalition for a Livable Future**

Kristina Smock

Email: kris@kristinasmockconsulting.com

**Coalition of Communities of Color**

Ann Curry Stevens

Email: currya@pdx.edu

* The Partnership represents multiple community agencies and government partners. With a strong background in racial equity, health, community engagement, public involvement and planning, we can either assist in efforts or help connect you with the resources you need.

**TOOLKIT DEVELOPMENT**

**Title VI Program**

Danielle Brooks

Email: danielle.brooks@portlandoregon.gov

**PolicyLink Equity Development Toolkit**

Website: http://www.policylink.org/site/c.lkIXLbMNJrE/ b.5136575/ k.39A1/Equitable_Development_ Toolkit.htm

**Seattle Race and Social Justice Initiative**

Elliot Bronstein

Email: elliott.bronstein@seattle.gov

Website: http://www.seattle.gov/rsji/ resources.htm

**PUBLIC INVOLVEMENT**

**Public Involvement Advisory Council**

Afifa Ahmed-Shafi

Email: afifa.ahmed-shafi@ portlandoregon.gov

**ADDITIONAL READING**

**Portland Plan**

http://www.portlandonline.com/ portlandplan/index.cfm?c=49008

**The State of Black Oregon**

http://ulpdx.org/wp-content/ uploads/2012/04/UrbanLeague- StateofBlackOregon.pdf

**Communities of Color in Multnomah County: An Unsettling Profile**

http://coalitioncommunitiescolor.org/docs/ AN%20UNSETTLING%20PROFILE.pdf

**Regional Equity Atlas**

http://www.equityatlas.org/

# PORTLAND PLAN - Five Year Action Plan Actions (Adopted by City Council April 2012)

1. **Enforce Title VI.** Implement the City of Portland Civil Rights Title VI Program Plan to remove barriers and conditions that prevent minority, low-income, limited English proficiency and other disadvantaged groups and persons from receiving access, participation and benefits from City programs, services and activities. *Partners: City, OMF*

2. **Track the information needed to understand disparities.** Track information on the disparities faced by racial, ethnic and other marginalized populations; and share this information with Portland Plan partners and the public. Address the shortcomings of typical data sources by inviting self-identified communities to provide information and sources unique to them. Explore building metrics related to well-being and equity. *Partners: OEHR, Other, public agencies, Nonprofits*

3. **Evaluate equity impacts.** Assess equity impacts as part of public budget, program and project list development. Report how budget expenditures, levels of service, and infrastructure conditions vary by district and communities. Use best practices of racial and social justice impact assessment.
*Partners: City, OMF, OEHR, Other public, agencies*

4. **Improve evaluation methods.** Develop and share new ways to evaluate equity impacts.

   Build the capacity of city bureaus and Portland Plan partners to use these approaches:

   • Building knowledgeable evaluation teams.

   • Defining measurable social impacts.

   • Identifying relevant levels of service and geographies for evaluation.

   • Developing relevant evaluation criteria specific to the service.

   • Incorporating the results into the approach into budget process.

   • Ongoing improvement to this process and capacity.
   *Partners: City, Other public agencies*

5. **Mitigate for disparities.** Where disparities in service delivery and community development programs are found, change policies and priorities to mitigate disparities while also ensuring reliability, quality and safety of the entire system.

6. **Improve involvement.** Implement recommendations of the City of Portland Public Involvement Advisory Committee (PIAC) to include people not generally represented in decision-making, advisory committees and technical teams. Recognize non-geographic based communities in Portland's public involvement standards. Include these principles in the City Charter and the City's Comprehensive Plan.
*Partners; City, ONI, BPS*

7. **Leadership training.** Expand community-based leadership training programs to build community organizing capacity and the capacity for people to engage in shared governance, focusing on under-represented and underserved communities. P*artners: City*

8. **Language and cultural interpretation.** Develop and implement a coordinated language and cultural interpretation strategy and program for the City of Portland and partner agencies. *Partners; City, Other public agencies*

9. **Share best practices.** Inventory current equity practices among the Portland Plan partner agencies. Periodically, convene Portland Plan implementers to coordinate equity work tasks and devise mutual accountability measures. *Partners: City, Other public agencies, Nonprofits.*

10. **Collaboration.** Strengthen collaboration between City bureaus, partners, equity advocates, and the community to more fully integrate equity in decision-making. *Partners: City, Other public agencies, Nonprofits.*

11. **Training.** Educate City and partner staff about institutionalized racism, intercultural competency and the legal requirements and regulations of Title VI of the Civil Rights Act. Incorporate this into performance reviews. *Partners: City, OEHR, OMF, PCOD, Other public agencies.*

12. **Community dialogue.** Hold public forums on race and the importance of equity. *Partners: City/OEHR, PCOD, Other public agencies.*

13. **Diverse advisory boards.** Recruit, train and appoint minority members to City of Portland advisory boards who represent the city's diverse population. *Partners: City, ONI.*

14. **Implement Disabilities Transition Plan.** Complete and begin to implement the City of Portland's ADA Title II Transition Plan to remove barriers and conditions that prevent people with disabilities from accessing, participating and benefiting from city programs, services and activities.

    • Educate and train city and partner staff about ableism and disability awareness

    • Educate staff on the legal requirements and implementing regulations of ADA

    *Partners: City, OMF, PCOD.*

15. **Collect data on disability-related disparities.** Collect data (conventional and alternative) on disability related disparities, in consultation with the Portland Commission on Disability and community partners. Apply lessons learned from the racial/ethnic focus and adapt tools to address the most critical disparities facing Portlanders with disabilities. *Partners: City, OMF, PCOD, other public agencies.*

16. **Civil Rights Act compliance.** Implement and produce required civil rights review and reporting to comply with Civil Rights Act Title VI program plan. Build on lessons from implementation of the program plan for the Portland Bureau of Transportation. *Partners: City, OMF.*

17. **Americans with Disabilities Act compliance reporting.** Report on progress toward ADA compliance, including redevelopment of the City of Portland's ADA Transition Plans and Self Evaluations and implementation efforts. Work with the Portland Commission on Disability to identify broader measures and outcomes for equity goals on disabilities. *Partners: City, OMF, OEHR, PCOD.*

18. **Bureau equity plans.** Evaluate bureau equity plans of City bureaus and partner agencies for their overall effectiveness in promoting staff diversity. *Partners: City, Other public agencies.*

19. **Contracting and bureau equity.** Show measurable progress in hiring, retention and contracting at all levels of public agencies. Implement bureau equity plans to increase purchasing and contracting from Minority and Women-owned Emergency Small Businesses (MWESB)and firms committed to a diverse workforce. *Partners: City, Other public agencies.*

20. **Community resource access.** Evaluate how public information, application requirements and fees impact access of diverse communities to community resources and business opportunities.

# CITY OF PORTLAND PUBLIC INVOLVEMENT PRINCIPLES
## (Adopted by City Council August 4, 2010)

**Partnership**
Community members have a right to be involved in decisions that affect them. Participants can influence decision-making and receive feedback on how their input was used. The public has the opportunity to recommend projects and issues for government consideration.

**Early Involvement**
Public involvement is an early and integral part of issue and opportunity identification, concept development, design, and implementation of city policies, programs, and projects.

**Building Relationships and Community Capacity**
Public involvement processes invest in and develop long-term, collaborative working relationships and learning opportunities with community partners and stakeholders.

**Inclusiveness and Equity**
Public dialogue and decision-making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision and policy making. Impacts, including costs and benefits, are identified and distributed fairly.

**Good Quality Process Design and Implementation**
Public involvement processes and techniques are well-designed to appropriately fit the scope, character, and impact of a policy or project. Processes adapt to changing needs and issues as they move forward.

**Transparency**
Public decision-making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.

**Accountability**
City leaders and staff are accountable for ensuring meaningful public involvement in the work of city government.

For a full list of Principles, Indicators and Outcomes, see:
http://www.portlandonline.com/oni/index.cfm?c=51069&a=312804

# ENDNOTES

1    Urban League of Portland (2009). *State of Black Oregon;* Curry-Stevens, A., Cross-Hemmer, A., & Coalition of Communities of Color (2010). *Communities of Color in Multnomah County: An Unsettling Profile.* Portland, OR: Portland State University.

2    Curry-Stevens, A., Cross-Hemmer, A., & Coalition of Communities of Color (2012). *The African American Community in Multnomah County.* Portland, OR: Portland State University; Urban League of Portland (July 2010). *Issue Brief 1: A Year in Review;* Urban League of Portland (November 2010). *Issue Brief 3: Addressing Oregon's Racial Inequities in Employment.*

3    Portland Plan, April 2012: www.pdxplan.com.

4    Center for Urban Transportation Research (June 2008). Final Report: Performance Measures to Evaluate the Effectiveness of Public Involvement Activities in Florida.

5    City of Portland Public Involvement Principles.

6    See Page 19- 23 or the Portland Plan.

7    Center for Urban Transportation Research (June 2008). Final Report: Performance Measures to Evaluate the Effectiveness of Public Involvement Activities in Florida =.

8    Bureau of Environmental Services (October 2010), *Assets Management Program, Level of Service Table*.

9    Based on the Work of Seattle's Racial and Social Justice Initiative

10   Developed by Karyn Hanson, Asset Systems Management, Bureau of Environmental Services.

11   Developed by Deborah Stein, Bureau of Planning and Sustainability

12   Portland Development Commission. (May, 2011). *City of Portland Neighborhood Economic Development Strategy: A 5-year plan to support neighborhood vitality & business success.* Retrieved Nov 11, 2011 from http://www.pdc.us/pdf/bus_serv/ned/NED-Strategy.pdf  p. 13

13   Ibid, p. 16

14   Ibid, p. 15

15   Ibid, p. 17

16   Ibid, p. 20

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18   Clean Energy Works Oregon. (2011). *Clean Energy Works Oregon.* Retrieved Nov 18, 2011 from http://www.cleanenergyworksoregon.org/

19   City of Portland. (September, 2009). *Community Workforce Agreement on Standards and Community Benefits in the Clean Energy Works Portland Pilot Project.* Retrieved Nov 16, 2011 from http://www.portlandonline.com/bps/index.cfm?c=50152&a=265161

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21   City of Portland Bureau of Planning and Sustainability. (2011). Clean energy works background. Retrieved Nov 16, 2011 from http://www.portlandonline.com/bps/index.cfm?c=50152&a=370163

22   Holbert, T & Pizacani, B (July 11). *Health Equity Initiative and Business Services Piloting an Equity and Empowerment Lens.* Multnomah County Health Department. P. 8.

23   Ibid, pp 25-27.

# RACIAL EQUITY
# STRATEGY GUIDE

**PRODUCED BY**

**Urban League**
of Portland

**SUPPORTED BY**

**Multnomah County
Health Department**
Communities Putting
Prevention to Work

**NORTHWEST HEALTH
FOUNDATION**

*The Community's Partner for Better Health*

The Northwest Health
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**City of Portland**
Office of Neighborhood
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