

The background of the entire page is a photograph of three children. The child in the foreground is a young boy with dark hair, looking directly at the camera with a slight smile. Behind him, two other children are visible, slightly out of focus. A semi-transparent teal rectangle is overlaid on the left side of the image, containing the text. Several dashed yellow lines crisscross the entire image, creating a geometric pattern.

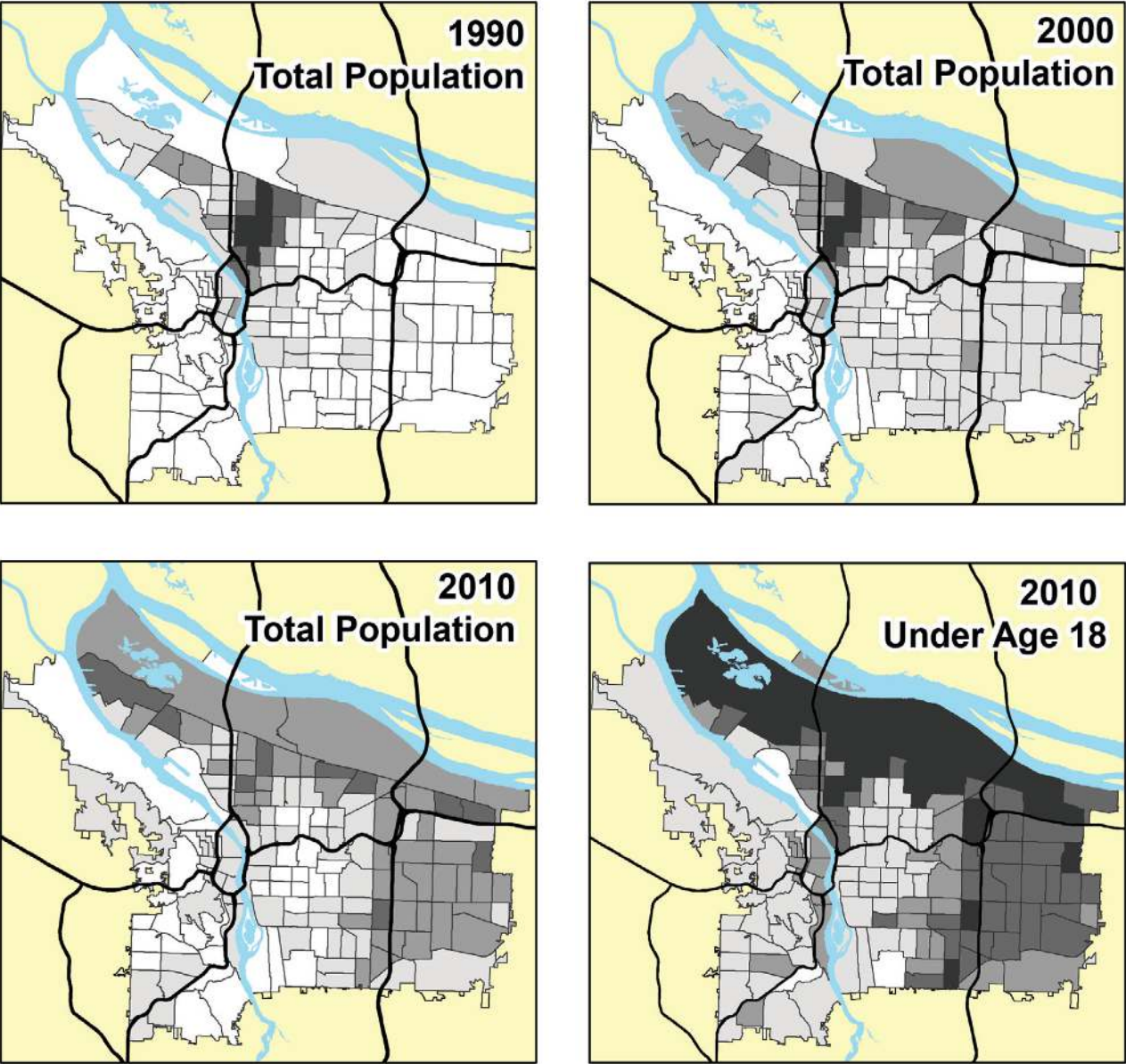
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Portland City & Bureau Leadership

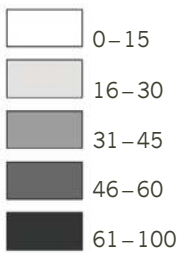
RACIAL EQUITY STRATEGY GUIDE

Presented by Portland's Partnership for Racial Equity

PORTLAND'S CHANGING DEMOGRAPHICS

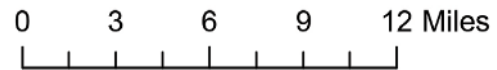


% People of Color



Freeways

Major Rivers



Data Sources:

Metro's RLIS, May 2011

US Census Bureau 1990, 2000, 2010

Map created December 2011

by Liz Paterson, Oregon Public Health Institute



ACHIEVING RACIAL EQUITY

IN CITY OF PORTLAND OPERATIONS AND SERVICES

GOAL 1

Establish strong leadership and support for city-wide 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 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 has an opportunity to significantly improve racial equity. Developing a racial equity strategy will equip a bureau with the knowledge to set measurable

GOAL 3

Implement strategy 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 strategy that could be used on a city level. With worsening disparities in employment, housing, health and education, we came together because we believe the city of Portland can be one of the first cities to take a strategic approach to eradicating inequities through government decision-making, public service and program delivery and inclusive engagement. 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 decisions-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 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 in developing and using effective tools, which inform the city's day to day actions of policy-making, resource allocation, planning, program development and implementation, and evaluation. We hope it will develop a common framework and strategy for consistent equitable practice across the city.

In these challenging economic times, it 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 city-wide 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
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Irene Schwoeffermann, Coalition for a Livable Future

1 INTRODUCTION

Why Implement a Racial Equity Strategy?



Equity is Portland's key to increasing economic and social opportunity. The city is highly-regarded for its innovative policy in new, green technology and the creative economy. Through a coordinated investment in all communities, we can help realize our potential as 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 Currently, race predicts where we live, where we work, how well we do in school, how long we will live and the likelihood of our involvement in the criminal justice system. As Portland becomes more racially and ethnically diverse, these outcomes become critical both for individuals and for regional health and prosperity.

In order to achieve the social and economic benefits of equity, we have 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.

Portland's city government, the Portland Plan, Civil Rights Title VI Program, the Office of Equity and Human Rights and the community all acknowledge that the City must assess and alter its practices to avoid further marginalization and continuing disparities.

Putting the value of equity into practice will require changing the way the city works: how city government and partners make decisions; where they invest; how services and programs are delivered; how they engage with all Portlanders and newcomer communities; and how success is measured.

Our community demands that the city work harder towards eliminating social and economic inequities, and the Portland Plan has set ambitious goals necessary to this end. We expect our city to work hard to achieve these goals. We expect that all city bureaus and agencies will develop a customized strategy and set of tools for this purpose, based on the criteria and principles in this document, with the central aim of achieving equity in all operations of the city.

THIS GUIDE INCLUDES:

- Steps to build internal capacity
- Methods for identifying how and when to develop equity tools
- Standards urging City bureau to develop specific equity strategies

PORTLAND PLAN

The Portland Plan's Equity Technical Advisory Group—a working committee of city staff and community members—has 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 Neighborhoods. One of the steps in its Five-Year Action Plan is to develop and apply a set of equity tools. These would evaluate the development and implementation of all city policies, programs and business operations to reduce critical disparities.

The Portland Plan and the Office of Equity and Human Rights plan to 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.

1. INTRODUCTION

What do we mean by racial equity in government operations?

EQUITY

The Portland Plan defines equity as:

“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 us 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. While 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.”³ Eradicating 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.

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 gets to give input
- the creation of high-level program goals and levels of service.

TITLE VI

All bureaus and city agencies are already empowered and legally obligated to implement non-discriminatory practice through Title VI of the Civil Rights Act. The purpose of Title VI is to ensure 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 is meant 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 follow through with the development and implementation of those objectives. This guide seeks to assist the city with that process; merging Title VI implementation regulation into a larger equity strategy.

OFFICE OF EQUITY AND HUMAN RIGHTS

The Office of Equity and Human Rights in partnership with the Civil Rights Title VI Program and other City agencies will provide leadership and coordination in the kind of systemic change needed within city government to implement successfully a city-wide equity strategy. It will help with training, equity plans and developing tools and methods to achieve clear outcomes and accountability.



2 ESTABLISH STRONG LEADERSHIP & SUPPORT for CITY-WIDE RACIAL EQUITY INITIATIVE

Core Elements of an Equity Strategy

LEADERSHIP

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

- be active participants in citywide trainings and develop their own strategies
- scrutinize and analyze internal structures, process and outcomes
- build the internal capacity needed to provide city-wide leadership

Strategic Planning

For an equity framework to be successful it should be woven throughout all bureaus. As we have seen, many city staff have already begun to incorporate equity practices into their work and their 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 the Office of Equity and Human Rights can provide technical assistance in efforts to integrating equity into practice. Early on, the Office of Equity and Human Rights, Title VI Program, members

2.1 CORE ELEMENTS OF A CITY-WIDE STRATEGY

Leadership and City-Wide Approach:

- Strategic planning
- Training
- Sufficient funding and resources

Partnerships:

- Cross departmental
- Community organization and other jurisdictions

Community Engagement:

- Community member stakeholder group (formal)
- Reporting back to the community

Accountability and Tracking Outcomes:

- Integration in performance evaluations

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 community involvement. Other equity practices may be more specific to the mission of individual Bureaus and require a tailored approach. Collectively, a comprehensive set of new practices and multiple approaches will lead the city toward its desired equity outcomes.

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

LEADERSHIP	ROLES & RESPONSIBILITIES
Mayor & City Council	<ul style="list-style-type: none">• Develop and Implement a Mayoral and City Council racial equity strategy• Identify and enforce implementation of a city-wide strategy, including Portland Plan deliverables• Public Reporting of Equity strategy progress• Model Commitment through training and communication• Evaluate Directors on implementation performance of equity strategy
Bureau Directors	<ul style="list-style-type: none">• Develop and enforce Bureau-wide equity Strategy and Plan (See Implementation on Bureau Level)• Annual reporting to City Council and Mayor on equity strategy progress• Foster and support cross-bureau collaboration
Bureau Senior Leadership	<ul style="list-style-type: none">• Facilitate training and technical assistance for issue portfolios• Foster and support ongoing professional development
Mid-level Management and Staff	<ul style="list-style-type: none">• Work with Bureau Leadership to identify places for implementation• Implement equity strategy in program, business operations and services

2. ESTABLISH STRONG LEADERSHIP & SUPPORT FOR CITY-WIDE RACIAL EQUITY INITIATIVE

Training

In order to put equity into practice, we need to be able to talk about it. Improving decision-making, service delivery and the business practices of city government involves a cultural shift. Citywide training can help staff and elected officials understand the concepts and practical definitions of institutional and individual racism. In order to make changes to organizational policies, programs, practices, and procedures, staff must be able to identify areas where bias has been institutionalized to the detriment of people of color. This should be an ongoing process that includes professional development of management and staff education and seeks to create a work environment that fosters creative solutions.

Sufficient Funding and Resources

Training is one step to building internal capacity for city staff. Budgeting for long-term work is also critical to the success of ongoing equity efforts. Additionally, 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.



PARTNERSHIPS

Cross Bureau

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

- Identify existing internal structures of communication where Directors and other Bureau staff come together for information sharing of best practices, such as the monthly Bureau directors meeting, which involves a cross section of city leadership.
- Work in partnership with the Office of Equity and Human Rights to identify and share best practices around advancing equity and improving service.
- Bureaus can use similar opportunities for cross-departmental information sharing. 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.

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



COMMUNITY ENGAGEMENT

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.

ACCOUNTABILITY & TRACKING OUTCOMES

In order to achieve targeted equity goals, Bureaus should build upon existing system-wide accountability measures by:

- Tracking focused equity activities and outcomes.
- Reporting to the community and providing follow up information and accountability updates as part of ongoing community involvement efforts.
- Creating transparent methods of budget reporting, such as OMF's budget mapping.

Portland bureaus have a history of identifying future targets, indicators, and performance measures on a wide range of planning, infrastructure, and policy projects. Equity-focused measures can be added to these existing measures and should 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

Implementation on a Bureau Level

Every Portland Bureau operates differently and has a unique opportunity to forward 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 is intended to coordinate 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 a system of procedures and mechanisms that guard against discrimination in programs, services, and activities. The

program is currently working on a baseline assessment that all bureaus may complete as a part of their obligation to fulfill Title VI equity planning and practice requirements. Performing routine reviews is part Civil Rights guidance and the implementation of a bureau-specific strategy can help bureaus meet their Title VI obligations.

3.1 BUREAUS: IMPLEMENTING A RACIAL EQUITY STRATEGY

Baseline Equity Assessment

- Gaps analysis in data collection
- Assessing program and planning process
- Gaps analysis in policy
- Map decision-making structures and identify points where equity goals can be incorporated

Develop and Support Equity Goals:

- Develop bureau-specific goals around equity (working together with Mayor, Office of Equity and Human Rights and Title VI program)
- Identify support for executing this work (through allotted staff time, additional staff, etc)

Program and Project Implementation:

- Pilot equity strategies, further mitigation efforts, incorporation equity criteria
- Fine-tune strategies based on results

Ongoing Evaluation and Reporting:

- Departments report to each other on progress
- City reports to the public
- Reports and Evaluations made available for Public Entity Review for Civil Rights compliance

BASELINE EQUITY ASSESSMENT

Portland's City bureaus cannot effectively eliminate barriers, meet equity goals, and implement equity strategies without a thorough examination of organizational structure. Does your bureau have the structure and processes in place to implement equity strategies, procedures, and mechanisms in order to meet equity goals? Through an assessment, bureaus take a full system view of 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 their equity work.

Bureau-specific assessments will vary according to the bureau's mission and operations, but they should generally include two different components: an organization assessment, which examines an organization's structural capabilities and how operations and services are managed, run, and/or delivered and 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.

Organizational Assessment Main Areas:

Gaps analysis in mission, values, objectives, plans, performance measures, & 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 drive implementation of equity goals and tools.

Gaps Analysis in Planning, Program Delivery, Resource Management Processes, & Operations

A bureau should assess:

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

2) 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 can be incorporated

Bureaus should specifically identify points of decision making and how decisions are made within their bureaus 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, determine what information they are lacking to make informed decisions, implement 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.

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

While a bureau assesses its organization capacity and process, it can simultaneously identify disparities and community priorities. Portland's City bureaus cannot effectively serve the community without a clear measure of the effectiveness of their programs. This component of a baseline equity 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

3. DEVELOP A BUREAU SPECIFIC RACIAL EQUITY STRATEGY

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 tracking mechanisms that follow specific indicators to assess bureau progress. In the meantime, 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 the bureau providing the proper framework for making equitable decisions? — Office of Management and Finance's (OMF) Budget Mapping process (See Case Study #1) originated because leadership took the time to ask this question. An excellent example of this is the way the Bureau of Planning and Sustainability now uses a tool that resulted from a similar process. Staff there developed a risk assessment tool to predict gentrification and demographic trends based on different investment and neighborhood development scenarios.

3.2 OPPORTUNITIES FOR ONGOING WORK IN BUILDING CITY STAFF CAPACITY

- Institute Annual Bureau Reporting to City Council on Racial Equity Strategy Plans at beginning of each year's budget process.
- Add networking time on Bureau Racial Equity Strategy Plans during Monthly Bureau Directors Meeting.
- Convene staff representatives from each Bureau to network and share best practices. i.e. Title VI liaisons, Public Involvement Advisory Council (P.I.A.C.) bureau members, Diversity and Development.
- Identify staff to track and report out on equity outcomes once Bureau has identified performance measures.
- Engage PIAC Liaisons from each Bureau during City's priority setting processes.

INCORPORATING EQUITY GOALS INTO PROJECTS, PROGRAMS AND PLANNING

Develop Bureau-Specific Goals Around 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. The next several years present 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 Executing 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 targets and progress towards outcomes.

3.3 SAMPLE BASELINE EQUITY ASSESSMENT QUESTIONS

Gap Analysis:

Where does your bureau fall short in serving communities of color?

What demographic data do you collect?

Planning and Programs:

Do you have the processes or programs, such as equitable decision making processes, in place to properly address inequities?

Are you providing the proper framework for making equitable decision?

Are there additional policies or practices that encourage the use of contractors of

3.4 SAMPLE DIRECTORS EQUITY QUESTIONS

How do your current bureau project and program plans address racial inequities in your services? (See your bureau baseline assessment.)

What standards have you set to ensure that lowest cost of a given project or program does not perpetuate or worsen related racial disparities?

Identify guidelines and operating service standards used by all employees and update them to ensure equity principles are incorporated into practice.

3. DEVELOP A BUREAU SPECIFIC RACIAL EQUITY STRATEGY

PROGRAM, OPERATIONS AND PROJECT IMPLEMENTATION

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 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. The Office of Equity and Human Rights can help assist in this process.

ONGOING EVALUATION AND REPORTING

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).



3.5 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.

Performance Measure: Replacement of all lights is based on term of life bulb⁴.

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, racial/ethnicity, income, gender and employment characteristics reflects demographics of affected population⁵.

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 County.

Reduce X% of basement flooding in central NE area⁶.

4 IMPLEMENT STRATEGY AND TRACK PROGRESS

The implementation phase of each bureau will vary between operations, infrastructure and service bureaus, and according to different decision-making structures, current level of equity work, staff capacity, etc. Staff on all levels can begin thinking about how equity fits into its day to day operations. This section begins to provide some guidance around when and how racial equity tools are created.



Applying a Racial Equity Analysis to Decision-Making

Putting equity into practice requires using a racial equity analysis as part of all decision-making. This will provide the level of analysis 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 impact 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 include: the city council's budgeting process, Bureau of Environmental Services Asset Management Equity Strategy, PBOT'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 lead staff to different answers and provide an opportunity for systemic solutions.

4.1 RECOMMENDED AREAS FOR DEVELOPING RACIAL EQUITY TOOLS

A Racial Equity Analysis can be applied to multiple layers of decision-making to create racial equity tools. For example:

City-wide Budgeting Process

Developing and establishing racial equity tool for use in annual budget processes ensures that funds are equitably distributed to communities. It also helps to establish a city-wide precedent that Portland supports its equity work with resources.

Strategic City-wide Planning

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

Bureau Program Planning

Here an equity tool can help identify structural barriers to changing practice and/or existing good practice within bureau 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 can establish mechanisms for ensuring needs assessment results are incorporated into funding streams and weighed equitably in project selection.

City Hiring

A city staff should not only be reflective of the community, but we 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 reconcile lowest cost standards with equity goals when considering bids.

Service Delivery

Having a standardized method for determining racial/ethnic groups impacted by bureaus work, including historical inequities, is critical to improving service delivery.

Operations

Having a tool incorporated into how and when service delivery standards are reviewed will ensure long-lasting, institutional improvements in operations.

4. IMPLEMENT STRATEGY AND TRACK PROGRESS

4.2 RACIAL IMPACT ANALYSIS*

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

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. MODEL EQUITY WORK IN PORTLAND

4.3 SAMPLE PROGRAM PLANNING ADAPTATION

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., 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?

ONGOING EVALUATION

In order to track progress on a bureau-wide as well as individual staff plans, evaluative measures should be built into a specific racial impact analysis tool. As we have seen throughout this document, there are many layers of inhouse work necessary to identify achievable and measureable disparity reduction targets. The tools described in this section should revisit those goals to ensure that staff's day to day operations are making progress on those goals.



5 MODEL EQUITY WORK IN PORTLAND



Portland has already demonstrated some good 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 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 Coalition Districts 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 Practice:

Large-scale change in data collection and reporting

Coordination across city offices to effect wholesale change

Support and directive from leadership: mayor's office and city council

5. MODEL EQUITY WORK IN PORTLAND

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.⁷

Action items in the NED Strategy include: conducting targeted outreach to communities of color⁸; connecting communities of color with jobs in growing industries⁹; enhancing small business lending to minority-owned firms¹⁰; establishing hiring agreements and other community benefits agreements with developers awarded grants and loans¹¹; and working proactively with the Office of Equity.¹²

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 Family Center (NAYA), Immigrant and Refugee Community Organization (IRCO), 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 outright 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

5. MODEL EQUITY WORK IN PORTLAND

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.¹³ 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. The committee came up with standards and goals that 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)
- At least 20 percent of project dollars go to businesses owned by historically disadvantaged or underrepresented people¹⁴

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.¹⁵

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. Probably the most critical success factor in making the collaboration successful was that 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 businesses¹⁶

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 and 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 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 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.

6. CITY AND COUNTRYWIDE STRATEGIES

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 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 in the context of a longstanding awareness of the role of equitable policies in health. It grew from the implementation of the King County Health and Social Justice Initiative, and the 2008 release of the Multnomah County

Health Department Report Card on Racial and Ethnic Health Disparities. 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 enhancing equity of their services, policies and practices.¹⁷

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).¹⁸



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, but 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.

7 EQUITY IN ACTION

There are many opportunities prior to project implementation to integrate equity into a bureau's work. By the time a project or program is implemented, many of the key decisions that could affect a project managers work have already been made. However, applying a racial equity analysis to the program or project phase can improve equity outcomes.

We discussed equity in action with PBOT staff in regards 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 in addition to having completed a needs assessment. It is crucial to have an equity lens 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 community anger and difficulties for PBOT staff.

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

Baseline assessment work 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 incorporated 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 this 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 raised in a Racial Equity Impact 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 on 1993. Additionally, this neighborhood has felt that its residents of color have long 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.

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. However, 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 protecting the environment and to 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 start to developing the tools our city employees need to make the promise of the Portland Plan real.

RESOURCES

Multnomah County Equity and Empowerment Lens

Contact: Sonali Balajee

Email: sonali.s.balajee@multco.us

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

Seattle Race and Social Justice Initiative

Contact: Elliot Bronstein

Email: elliott.bronstein@seattle.gov

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

PolicyLink Equity Development Toolkit

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

Please also see:

State of Black Oregon

Communities of Color in Multnomah County: An Unsettling Profile

ACKNOWLEDGEMENTS

A special thank you to:

Cathy Humble ,*Clean Energy Works Oregon* case study:
Kelly Haines, Workforce Specialist, Clean Energy Works Oregon
Bureau of Planning and Sustainability: Andria Jacob, Deborah Stein, Eric Engstrom, Joe Zehnder
NED Strategy: Kate Deane, Neighborhood Manager, Portland Development Commission
OMF Mapping: Lisa Shaw, OMF Financial Planning
Bureau of Transportation: Kathryn Levine, Ellen Vanderslice
City of Portland, Procurement Services: Gregory Wolley and Loretta Young Verde, Alan Hipolito
Racial Equity Strategies Working Group:
Urban League of Portland: Midge Purcell, Inger McDowell and Katie Sawicki
Oregon Public Health Institute: Liz Paterson and Noelle Dobson
Coalition for a Livable Future: Irene Schwoeffermann and Mara Gross
Office of Neighborhood Involvement: Afifa Ahmed-Shafi and Paul Leistner
Office of Management and Finance: Danielle Brooks
Upstream Public Health: Heidi Guenin and Claudia Arana-Colen
Dianne Riley
Multnomah County Health Department: Jennifer Moore and Olivia Quiroz
Multnomah County Office of Diversity and Equity: Sonali S. Balajee
Bureau of Environmental Services, Karyn Hanson

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RACIAL EQUITY STRATEGY GUIDE