

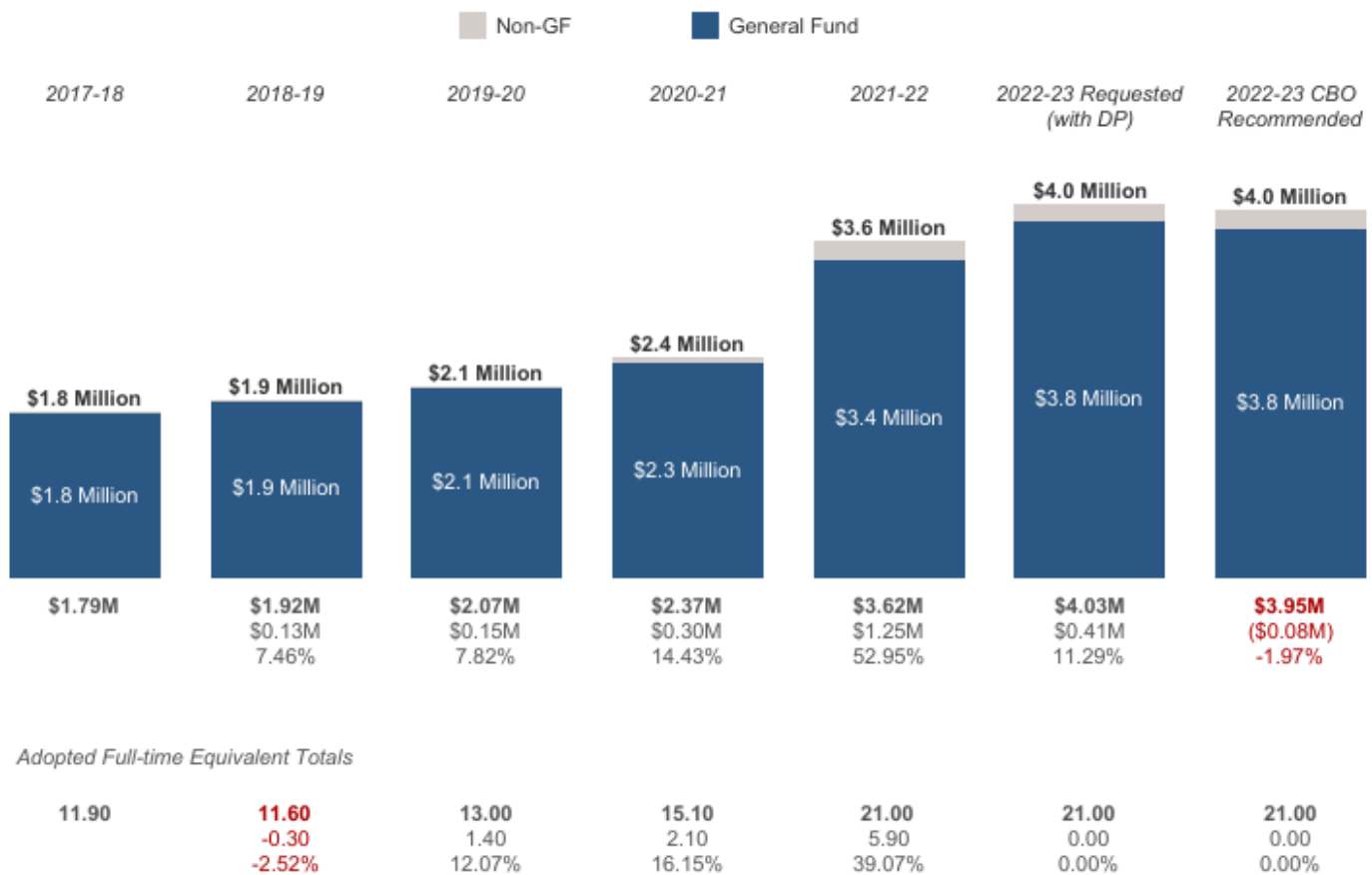


City Budget Office

Office of Equity

Analysis by Douglas Imaralu

Adopted Budget Revenues | 5-Year Lookback



EXECUTIVE SUMMARY

The Office of Equity and Human Rights (Office of Equity) leads the City of Portland’s commitment to equity. By centering race and disability through education and analysis, the Office of Equity holds the City accountable by developing policies, practices, and procedures that strive to dismantle systems of oppression and build equitable foundations for our most systemically oppressed communities. In FY 2022-23, the Office of Equity is expected to continue to have to navigate personnel cost pressures brought on by the bureau’s internal restructuring decisions, while focusing on the implementation of its new strategic plan

and renewed efforts to lead Citywide and bureau-specific expectations for federal compliance of Civil Rights initiatives (specifically Title II and Title VI). The internal decision to consistently reclassify existing positions upward will continue to put pressure on the bureau’s base budget in future years, which would necessitate either new resources from Council or the bureau to internally reduce expenses and associated services to afford new classifications. This tradeoff may impact the ability to initiate the recently finished strategic plan.

The Office of Equity is poised to play a crucial role in the City’s approach to Civil Rights Title VI and ADA Title II compliance and risk mitigation. As such, the bureau’s submission reflects this and makes up the budgetary decision points for Council. The following are CBO’s recommendations, which are detailed in the analysis of decision packages section of this review:

- CBO recommends \$280,000 General Fund one-time resources to support a Disability Program Consultant to guide the City through an American with Disabilities Act (ADA) Title II self-evaluation process. The bureau can fund the remaining \$70,000 with projected current year savings, which must be approved as a carryover in the Spring Supplemental Budget Process. CBO further recommends Council issue a Citywide policy directive via a Budget Note to address the coordination and leadership gaps in ensuring the City is fully compliant with federal regulations on this matter.
- CBO recommends \$136,048 General Fund one-time resources to support 1.0 FTE Civil Rights Title VI and American with Disabilities Act (ADA) Title II Investigator to lead Citywide Title VI and Title II investigations work. The bureau is further instructed to identify and pursue an interagency cost-recovery model to support the position beginning in FY 2023-24 to enable the position to be ongoing.
- While additional external resources to support Citywide Anti-White Supremacy training is pertinent and would certainly be of benefit to the bureau in FY 2022-23, CBO recommends that the Office of Equity fund the \$9,500 with increased ongoing equity training resources allocated in FY 2021-22 or with savings from the current fiscal year.

BASE BUDGET & KEY ISSUES

Future Cost Pressures and Opportunities

Personnel Cost Pressures

The Office of Equity is continuing to balance increased personnel costs as the bureau seeks to enhance its internal capacity and data expertise while reconciling pay structure after transitions in leadership and subsequent reclassifications. In prior years, the Office has pursued reclassifications without new outside resources and this action puts pressure on the Office’s personnel budget. Additionally, the Office has coordinated with the Bureau of Human Resources (BHR) to have the Classification and Compensation team review their current positions and current classifications, and through this process BHR may determine the position descriptions require changes in position classifications. In most of these reviews, it

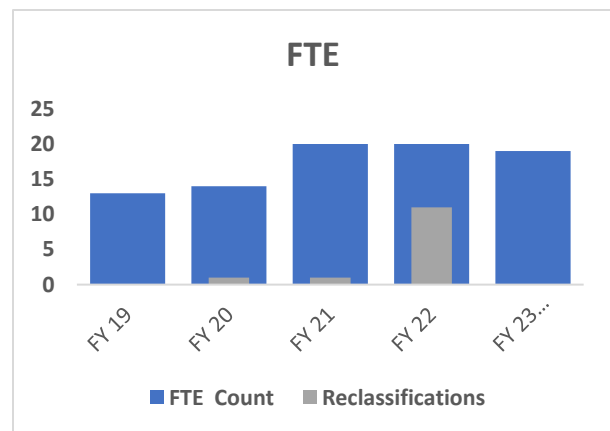
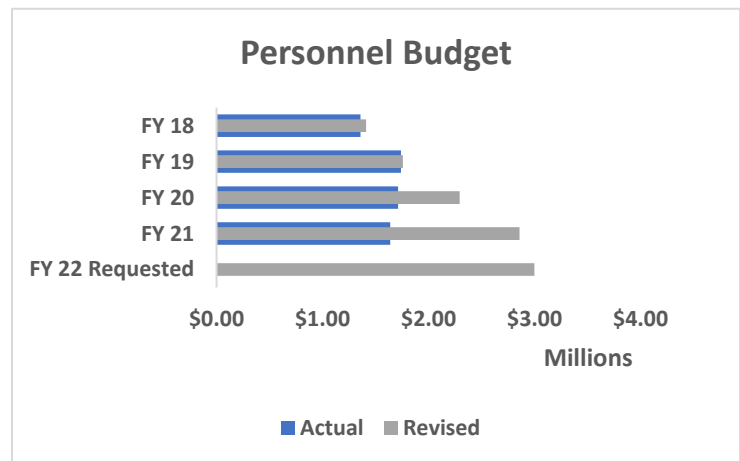


Figure 1: Over 50% of the Office of Equity FTE were reclassified in the current fiscal year. However, only 6.0 FTE have costs associated with the process.

has resulted in the development of new classification series specific to equity work and recommendations for the appropriate classification for each position.

To be sure, paying staff commensurate with the level of work aligns with the State of Oregon’s Pay Equity Law, the City’s Class Compensation Process and Core Value of equity, and the Office’s mission. However, the impact of these internal changes can be seen in the chart below showing actual personnel costs as compared to budgeted personal costs. The most significant change occurred in FY 2021-22 and is attributed to a variety of factors: BHR pay equity reviews for newly hired staff, the classification reconsideration process as requested by the bureau, savings from attrition, and overall, some positions have higher salary and subsequent benefits than previous positions.

Some recommendations for changes in classification have included pay grade changes, which could potentially impact the bureau’s budget if other positions are not lowered or kept consistent with current pay grades.¹ It is important to note that this is the second time in less than four years that the bureau has requested BHR conduct classification review, resulting in increased costs for the same number of FTE in the bureau. The Office of Equity does not have as much flexibility as larger bureaus to absorb cost increases outside of Current Appropriation Level (CAL). This growth in personnel costs will result in a larger percentage of the Office’s base budget appropriation being allocated to personnel instead of external and internal materials and services (EMS/IMS), and this will place continued pressure on the bureau’s limited discretionary resources if the bureau is to absorb any future increases without the addition of new resources. The potential growth in personnel costs, should they exceed standard inflationary increases supported by CAL, could result in reduced funds available for future training and outreach, education and engagement, and equity policy development, coordination, and consulting work, resulting in service level impacts.



**Table 1: Office of Equity Personnel Cost (Revised vs Actuals).
FY21 data reflects revised vs year-to-date.**

CBO recommends that the bureau understand and prepare for the financial implications of potential classification changes before submitting classification requests so that they may adequately plan for internal tradeoffs to support changes in classification. CBO acknowledges the current position of the Office of Equity and recommends a variety of ways that consistent financial management can be provided for the Office.

¹ The Office of Equity worked with BHR to create new classifications of Equity Analyst I, Equity Analyst II, and Equity Analyst III. These classifications will reflect the same pay grade assignments as the current classifications of Analyst I, Analyst II, and Analyst III.

Current Year Underspending

The Office of Equity will have substantial vacancy savings in FY 2021-22 due to the transitions in leadership. Some of those savings have been reallocated to cover ongoing costs but the bureau may incur increased costs next year based on actual hires.

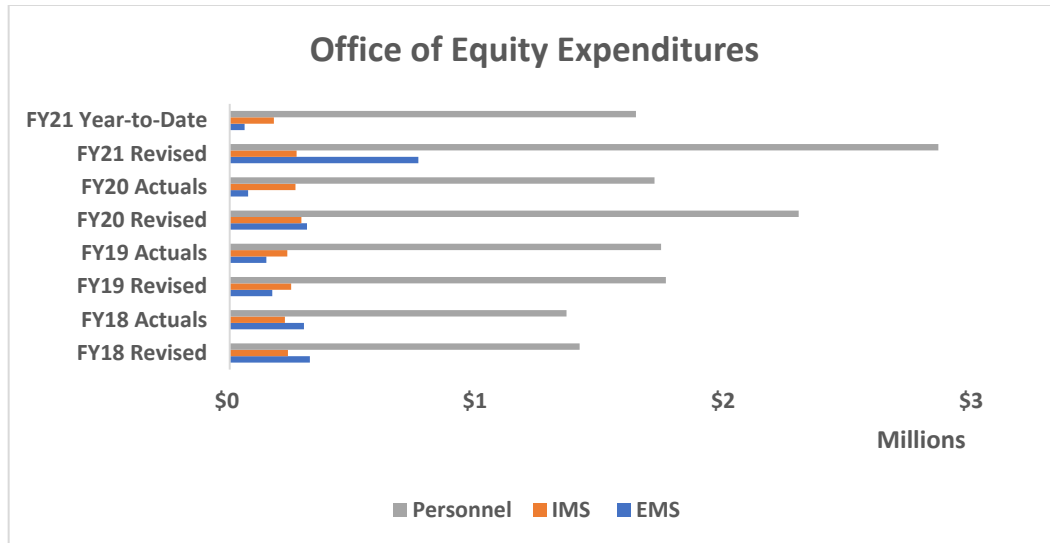


Table 2: Office of Equity spending by Major Object Category FY18 to FY 21

The next most flexible resource and expenditure category in the Office of Equity is the External Materials and Services (EMS) category. Generally, spending on EMS has varied significantly and is trending low in the current year, which is consistent with other bureaus during the second year of the pandemic. Due to changes and transitions at the Office, it is unclear how much is required for each program annually to cover costs like consulting, training, stipends, etc. CBO encourages the Bureau to prioritize a review of its programs and associated costs in FY 2022-23. The Office’s total budget increased by about 1% between the FY 2021-22 Revised and FY 2022-23 Requested Budget as additional one-time resources for specific projects or trainings have been added to the base level of services.

Eventually, the Office of Equity may need to adjust later in the budget process to reallocate external materials and services (EMS) funding to support potential increased costs when the currently vacant positions are filled. As noted in a previous review by CBO, the bureau’s EMS spending has varied significantly over the last few years, and given the number of changes to the Office’s operations during this time, it is not clear what the baseline “run rate” is for costs like consulting, trainings, equity policy coordination, etc. As such, it is likely that reallocations may not result in any notable service level tradeoffs.² However, it will be important for the Office of Equity to assess the ongoing budget needs for each of their programs based on its Spring 2021 Strategic Plan and additional capacity that has been added to the Office’s budget over the last two fiscal years.

² Personnel costs increase due to position reclassifications (approximately \$30,000) and a reallocation of personnel to better align budget with actual workload (approximately \$125,000). For example, 0.25 Coordinator II, 0.3 Analyst I (formerly Coordinator I), and 0.5 Analyst I moved to Title II from Equity Policy and Practice. The Office of Equity’s requested budget also shows a reclassification of the Disability Community and Training position into an analyst by repurposing \$10,000 of external materials and services budget.

Operational Outlook

The Office of Equity's FY 2022-23 requested budget contains proposals that highlight known and critical gaps in the City's equity response, including training and compliance with complex federal mandates. A number of these issues have been highlighted in previous CBO reviews, including broader questions about the roles, responsibilities, and authority of Office in Citywide equity efforts.³ In the current environment, those questions have become even more critical as the City holds firm to its commitment to underserved communities and the Office looks to ascertain its long-term role in directing, leading, and/or supporting Citywide equity efforts.

New Strategic Plan

The Office of Equity's [three-year strategic plan](#) (July 2021-June 2024) outlines a plan to embed and align Citywide policies, procedures, and practices to ensure that the collective implementation and understanding of equity work in the City is institutionalized while City policy and practice that perpetuate systemic oppression is dismantled. The plan enlists the Bureau of Human Resources (BHR), CBO, Bureau of Technology Services (BTS), Portland Bureau of Emergency Management (PBEM), Risk Management in the Office of Management and Finance (OMF) and Bureau Equity Managers as "Accountability Partners" while other action items in the strategic plan include the design of equity dashboards as a tool for understanding progress and provision of support to Equity Managers on the creation of tools and processes that address specific bureau needs among others.⁴ The Plan outlines action points to deliver on five broad goals and addresses points noted in previous CBO reviews.⁵

Presently, the Office notes structural challenges with implementation of the plan, owing to transitions in leadership which are underway in the current fiscal year. As activities resume to normal levels, there is an anticipated increase in demand for services and technical expertise, which exceeds the Office of Equity's current capacity. CBO recommends that the Office implements its current plan and collaborate with relevant bureaus to determine what policies, programs, and initiatives make up the critical path to achieving Citywide equity goals before taking on new or expanded service objectives.

Leading Citywide Federal Compliance

The Office of Equity's strategic plan outlines action items focused Citywide federal compliance issues. The Office plans to redesign bureau-specific Racial Equity Plans by considering a framework that is inclusive of Civil Rights Title VI, ADA Title II, and Affirmative Action plans. However, the right structure for resourcing and supporting the City's collective federal compliance efforts, including clarifying the roles of the Office of Equity, the Office of Community and Civic Life, the City Attorney's Office, Risk Management (OMF), PBEM, amongst other individual bureaus, is still in the developmental phase.

Currently, there is a coordination and leadership gap ascribed to this specific body of necessary work and at the same time there is significant opportunity for multi-bureau collaboration in building centralized tools, plans, accountability structures along with the Office of Equity. In thinking about Citywide compliance issues, the Office of Equity notes that it needs City leadership to prioritize the planning and accountability components of

³ See CBO review for Office of Equity FY 2021-22 Budget Request

⁴ See Office of Equity Three-Year Strategic Plan (2021-2024)

⁵ See CBO's FY 2021-22 Office of Equity budget review

any plan of action to get to compliance. This would require elements of reporting, commitment to performance management, data infrastructure that can support and sustain such accountability measures.

For instance, one of the Office's priorities is to facilitate a Citywide self-evaluation and get bureau-specific report cards up and running over the next calendar year. In conjunction with the audit reporting bureaus, the Office plans to take this to Council with an Ordinance that would codify Citywide requirements to ensure compliance. However, challenges lie in the Office's lack of authority to hold bureaus accountable. In addition, the Office of Equity notes that presently, it lacks the expertise to handle Civil Rights Title VI and ADA Title II Citywide policy and tool development, implementation guidance, training, and capacity building among others.

Determining Baseline Training and Education Needs

The Office of Equity designs and delivers training to City staff on equity concepts and implementation methodologies, centering on race and disability. The Office has been proactive in delivering Citywide training and education for employees to cultivate equity mindsets, recognize the impact of systemic oppression and institutional barriers on just distribution of resources, while developing strategies to remove barriers to equity in City policies, programs, and practices. In FY 2022-23, the Office has submitted two requests to support Citywide training: one to provide Civil Rights Title VI and ADA Title II investigations training to managers and designated staff across the City and the other to provide Citywide Anti-White Supremacy training.⁶

Although the Office of Equity identified some areas of collaboration in its strategic plan, a previous CBO review recommended that the Office collaborate with bureaus to ascertain baseline training and technical support required, which would broadly benefiting all bureaus and employees and be supported via the City's overhead funding model, versus determined through interagency service provider agreements based on the individual needs of larger bureaus. However, this approach may be beyond Office's current capacity, as evidenced by the need for consultant for the Citywide ADA Title II self-evaluation.

In addition, the Office is yet to respond to a Council directive requesting a comprehensive Citywide training plan, including costs and schedules for Citywide employee training on topics identified as critical to the City's equity goals.⁷ CBO recommends that developing a comprehensive Citywide training plan will help guide decisions to reassess resources currently allocated to addressing Citywide training needs and requirements.

⁶ The latter is in response to FY 2021-22 Adopted Council directive for OEHR to work with BHR and Commissioner Hardesty's Office on a comprehensive plan for White Supremacy training.

⁷ Link Budget note

DECISION PACKAGES

Disability Program Consultant

DP_13155, \$350,000, 0.00 FTE

Request Summary

The Office of Equity is requesting one-time funding for a Disability Program Consultant to lead the City through a self-evaluation process and make recommendations on how the City should re-structure to better meet ADA Title II compliance. The last time the City completed an evaluation of this type was in 1992, shortly after the Americans with Disability Act (ADA) became the federal standard.

CBO Analysis

The Office of Equity is requesting one-time funding for a Disability Program Consultant to lead the City through an ADA Title II self-evaluation process, which is a federal requirement.⁸ An August 2021 survey with City employees who both work directly with ADA Title II or whose work directly services people with disabilities in Portland “demonstrated that City staff have little understanding of Title II and how to apply it”. Although the Office currently has a vacancy for an ADA Title II position, that position was designed to provide support for a consultant who will conduct a comprehensive audit of programs and services with support from bureau staff in individual bureaus is pertinent to establishing a baseline and re-structuring to better meet Title II compliance.⁹ The bureau plans to start the hiring process to fill this position in Spring 2022.

The Oregon Office on Disability and Health asserts that people with disabilities represent 23% of the Multnomah County population. More so, since disability is much higher in black and indigenous communities, the City must live out its commitment to historically underserved communities to mitigate longstanding disparities, however the present practice is that in the absence of clear and measurable outcomes of service delivery, the City continually relies on employees to “do the right thing”. Previous and recent lawsuits show that the status quo is neither efficient nor effective.¹⁰

Outside of the legal risks, the motivations for this request rests with the historical antecedents of the City per ADA Title II compliance and the Office of Equity’s charge to provide leadership and accountability by guiding and educating staff and analyzing and creating policies, practices, and procedures that dismantle barriers for systemically excluded and institutionally oppressed Portland communities. Although it seems logical for the Office of Equity to lead the coordination of the ADA Title II compliance work, the Office notes that it needs executive-level support, leadership, and consistent prioritization from Council. The Office is also opened to collaborating with the Attorney’s Office, Risk Management (OMF), PBEM, Civic Life and other relevant bureaus to ensure the correct systems are in place to ensure accountability.

The Office of Equity has proposed to lead this important work and, subject to Council approval, is committing \$70,000 in savings from the current fiscal year to kickstart the much-needed Citywide self-

⁸ The Office of Equity notes that the last time the City conducted a self-evaluation was in 1993 – although there was an attempt in 2011, City staff were “so unknowledgeable” about ADA Title II compliance, the project was abandoned.

⁹ Goal 5 of the Office’s new strategic plan revolves around Citywide and Bureau priority of Civil Rights education and compliance. It lists the creation of ADA Title II report cards until budget can support a full City-wide Self Evaluation Plan and proposes that Citywide self-evaluation might take up to 18-20 months to complete.

¹⁰ Last year, the City Auditor issued finding in [December 2021](#) detailing several areas where the City is deficient in its planning efforts to support disabled Portlanders during emergency events. The audit cited [federal US Department of Justice](#) recommended practices for planning efforts in compliance with ADA Civil Rights.

evaluation.¹¹ The Office’s proposal seeks to audit and develop recommendations on how to restructure the City’s ADA Title II compliance framework. It aspires to set a foundation to continually “track, measure, evaluate and report back to the Attorney’s Office” areas in which bureaus are meeting and or failing to meet compliance with Title II. CBO notes while this request offers an important step in mitigating a portion of the City’s liability, this request represents only a portion of what the City needs to close the coordination and compliance gaps in ADA Title II implementation.

CBO Recommendation: \$280,000 One-time | 0.00 FTE

Title VI and ADA Title II Investigator

DP_13156, \$136,048, 1.00 FTE

Request Summary

The Office of Equity is requesting one-time General Fund resources to support a Civil Rights Title VI and ADA Title II Investigator who primary focus is to investigate Title VI and ADA Title II complaints. The investigator/trainer position would host regular trainings for designated Civil Rights staff and management staff while also handling additional investigation areas, such as Title VI and ADA Title II compliance of contractors. This proposal would convert into an ongoing support model funded with interagency resources paid for by bureaus starting in FY 2023-24.

CBO Analysis

The Office of Equity’s request is for one-time funding for a Title VI and ADA Title II Investigator to train and equip staff for Civil Rights Title VI and ADA Title II investigations. The proposal seeks to address the need for dedicated and trained staff to investigate Civil Rights Title VI and ADA Title II complaints and its impact on employees of color. Consequently, the investigator/trainer position would host regular trainings for designated Civil Rights staff and management staff who could be pulled into a Civil Rights investigation. The position will also handle other investigations, such as Title VI and Title II compliance of contractors through procurement. The Office of Equity is transparent with its request and has indicated that this will become an ongoing position as it works out the cost recovery structure.

The motivation for the proposal revolves around ensuring Civil Rights VI and ADA Title II compliance, guarding against employee discrimination, and protecting the City against litigation. There is also the question of ownership and liability for compliance with ADA and Civil Rights: it is challenging when there are multiple bureaus with shared interest in supporting community but no clear authority to act or own the outcomes. This proposal is a critical investment towards minimizing the City’s liability as it seeks to ensure that the much-needed step towards ensuring Civil Rights VI and ADA Title II compliance but does not necessarily solve for the dynamics of which agencies at the City are both responsible and accountable for ensuring outcomes. As submitted, the decision package includes the creation of a position responsible for training designated employees and managers on how to triage simpler Civil Rights complaints that require

¹¹ It is pertinent to note that other bureaus brought forth similar submission in their FY 2022-23 requested budget following a City Auditor’s.

investigations and take on more complicated/controversial complaints, which speaks to the ongoing nature of such a critical task.

If approved, this decision package and the dedicated position would establish a central hub to direct complaints around the City's captioning policy and complaints against contractors. However, considering the absence of resources to support this work, the proposal may benefit by having more flexible EMS contracts to make impact in the one-year period. The request is for one-time General Fund while the Office of Equity analyzes the correct method for recovering costs, such as using a weighted Interagency Agreement (IAs), with bureaus who benefit more from the service paying more than others.

CBO recommends the one-time General Fund resources to support this decision package in FY 2022-23 and expects the bureau to model and interagency cost recovery proposal for future support as an ongoing position beginning in FY 2023-24. The proposal should be shared with bureaus who would pay for the continuation of this service no later than the Fall Supplemental Budget Process (BMP) so bureaus may plan for this as part of their base budget submission. If this deadline is not met, the Office of Equity will need to bring this request as a decision package in FY 2023-24 funded by interagency revenues.

CBO Recommendation: \$136,048 one-time | 1.00 LTE

Citywide Anti-White Supremacy Training

DP_13168, \$9,500, 0.00 FTE

Request Summary

The Office of Equity is requesting \$9,500 in one-time General Fund resources for Citywide Anti-White Supremacy Training in response to Council directive. The Office of Equity aims to equip City staff with skills that can be measured and operationalized to respond to white nationalism and increase knowledge around the construction of white supremacy.

CBO Analysis

In October 2020, City Council participated in anti-white supremacy training with Western States Center and committed to bringing anti-white supremacy training to all employees at the City of Portland. Consequently, a 2021 Fall BMP policy directive instructed the Office of Equity to partner with the Office of Commissioner Hardesty on a Request for Proposal for Citywide anti-white supremacy training and return to Council with an update and request for resources. The primary motivation for the proposal can be linked to Portland's troubling history of White Nationalist violence and activism and the seeming resurgence of that sentiment.

The Office of Equity aims to provide a clear understanding of the impacts of white nationalism and white supremacy and a strategy to respond and reduce harm to communities of color, immigrants, and refugees. It intends to equip City staff with skills that can be used to respond to white nationalism and increase knowledge around the construction of white supremacy. However, there are no plans to

continue with this training beyond FY 2022-23 in the proposal.¹² This reemphasizes the need for the Office to develop a comprehensive Citywide training plan so the City can ascertain the cost of training needs and requirement for employees and plan accordingly. Also, the Office is on course to record significant savings in its current year training and education budget, indicating that the bureau can absorb the cost.¹³

Training and Education Budget	Revised	Actuals	Underspending
FY 2018-19	\$299,077	\$244,345	18%
FY 2019-20	\$240,402	\$237,376	1%
FY 2020-21	\$258,689	\$228,793	15%
FY 2021-22 (Revised vs Year-to-Date)	\$518,864	\$165,439	68%

Table 3: Training and Education budget and underspending from FY18 to FY21.

As shown in the table above, the bureau received significantly enhanced resources in the current year for training and education. Part of this increase was \$170,000 ongoing General Fund external materials and services resources that were allocated via a Council FY 2021-22 CAL target adjustment in the 2020 Fall BMP. This funding was provided in addition to ongoing General Fund resources for external training consultants. CBO recommends that the bureau prioritize a portion the increased materials and services funding for this critical training.

Due to constrained General Fund resource and the potential for an alternative funding source, CBO does not recommend \$9,500 of new General Fund resources for this request. CBO recognizes the clear and convincing need for citywide training to disrupt systems of oppression, and more specifically white supremacy culture. There are two options the Office of Equity could consider to internal resource this request: absorb within \$518,864 total training budget or if the Office determines there is not sufficient flexibility in this resource, they may request carryover funds in the FY 2021-22 Spring BMP. At present the Office of Equity is projected to have current year underspending which could be deployed as a carryover, and as the table above shows, the Office tends to have year-on-year underspending.

CBO Recommendation: \$0

¹² Although the Office notes that it has begun incorporating anti-white supremacy concepts into its Equity 101 trainings and the Racial Equity Results-based Accountability Framework training, the proposal does not include ongoing plans.

¹³ Savings was buoyed by additional resources allocated during FY 2021-22 Fall BMP. The bureau also received increased ongoing resources of \$340,000 for training last year, including \$170,000 in EMS funding.

SUMMARY OF REQUESTS & RECOMMENDATIONS (ALL FUNDS)

Office of Equity & Human Rights

		2021-22 Adopted Budget	2021-22 Requested Base (A)	Bureau Decision Packages (B)	CBO Recommended Adjustments (C)	Total Recommended Budget (A+B+C)
Revenue	Intergovernmental	\$134,721	\$119,096	\$0	\$0	\$119,096
	Interagency Revenue	\$71,310	\$75,915	\$0	\$0	\$75,915
	General Fund Overhead	\$1,520,847	\$1,586,489	\$287,421	(\$46,111)	\$1,827,799
	General Fund Discretionary	\$1,890,606	\$1,749,379	\$208,127	(\$33,389)	\$1,924,117
	Charges for Services	\$5,000	\$5,000	\$0	\$0	\$5,000
Revenue	Sum:	\$3,622,484	\$3,535,879	\$495,548	(\$79,500)	\$3,951,927
Expense	Personnel	\$2,800,611	\$2,861,924	\$136,048	\$0	\$2,997,972
	Internal Materials and Services	\$269,457	\$310,800	\$0	\$0	\$310,800
	External Materials and Services	\$552,416	\$363,155	\$359,500	(\$79,500)	\$643,155
Expense	Sum:	\$3,622,484	\$3,535,879	\$495,548	(\$79,500)	\$3,951,927



OFFICE OF EQUITY AND HUMAN RIGHTS STRATEGIC PLAN 2021-2024



**OFFICE of EQUITY
and HUMAN RIGHTS**
CITY OF PORTLAND

The Office of Equity and Human Rights was born out of a vision from community and leaders in Portland that the City government have an office where there was an intentional effort to advance equity in all City services and supports. As such, the Office of Equity spent the better part of six years providing policies and structures that focused on the internal operationalizing of equity with community support. In 2018, the Office of Equity and Human Rights engaged in stakeholder engagement process to inform its strategic planning and hiring of its next director. Input was gathered from a variety of internal and external stakeholders including City leaders and staff, community leaders, and culturally specific community-based organizations. This process and input helped to shape the goals and outcomes in this Strategic Plan.

In February of 2019, the new director was hired and the path to craft a strategic plan started. While there have been starts and stops to the work given the unprecedented events of 2020—global pandemic, racial injustice, divisive politics, and natural disasters, this document represents the path the Office of Equity is committed to traveling in partnership with internal and external stakeholders.

The Office of Equity and Human Rights was created by [City Ordinance](#) in 2011 and charged to:

1. Promote equity and reduce disparities within City government;
2. Provide guidance, education and technical assistance to all bureaus as they develop sustainable methods to build capacity in achieving equitable outcomes and service;
3. Work with community partners to promote equity and inclusion within Portland and throughout the region, producing measurable improvements and disparity reductions;
4. Support human rights and opportunities for everyone to achieve their full potential;
5. Work to resolve issues rooted in bias and discrimination, through research, education, and interventions.

Mission

The Office of Equity and Human Rights leads the City of Portland’s commitment to equity. We hold the City accountable by developing policies, practices, and procedures that strive to dismantle systems of oppression and build equitable foundations for our most systemically oppressed communities. We center race and disability through education and analysis. Individuals experience multiple forms of oppression; thus, we drive equity with an intersectional framework.

OFFICE OF EQUITY AND HUMAN RIGHTS' VISION

A PORTLAND CITY GOVERNMENT THAT...



Acknowledges and is accountable to redress the harms of systemic oppression, anti-Blackness, and systems of white supremacy.



Uses language that directly names the communities who experience systemic oppression—communities that are not reduced to acronyms.



Creates and maintains spaces in Portland that are clean, safe, open, and free to community.



Ensures Black, Indigenous, and other individuals of color enter Portland spaces every day without fear, anxiety, and/or uncertainty about whether they will return and whether their families are safe.



Guarantees Black, Indigenous, and other individuals of color and those with disabilities have shelter—a safe place to return to at the end of each day.



Assures Black people are not subject to, because of anti-Black racism, unjustified arrests and police violence.

Office of Equity and Human Rights Equity Stance

Equity addresses the historic, institutional systems that create oppression based on identity. We strive to use an intersectional approach to transform historic power dynamics for accountable systemic change based on the principles of humanity, justice, and belonging.

Key Resolutions, Ordinances, and Policies Shaping the Work of the Office of Equity

City of Portland Core Values

The Portland City Council unanimously passed Resolution 37492 on June 17, 2020 adopting Anti-Racism, Equity, Transparency, Communication, Collaboration, and Fiscal Responsibility as the Core Values of the City of Portland. [City Core Values 2020 Resolutions - 37492.PDF](#)

Anti-Racism: The City of Portland is committed to be an anti-racist institution. Addressing issues concerning anti-Blackness is a priority for the workforce and city. Actions to dismantle institutional and systemic racism are the responsibilities of every employee and resident. Racism, discrimination, and bias are not tolerated within the workplace or our communities. Oppression, violence, and hate speech towards Black and, Indigenous people and people of color, is condemned by the City of Portland

Equity: The intersectional identities and lived experiences of our workforce and our residents are valued. We acknowledge Oregon's history of exclusion and are dedicated to building trust through reconciliation and restorative justice. Solidarity and the preservation of diverse communities and their cultures enhances the livability and vibrancy of our beautiful city. Equity, access, and the removal of institutional and systemic barriers to resources and opportunities is essential in diversifying our workforce and to the public good. We lead people, cultivate change, and develop a culture of innovation, inclusion, and inspiration to strengthen our city and communities. The sense of belonging, ownership, support, and safety are vital for a diverse, equitable, and inclusive city and workforce.

Transparency: Transparency is essential to upholding the principles of democracy and reimagining political processes occurs through accountability. Portland, Oregon is the first City in the United States to adopt an Open Data policy and leads the nation in developing a culture of information sharing. Trust is established and maintained through integrity and inclusion.

Communication: Communication serves as a catalyst for transformative change and knowledge sharing will impact our workplace and communities. The art of storytelling and narratives can promote a culture of inclusion and the power of our collective voice will unify our city.

Collaboration: Our belief that we are Better Together promotes collaboration and the co-creation of knowledge. The nexus of politics and public service will connect our workforce and communities. Civic engagement and collective action will empower our employees and residents. Institutional knowledge and awareness are gained through inclusive outreach and public engagement. All behaviors, actions, decisions, and systems shall reflect a culture of accountability and commitment to the City's core values.

Fiscal Responsibility: The City of Portland is dedicated to being fiscally accountable to the public. Fiscal resiliency, climate action, equity, and the needs of our most vulnerable populations will be the focus of every budget decision. Community values, addressing inequities, and transparent budgetary decisions are essential to developing trust. Rethinking budget processes will ensure the economic sustainability of our city.

Citywide Racial Equity Goals and Strategies

<https://www.portlandoregon.gov/oehr/article/537589>

On July 8, 2015 City Council voted to adopt Racial Equity Goals and Strategies as binding City policy.

Goals

Racial Equity Goal #1: We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.

Racial Equity Goal #2: We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.

Racial Equity Goal #3: We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

Overall Strategies

1. Use a racial equity framework:
Use a racial equity framework that clearly articulates racial equity; implicit and explicit bias; and individual, institutional, and structural racism.
2. Build organizational capacity:
Commit to the breadth and depth of institutional transformation so that impacts are sustainable. While the leadership of electeds and officials is critical, changes take place on the ground, through building infrastructure that creates racial equity experts and teams throughout the city government.
3. Implement a racial equity lens:
Racial inequities are not random; they have been created and sustained over time. Inequities will not disappear on their own; we must be intentional about dismantling inequities. It is essential to use a racial equity lens when changing the policies, programs, and practices that perpetuate inequities, and when developing new policies and programs.
4. Be data driven:
Measurement must take place at two levels—first, to measure the success of specific programmatic

and policy changes; and second, to develop baselines, set goals, and measure progress. Using data in this manner is necessary for accountability.

5. Partner with other institutions and communities:

Government work on racial equity is necessary, but insufficient. To achieve racial equity in the community, government needs to work in partnership with communities and institutions to achieve meaningful results.

6. Operate with urgency and accountability:

When change is a priority, urgency is felt, and change is embraced. Building in institutional accountability mechanisms using a clear plan of action will allow accountability. Collectively, we must create greater urgency and public commitment to...?

Juneteenth Annual Day of Remembrance

June 19th marks a significant opportunity to establish a commitment towards healing and dismantling anti-Black racism within the workforce and community. June 19th is the recommended date due to its significance in the Black community. Juneteenth, June 19th, is the oldest nationally celebrated commemoration of the ending of slavery in the United States of America.

The City of Portland is committed to deconstructing institutional and systemic racism and directs all City bureaus to participate in anti-Blackness taskforces, in collaboration with Black community members, leaders, and voices dedicated to identifying solutions internally and externally focused on workplace culture, public safety, mental health, housing, income inequality, economic development, and prosperity. Bureaus must submit quarterly reports on work done on these measures to the Office of Equity and Human Rights. The Office of Equity and Human Rights will include a summary in the Annual Report to Council required in Resolution 37487.

Disability Equity Resolution

Council passed the Disability Equity Resolution on November 18, 2020 adopting disability equity goals that mirroring racial equity goals and moving the City beyond a commitment to ADA compliance toward a future that eliminates institutional ableism. These values inform a unified workplace and City culture, systems, policies, practices, and procedures. Along with this Resolution was the passage of Citywide Disability Equity Goals.

Citywide Disability Equity Goals:

Equity Goal #1: All activities, programs, facilities, and services offered by the City of Portland will provide for equitable outcomes and opportunities in accordance with the provisions of the Americans with Disabilities Act.

Equity Goal #2: Hiring and promotions of people experiencing disabilities will be fair and in keeping with the Model Employer of people with disabilities Policy adopted by Resolution 36925 in 2012 and the Model Employer of people with disabilities Strategic Plan adopted by Resolution 37235 in 2016

Equity Goal #3: People experiencing disabilities will be provided equitable opportunities in contracting

Language Access Policy Resolution

In November of 2020, Portland City Council unanimously passed the Language Access Resolution—establishes the City’s Language Access Policy and program and directs bureaus to implement the policy, standard operating procedures, tools, resources, and guidance adopted by the Office of Equity and Human Rights. This legislation establishes the City of Portland’s first language access policy and program, led by the Citywide Equity and Language Access Analyst from the Office of Equity and Human Rights, and directs city bureaus to implement the standards and procedures set by the Office of Equity and Human Rights and its language access program. This legislation has citywide impacts because the institutionalization of the language access standards and procedures demonstrates compliance with national origin nondiscrimination protections according to Title VI of the Civil Rights Act and Executive Order 13166; and will provide equitable access to city government for multilingual and multicultural community members who experience institutional language barriers.

Relief and Recovery Resolution and COVID-19 Equity Toolkit

Role of the Office of Equity:

- Work in partnership with bureaus and City staff to center the City’s equity goals for COVID-19 response.
- Assume authority to monitor implementation of Equity Toolkit for COVID-19 Relief and Recovery.
- Share updates and reports to City Council, City staff, and community members.

Goals of the Toolkit:

- Reiterate City of Portland values, commitments, and legal obligations
- Identify populations with urgent needs and populations that will continue to be most impacted over time
- Encourage Emergency Coordination Center and bureaus, to adapt this toolkit and establish expectations for developing equity goals and performance measures in the City’s COVID-19 response (and beyond).
- Provide easy access to tools and technical assistance that help inform priorities, strategy and decision-making

Why We Lead with Race

We are often asked the question: “Why do you lead with race?” The answer is as simple as it is complex. In keeping with the Office of Equity’s intersectional equity stance, bureaus should center race

in data disaggregation. This does not mean abandoning efforts to disaggregate data in other ways, but that race should always be a lens through which we assess our work. For example, if equity for people with disabilities is the primary focus of a program, the performance measures for that program should disaggregate results by disability status, and then by race within the initial groupings. This allows an intersectional look at how interpersonal and institutional racism may further compound other inequities (CBO, 2020). The term “leading with race” does not mean “only race.” It is a practice of starting with a racial equity analysis, inclusive of analysis of other marginalized groups, in order to understand how race dynamics impact outcomes (Prosper Portland, 2019). Below are some specific reasons why our conversations about equity center race:

- Race is consistently the indicator of greatest disparity in our city (and nationally)
- Race may be ignored as a factor if not intentionally addressed
- Our economy is built on a racist past (slavery, Native American genocide, and racial exclusion)
- Racial inequities persist in every system across the country.
- When exploring other dimensions of identity, there are still inequities across race.
- Inflaming racial tension has been a deliberate political strategy to maintain power.
- Not focusing on race makes it more difficult to understand the impact of race on equity.

Understanding Intersectionality

In 1989, Kimberlé Crenshaw coined the term “intersectionality” in [a paper](#) as a way to help explain the oppression of African-American women. Crenshaw notes that “Intersectionality is a lens through which you can see where power comes and collides, where it interlocks and intersects. It’s not simply that there’s a race problem here, a gender problem here, and a class or LGBTQ problem there. Many times that framework erases what happens to people who are subject to all of these things” (Columbia University, 2019).

Intersectionality is the concept that all oppression is linked. More explicitly, the [Oxford Dictionary](#) defines intersectionality as “the interconnected nature of social categorizations such as race, class, and gender, regarded as creating overlapping and interdependent systems of discrimination or disadvantage”. Intersectionality is the acknowledgement that everyone has their own unique experiences of discrimination and oppression and we must consider everything and anything that can marginalize people – gender, race, class, sexual orientation, physical ability, etc. (Taylor, 2019).

INTERSECTIONALITY

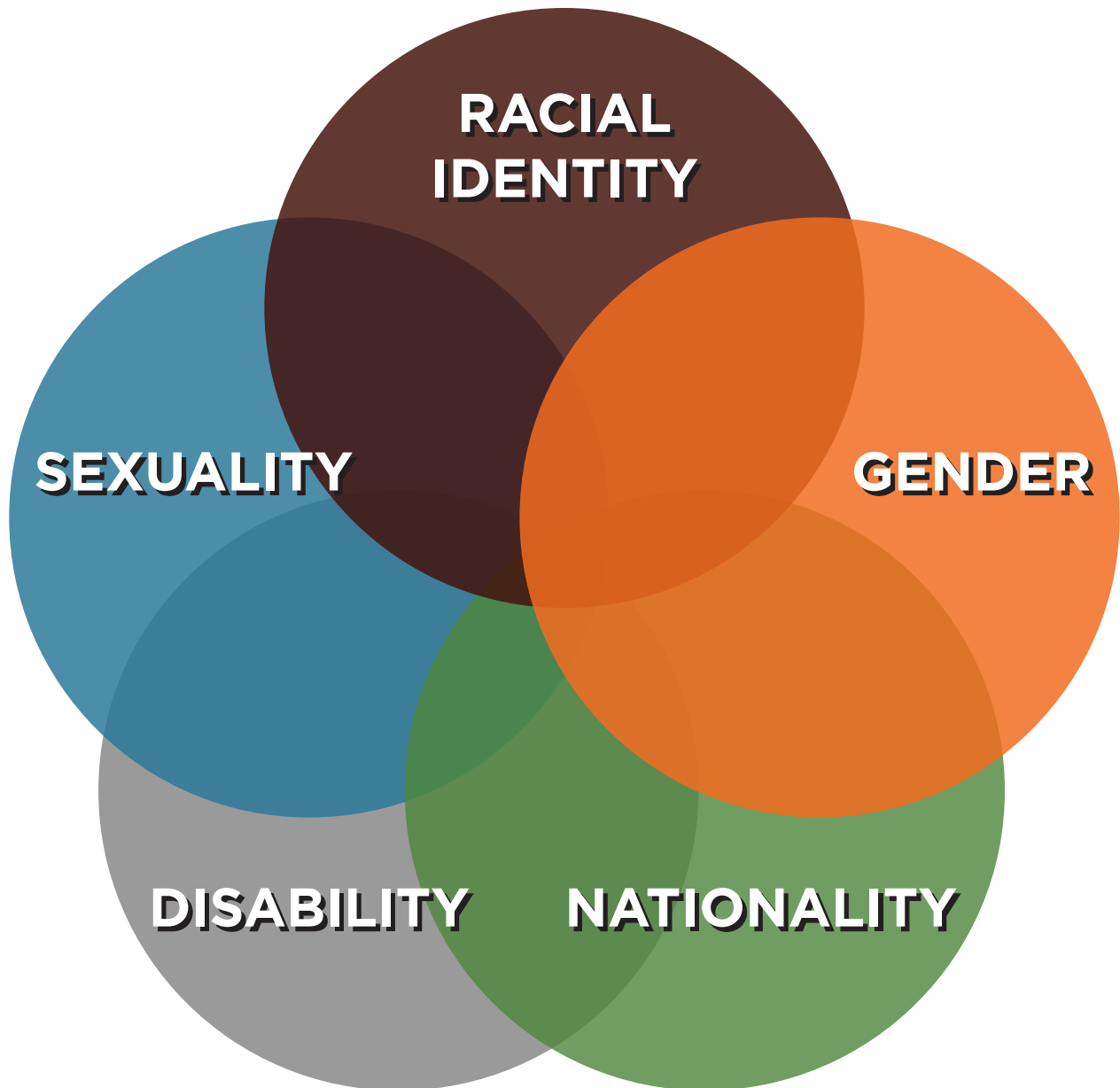


Figure illustrates a Venn diagram with five intersecting circles with the following labels: Racial Identity, Gender, Nationality, Disability, and Sexuality.

Office of Equity and Human Rights 2021-2024 Goals and Plan of Action

Each member of the Office of Equity is responsible for and accountable to the goals and tactics outlined below, regardless of position or title. While some staff members have more connection and expertise in specific goals and tactics, this does not exempt all staff members from active participation in this plan. As a collective, the Office of Equity is committed to providing leadership, guidance, tools, and resources Citywide to advance equity. The goals and actions described below also honor the importance of meaningful partnership and collaboration with bureaus Citywide, and specifically, Equity Managers.

Timeline/ Frequency	Goal – Description - Actions	Accountability Partners
<p>July 1, 2021 – Jun 30, 2024</p> <p>i. Yearly, ongoing</p> <p>ii. Twice a year, July 2021 – June 2024</p> <p>iii. June 2022</p> <p>iv. June 2022</p>	<p>1. Embedded and aligned citywide policies, procedures, and practices to ensure collective implementation and understanding of equity work in the City is institutionalized, dismantling systemic oppression in City policy and practice. Establish an anti-racist, intersectional foundation within the City of Portland. Change internal policy, practice, and procedure to eliminate institutional and structural racism.</p> <p>Actions:</p> <p>i. In partnership with the City Budget Office, strengthen equity outcomes within the Citywide budget process</p> <p>ii. Facilitate gatherings, events, and listening sessions with City employees and community to advance our understanding of racism and ableism and efforts to reimagining a just City.</p> <p>iii. Collaborate with the Bureau of Human Resources and bureau Equity Managers to create the structures that support the removal of policy, practice, and procedure that is situated in white supremacy.</p> <p>iv. Develop new equity policies and toolkits for Council adoption and bureau implementation</p> <p>v. Redesign Racial Equity Plans considering a framework that is inclusive of Civil Rights Title VI, Title II, and Affirmative Action plans</p>	<p>Office of Equity & Human Rights, BHR, CBO, BTS, Procurement, Tribal Relations Office, Equity Managers</p>

<p>v. June 2022</p> <p>vi. June 2022</p> <p>vii. June 2022</p> <p>viii. December 2021</p> <p>ix. June 2022</p> <p>x. June 2022</p> <p>xi. June 2022</p>	<ul style="list-style-type: none"> vi. Improve equity toolkits vii. Design equity dashboards as a tool for understanding progress viii. Provide Equity glossary of terms to be referenced Citywide ix. In partnership with the Bureau of Human Resources, provide e-learning or virtual training on how to use toolkits x. In partnership with Bureau of Technology Services, ensure that the Office of Equity website is an accessible and friendly user to resource xi. Provide support to Equity Managers on the creation of tools and processes that address specific bureau needs 	
<p>July 2021 – June 2024</p> <p>i. October 2021</p>	<p>2. Nurturing authentic, trusting community relationships/partnerships; supporting the co-creation of City policy with community. To inform, organize, and strengthen relationships with communities who are currently and historically impacted by systemic racism and ableism, by aligning our equity efforts with the local communities.</p> <p>Actions:</p> <ul style="list-style-type: none"> i. Recruit and engage the Office of Equity Bureau Advisory Group comprised of diverse community members who will provide guidance, feedback, and advisement budget, policy, and practice. 	<p>Office of Equity & Human Rights, Civic Life, Tribal Relations Office, Equity Managers</p>

<p>ii. June 2022</p> <p>iii. December 2021</p> <p>iv. Twice a year, July 2021 – June 2024</p> <p>v. December 2021 – June 2024</p> <p>vi. July 2021 – June 2022</p>	<ul style="list-style-type: none"> ii. Engage disability community in creating a mutual aid coalition and mechanism for disability community to partner with the City on issues and policies that impact their lives. iii. Support expansion of the Black Male Achievement Program iv. Support creation of a Native Male Achievement Program v. Ensure that community voice is highlighted and incorporated into our work through convening, supporting, and regular participation in community focused gatherings and events. vi. Partner with Civil Life and make sure that their leadership program is receiving enough support from bureaus to adopt and implement an antiracist framework. vii. Revisit guidance provided from plans like the People’s Plan to advance the work of equity through community partnership and advocacy. 	
<p>July 2021 – June 2024</p> <p>i. July 2021 – June 2024</p> <p>ii. July 2022</p>	<p>3. Equitable, anti-racist and anti-ableist City policies. Provide guidance to Council and Bureaus on existing and/or new ordinances, resolutions, and policies.</p> <p>Actions:</p> <ul style="list-style-type: none"> i. Engage in regular communication, planning, evaluation, and advisement with City Council offices on emerging ordinances, resolutions, and policies 	<p>Office of Equity & Human Rights, Council Offices, City Bureaus/Offices, Equity Managers</p>

<p>iii. July 2022</p> <p>iv. June 2022</p> <p>v. July 2022</p>	<p>ii. Partner with stakeholders to develop templates for ordinances, resolutions, and policies that center race, disability, and intersectionality</p> <p>iii. Provide guidance to bureaus in the creation of bureau-specific racial and disability equity policy and practice as a part of Council process</p> <p>iv. Provide regular updates to City Council on current implementation of equity policy and practice such as the COVID Equity Toolkit for Relief and Recovery</p> <p>v. Collaborate with bureau Equity Managers to create mechanisms for implementation of policy and guidance</p>	
<p>July 2021 – June 2024, yearly</p> <p>i. July 2021 – June 2024</p> <p>ii. June 2022</p> <p>iii. June 2022</p> <p>iv. July 2022, yearly</p> <p>v. July 2021 – June 2024</p>	<p>4. Front-end accountability systems for bureaus. Establish for bureaus to implement racial equity and disability equity goals through policy, education, and compliance</p> <p>Actions:</p> <p>i. Require responsible bureau staff to attend professional development on racial and disability equity</p> <p>ii. Conduct training impact surveys to collect data on how staff and bureaus are applying the learning and tools received through training and education</p> <p>iii. Imbed racial and disability equity goals into larger bureau Racial Equity Plans</p> <p>iv. Collect yearly progress reports on bureaus’ racial equity plans and goals and disability equity goals for transparency publishing reports on the Office of Equity website and report findings to City Council.</p> <p>v. Provide support to Equity Managers on the implementation of racial equity and disability equity goals through bureau Equity Plans.</p>	<p>Office of Equity & Human Rights, Tribal Relations Office, BHR, Civic Life, CBO, BTS, Equity Managers</p>

<p>July 2021 – June 2024</p> <p>i. July 2022, yearly</p> <p>ii. July 2022, yearly</p> <p>iii. July 2022</p> <p>iv. December 2022</p> <p>v. June 2023</p> <p>vi. July 2023</p> <p>vii. June 2024</p> <p>viii. June 2022, yearly</p> <p>ix. July 2021, ongoing</p>	<p>5. Citywide and Bureau priority of Civil Rights education and compliance. Develop criteria for how to move the City and its bureaus into alignment with the expressed goals, intents, and provisions of Civil Rights Laws, ADA Title II and Civil Rights Title VI, specific to race, language, and disability</p> <p>Actions:</p> <ul style="list-style-type: none"> i. Develop and provide training on Title II of the Americans with Disabilities Act including but not limited to: effective communication, complaints and investigations, making accommodation and modifying policy, creating accessible events, document and web accessibility ii. Develop and provide training on Title VI of the Civil Rights Act iii. Provide toolkits and resources on Title VI of the Civil Rights Act iv. Redesign of Civil Rights plans with ties to just and equitable community outcomes and impacts v. Update Transition Plan vi. Create ADA Title II report cards until budget can support a full City-wide Self Evaluation Plan vii. Provide continued development of policies and practices, and guidance viii. Regular updates on implementation, progress and performance of policy and practice ix. Standardize compliance language in every training we offer 	<p>Office of Equity & Human Rights, BHR, Equity Managers</p>
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<p>July 2021 – June 2024</p>	<p>6. Anti-racist, anti-ableist City workforce. Build equity framework capabilities through Citywide education and training</p>	<p>Office of Equity & Human Rights, Tribal Relations Office, BHR, Civic Life, CBO, Equity Managers</p>
<p>i. July 2022</p>	<p>Actions:</p> <p>i. Refine and create Citywide equity training in partnership with City bureaus to provide a learning pathway from entry to proficiency</p>	
<p>ii. April 2021 – June 2024</p>	<p>ii. Continue facilitation of Results-Based Accountability (RBA) training cohorts and identify other opportunities for Citywide adoption of equity tools and practices</p>	
<p>iii. June 2022</p>	<p>iii. Refine Racial Equity 101 to include an antiracist intersectional framework</p>	
<p>iv. July 2022</p>	<p>iv. Work with Equity Managers, affinity groups, and equity practitioners to audit current training offerings to identify gaps</p>	
<p>v. June 2023</p>	<p>v. Develop “Equity 201” for folks who want deeper learning & strategy development.</p>	
<p>June 2022</p>	<p>vi. Develop “Disability Equity 101”</p>	
<p>June 2022</p>	<p>vii. Establish a deep understanding and analysis Citywide on the following concepts: Anti-blackness, white supremacy, systems of oppression, social construct of the white race, intersectionality, colorism and internalized racism</p>	
<p>viii. December 2021</p>	<p>viii. Create a shared understanding foundational equity language through a Citywide Equity Glossary of Terms</p>	
<p>ix. June 2022</p>	<p>ix. Align training effort to reflect collaboration and communication across Office of Equity and Human Rights programs</p>	
<p>x. June 2023</p>	<p>x. Develop training sessions that support specific audiences such as Black, Indigenous, and People of Color staff, white staff, and managers/supervisors,</p>	
<p>x. June 2023</p>	<p>xi. Design, develop and deliver trainings for community members</p>	

<p>xi. July 2023</p> <p>xii. July 2022</p>	<p>xii. Co-create equity-driven professional learning opportunities with Equity Managers and Bureau of Human Resources</p>	
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Measures of Success

Goal #1: Internal measures

- City policies, procedures, and practices include anti-racism, anti-oppression, racial equity, and disability equity.
- City policies, procedures, and practices of resource allocations result in equitable outcomes for all people in Portland.

Goal #2: External measures

- City bureaus establish, rebuild, and maintain authentic, transparent relationships with communities who are currently and historically impacted by systemic racism and ableism.
- Communities report consistently that the City is contributing to improving their living conditions.
- Communities report that they are influencing City’s policies, procedures, practices, and having access more access to City’s resources.

Goal #3: Internal measures

- Number of ordinances, resolutions, and bureau policies that were reviewed by the Office of Equity and Human Rights.
- Number of existing ordinances, resolutions, and bureau policies that were improved based on guidance and support from the Office of Equity and Human Rights.

Goal #4: Internal and External Measures

- Number of City employees who receive specific training in ADA Title II, Title VI, and Language Access compliance training.
- Bureaus' annual reports to the Office of Equity on the implementation of Title VI and Title II guidance.

Goal #5: Internal measures

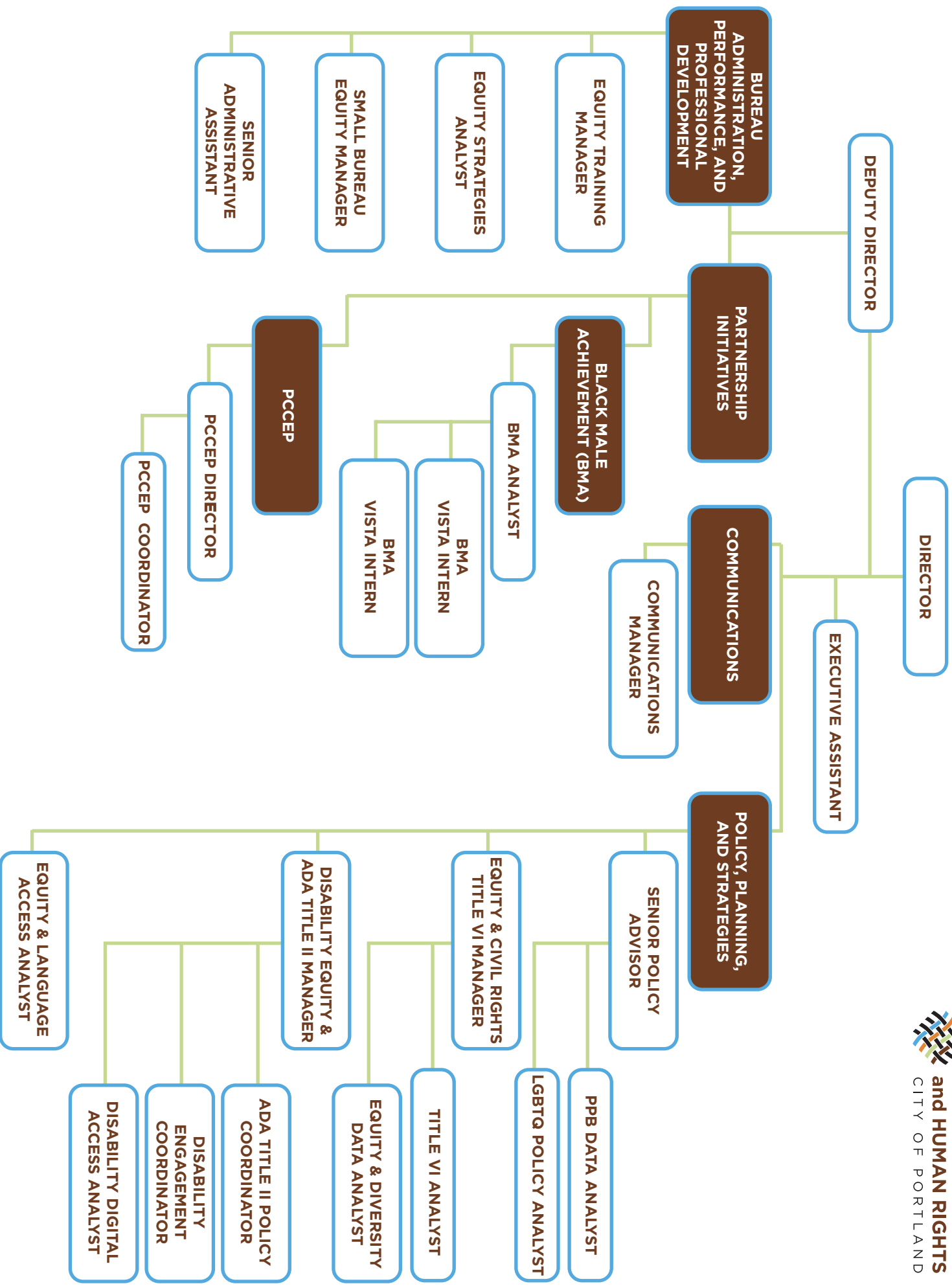
- Bureaus' annual reports to the Office of Equity and Human Rights on progress toward annual equity goals, including workforce, contracting, and community engagement.
- Bureaus' annual reports to the Office of Equity and Human Rights on progress toward 5-year equity plans.

Goal #6: Both Internal and external measures

- Bureaus' annual report to the Office of Equity and Human Rights toward compliance to Civil Rights Title VI.
- Bureaus' annual report to the Office of Equity and Human Rights toward compliance to the ADA Title II.

Goal #7: Internal measures

- Number of City employees who received basic racial equity training
- Number of City employees who received basic disability equity training
- Number of City employees who received tribal relations training
- Number of City managers who received RBA training
- Percentage of employees who are satisfied with the different training received
- Percentage employees who are applying the learning from their trainings



Equity Glossary

The goal of this glossary is to establish a shared understanding of key equity terms and concepts. Language is diverse, fluid, and shaped by lived experience and interpretation. This is a living document. The work for racial justice, disability justice, and equity has and continues to evolve. Some terms will be lengthy (detailed), complex, and technical—such as Civil Rights Laws.

[Copy of Key Equity Terms and Concepts Draft.xlsx](#)

[Embodiment of Definitions by BES.pdf](#)

Links to Ordinance and Policy Shaping the Office of Equity and Human Rights

[Council ~ 37450 OFFICE OF EQUITY to coordinate Civil Rights Title VI and ADA Title II Compliance.PDF](#)

[Council Ordinance - 184880 Create OFFICE OF EQUITY and amend PCC 3.128 and 3.129 ordinance.PDF](#)

[Council Ordinance - 186898 Director of OFFICE OF EQUITY rulemaking authority and admin procedures.PDF](#)

[Purpose of OFFICE OF EQUITY - Legal Framework.docx](#)

[Citywide Performance Measures Memo 5.13.20.pdf](#)