City
Budget
Office

Equity

KEY TAKEAWAYS

- In recent years, the City has adopted several policies and increased investments in equity-related positions and programming, with an estimated $42 million in new investments over the past two years.

- The number of equity-centered positions in bureaus has increased dramatically in recent-years; however, the structure of and support for these positions is highly inconsistent across bureaus and some bureaus lack any equity-centered positions.

- Many City initiatives providing support to community tend to track output measures, such as metrics which relate to the number or percentage of people being served. The City could benefit from establishing and tracking outcomes related to initiatives to ensure the services are achieving intended results.

- Many City programs and initiatives geared at equity are in their beginning stages and do not yet have sufficient data to evaluate their success. Significant new performance measurement information and data is expected to become available within the next 1 to 3 years.

PREFACE

The Prior Year Performance Report cannot capture the full extent of bureaus efforts in advancing racial and disability equity at the City of Portland ('the City') as an organization, and in community, with consideration to Black people, Indigenous people, people of color, members of Tribal nations and urban Native community members, individuals with disabilities, immigrants and refugees, people who are LGBTQIA2S+, and other community members and employees who have been disproportionally affected and harmed by systemic oppression.[1] Rather, this report provides a brief overview of a number of equity-centered initiatives and programs and concludes with several recommendations.

INTRODUCTION

The City defines achieving equity, in part, as when one's identity cannot predict their outcome. Just as in the rest of the country, Portland's Black community members, Indigenous community members, and

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[1] LGBTQIA2S+ refers to people who identify as Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual, Two-spirit, and other historically oppressed groups based on gender and sexual orientation.

communities of color face worse outcomes in health, education, policing, and other indicators of wellbeing than their white counterparts. For example, Portland has been cited as having the fifth worst arrest disparities in the nation, and as shown in the chart below, communities of color in Portland continue to face disparities in household income.[2]
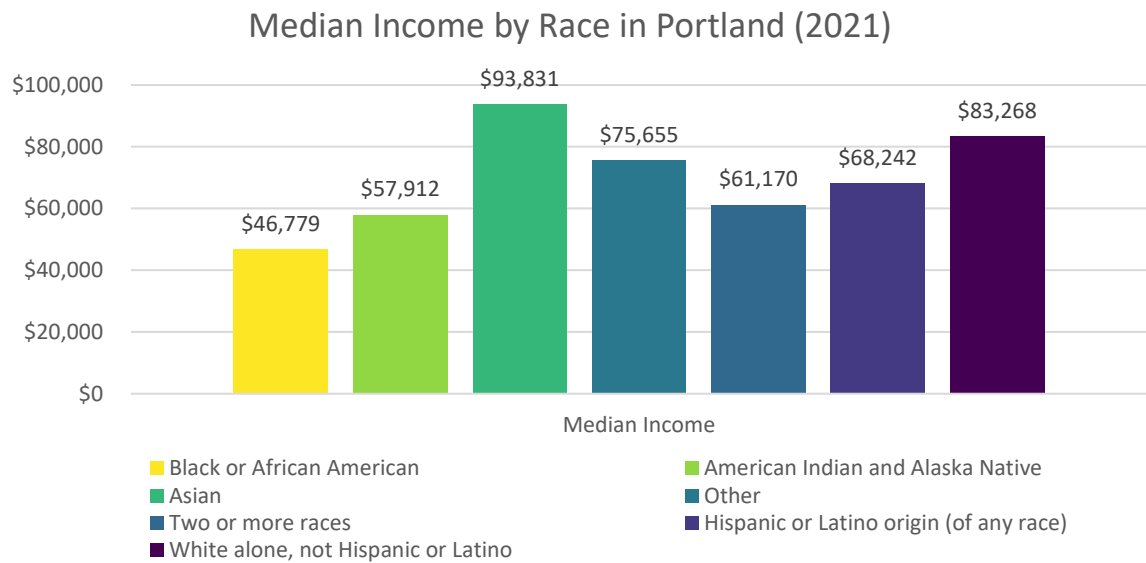
Median Income by Race in Portland (2021)

Race	Median Income
Black or African American	$46,779
American Indian and Alaska Native	$57,912
Asian	$93,831
Other	$75,655
Two or more races	$61,170
Hispanic or Latino origin (of any race)	$68,242
White alone, not Hispanic or Latino	$83,268

Chart Source: 2021 American Community Survey 1-Year Estimates Note: Race category descriptors reflect census designations

Advancing equity has been a growing priority for governments as more people become educated on the lasting effects of structures built on the premise of white supremacy and racial exclusion. The City has institutionalized a commitment to advance equity through the adoption of Citywide Racial Equity Goals and Strategies, Citywide Disability Equity Goals, and in City Core Values, of which Equity and Anti-Racism are regarded as foundational pillars of every employee and bureau's work. Furthermore, City Council affirmatively stated that the City of Portland is an anti-racist institution.

Many local jurisdictions are focusing their efforts on both community and organizational efforts. Examples of community-focused efforts are Diversity, Equity, and Inclusion (DEI) task forces comprised of community members, inclusive outreach strategies, and allocation of investments to underinvested communities. Organizational-focused efforts look inward, in the organization of cities and local governments, through internal equity teams, organizational equity tools rooted in anti-racist frameworks, or reformed hiring practices to account for bias, as some examples.[3]

Many of the City's investments in equity can be categorized similarly, investing both directly in the community, as well as in improving organizational equity for employees of color and employees with disabilities. Here are some examples of the ways in which the City currently invests in equity:

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[2] https://www.opb.org/article/2021/02/07/portland-has-5th-worst-arrest-disparities-in-the-nation-according-to-data/#:~:text=Meanwhile%2C%20white%20people%20make%20up,to%2062%25%20for%20white%20people.;
Table derived from US Census American Community Survey Data, 2021 Estimates
[3] https://mrsc.org/Home/Stay-Informed/MRSC-Insight/September-2020/Advancing-Racial-Equity-at-the-Local-Government-Le.aspx

Current organizational Investments
- Investments in the Office of Equity & Human Rights
- Staff dedicated to advancing racial & disability equity
- Language Pay Differential Policy
- Bureau Racial Equity Plans
- Budget Equity Tool & Assessments
- Human Resources Analytics Dashboard
- Affinity Groups
- Equity Trainings
- Equity Datasets
- Equity in Procurement and Contracting
- Tribal Relations Program

Current community Investments
- ADA curb cutting
- Community engagement for multiple projects and bureau activities such as the Charter Review Commission, PDX Smart Cities Data Governance advisors, and the Portland Street Response
- Direct investments, such as grants and technical assistance programs targeting culturally and community-specific organizations

This report reviews investments in equity-centered work over the past two years. In this time, the largest amount of new investments have been towards what we have categorized as community investments. However, this report focuses more on organizational efforts, recognizing that the City has a more direct influence on the outcomes of how it runs internal operations. Developing an equitable workplace and building a culture of equity and inclusion within the City is necessary to advance City Core Values, Citywide Racial and Disability Equity Goals, and serve the community more equitably. Investing in communities is undeniably important. We identified organizational equity as an area where this report could add value to the ongoing discussion of building a more equitable local government, and to provide a snapshot of some of the burgeoning efforts the City and its bureaus are undertaking to create a more equitable workplace and culture.

ORGANIZATIONAL SUMMARY

City Policies and Strategies

Federal Compliance

As a recipient of federal, state, and regional funding, the City is responsible for upholding the obligations of Civil Rights Title VI and related statutes, regulations, and intersecting initiatives including Language Access (Executive Order 13166) and Advancing Racial Equity and Support for Underserved Communities Through the Federal Government (Executive Order 13985), as well as the Americans with Disability Act (ADA) Title II.

The Office of Equity and Human Rights' (the Office of Equity's) Civil Rights Title VI program is responsible for providing Citywide strategic innovations on equity tools necessary to achieve the City's adopted equity goals, civil rights policies, and bureaus' Racial Equity and Title VI plans. The program is responsible for centrally managing all functional areas of City Title VI compliance and serves as the City's lead for

ongoing, internal actions to advance equity in policies, services, outcomes, and impacts.

The Office of Equity has a Language Access Program, whose work includes a language pay differential policy for multilingual City employees. By institutionalizing the language pay differential policy, the City intends to increase equitable access to government for linguistically and culturally diverse community members served by the City. Increasing the number of languages spoken by City staff to serve the public demonstrates a proactive effort to comply with institutional civil rights obligations, as outlined in Title VI of the Civil Rights Act of 1964 and Executive Order 13166, and to reduce institutional language barriers, and increase meaningful access to government programs, services, activities, communications, and increase national origin non-discrimination protections.

Implementation of the policy began in 2021, and as of October 2022, 129 City employees representing 18 languages have been approved to receive the language pay differential under one of three approved pathways for eligibility. Pathway I is for employees whose job classifications are public-facing, customer service or community-engagement oriented are in included in an eligibility list. Pathway II provides an option for employees who use their language skills to assist the community in the course of their work but are not listed under the categories in Pathway I. Pathway II also allows for any language to be considered for the pay differential policy. Pathway III provides employees a process to pursue an appeal.

ADA Title II requires programs, services, and activities offered through local governments to be accessible and usable to people with disabilities. The City works to achieve this broadly through non-exclusion, effective communication, programmatic access, and architectural access; and seeks to ensure that every program, service, benefit, activity and facility operated or funded by the City is accessible to people with disabilities. A request for proposal (RFP) is planned to go out for a self-assessment survey for ADA Title II compliance at the City. The last self-assessment was completed in 2011, and before then in 1993.

All three of the Office of Equity's programs associated with federal, state, and regional compliance submit an annual report, which will be updated on the Office of Equity's website in late 2022.

Council Adopted Goals and Strategies

Portland City Council adopted several equity-centered resolutions, which are binding City policy, that complemented and expanded upon on the Citywide Racial Equity Goals and Strategies, including the Citywide Disability Equity Goals, which helps guide City policies, plans and procedures.

Further, in 2020, City Council affirmatively stated that the City of Portland is committed to being an anti-racist institution, through the unanimous adoption of Resolution 37492. That resolution specified six City Core Values, which are intended to be the fabric which guides work at the City of Portland as an institution, the work done and decisions made within each office and bureau, and the work of every City employee. Those values are Equity, Anti-Racism, Transparency, Communication, Collaboration, and Fiscal Responsibility. The City Core Values are not intended to be symbolic; rather, they are meant to be developed competencies and associated behaviors that guides employees' actions as they conduct their work, engage their workforce, and serve communities. The expected competencies and behaviors for each Core Value is outlined on the Bureau of Human Resources website.

Citywide Equity Tools and Trainings

The Office of Equity is also responsible for Citywide equity tools, including establishing the standards for

bureaus' 5-year Racial Equity Plans, the Budget Equity Toolkit, and during the pandemic, created the Equity Toolkit for COVID-19 Community Relief & Recovery Efforts. The office also provides Citywide trainings.

Per City Policy, each bureau is directed to complete five-year Racial Equity Plans. Built with an anti-racist framework, such as Results-Based Accountability™, bureaus are tasked with holding themselves accountable in developing and implementing anti-racist strategies with better-off performance metrics associated with specific, intended Citywide equity outcomes. All bureaus submitted plans in 2016. Bureaus with expired plans are directed by the Office of Equity to submit their new five-year iterations by July of 2023, with a following Council session in autumn of 2023.

Bureaus are required to submit Budget Equity Tools in their annual requested budgets. The Budget Equity Tool is a bureau's annual budget equity report. It is a series of 13 questions to assist bureaus with considering who is better off as a result of decisions either in their base budget or through decision packages. Managed by the Office of Equity in partnership with the City Budget Office, the intent is that through utilizing the Tool, bureaus track service levels and investments, assess equity impacts to City initiatives to help ensure that investments help reduce disparities and improve outcomes, and encourage and improve public participation in local government. Once bureaus submit their Budget Equity Tool, the Office of Equity provides an assessment to each bureau with scores for each question. Beginning in FY 2022-23, the Office of Equity will reflect those assessment scores on an online dashboard to transparently track bureaus' progress.

The Office of Equity also provides trainings to City employees. The Racial Equity 101 training for all City staff is required. The Office further offers a "Creating a Culture of Inclusion by Addressing Acts of Othering" for managers and supervisors, and a "Culture of Equity" training in new employee orientation. Many bureaus also provide trainings specifically for their employees.

City Programs

Office of Equity & Human Rights

The Office of Equity sets the equity vision and goals for the City. The office provides leadership by guiding and educating City staff and creating and/or advising policies, practices, and procedures that dismantle barriers for systemically excluded and institutionally oppressed Portland communities. While race and disability equity are centered in their work, the office acknowledges that individuals may experience multiple forms of oppression and discrimination, and approaches equity with intersectionality.

The Office of Equity was established in September 2011 and provides services to all bureaus in professional learning and technical assistance related to promoting equity and reducing disparities throughout the City. The office has a number of program areas: Administration and Support, Diverse Empowered Employees of Portland (DEEP), Equity Training and Education, Equity Policy and Practice Consulting, Civil Rights Title VI and Equity, Americans with Disabilities (ADA) Title II and Disability Equity, Language Access/Equity, Equity Communications, Black Male Achievement, Portland Commission on Disability, and Human Rights Commission. The Portland Commission on Disability will be transformed into the Disability Equity Taskforce in 2022. The Human Rights Commission is currently on hiatus for restructuring.

Office of Equity Budget FY 18-19 to FY 22-23
by expense category

Legend: External Materials and Services · Internal Materials and Services · Personnel

Values shown: $1,968,765 (FY 18-19), $2,177,665 (FY 19-20), $2,894,812 (FY 20-21), $3,487,589 (FY 21-22), $4,843,427 (FY 22-23)
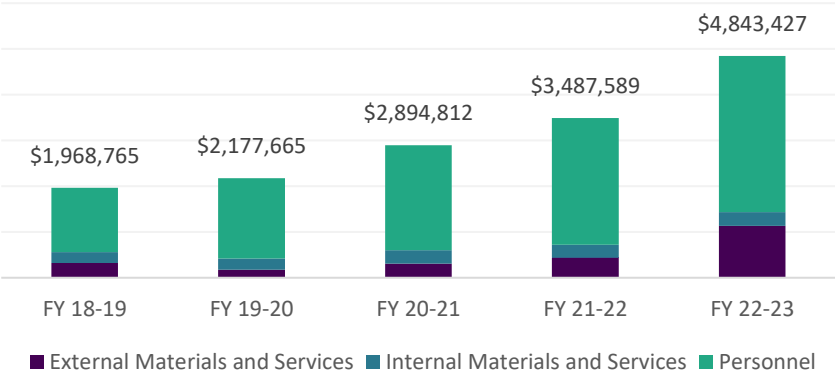
Currently, the office has 23 total positions, comprised of 18 regular, full-time staff, the majority of whom serve as advisors and resources to City bureaus. Positions that support Citywide functions include: ADA Title II and Disability Equity Manager, Digital Accessibility Analyst, Disability Equity Data Analyst, Citywide Equity and Civil Rights Title VI Manager, Citywide Language Access Program Manager, Senior LGBTQIA2S+ Policy Analyst, Equity Training Manager, Equity Strategies Analyst, and Equity and Diversity Data Analyst.

While the total budget for the Office of Equity has increased over the past few years, a large portion of the increase in Fiscal Year 2022-23 was due to $1.3 million one-time funding for various efforts including $450,000 to support 3 limited-term positions to establish performance and accountability systems for City policies and programs targeting equity and $280,000 for a consultant to lead the City through a self-evaluation process and make recommendations for how the City should re-structure to better meet ADA Title II compliance.

Office of Equity Budget FY 18-19 (Revised Budgets) to FY 22-23 (Adopted Budget)
One-time vs. Ongoing resources

Legend: One-time (GF Discretionary and Overhead) · Ongoing
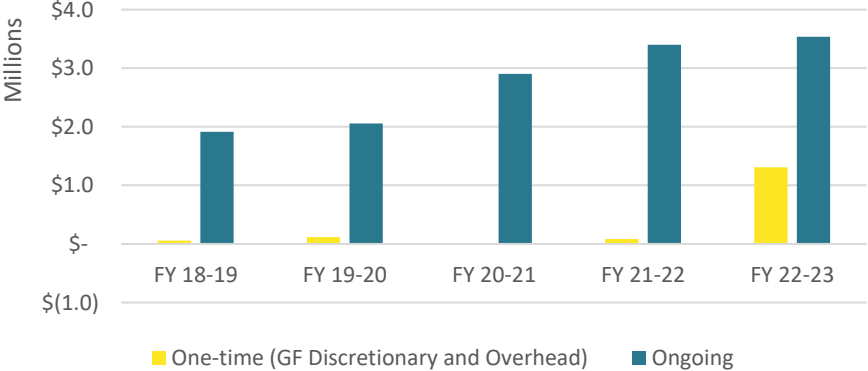
Equity-Centered Positions in Bureaus

A number of bureaus have prioritized funding to have dedicated staff who explicitly work to advance equity. That work includes assisting bureaus in proactively implementing equitable policies, practices and actions, influencing and setting standards for workplace culture, and advancing access, opportunities and

outcomes for both employees and community members.

Currently, as detailed in the chart below, there are approximately 86 equity-specific positions Citywide. This includes 14 Equity Managers across 13 bureaus and offices. All Equity Managers report to their bureau's leadership and are the leading experts within their respective bureaus to help advance equitable policies, initiatives, programs, and build inclusive workplace culture, among other equity-related work. Equity-specific positions are not standardized Citywide. Equity Manager positions range from Analyst I to IV and Manager I, and some Equity Managers have budgets with a team who explicitly work to advance equity, while others have no staff and no budget. Prosper Portland does not have an Equity Manager; rather, the agency has a Director of Equity, Policy and Communications. The Bureau of Emergency Communications (BOEC) has an Equity Coordinator whose role is comparable to that of an Equity Manager. Several bureaus, such as the Portland Bureau of Transportation (PBOT) and the Bureau of Environmental Services (BES), have two Equity Managers. As of 2021, the City Budget Office and Office of Government Relations are supported by a shared Equity Manager, housed within the Office of Equity.

The Office of Management and Finance (OMF), which houses the Bureaus of Human Resources, Revenue and Financial Services, Technology Services, and the Office of the Chief Administrative Officer, has one Equity Manager, without staff or a program budget, who was hired in early 2022. In the 2022-23 budget, there are 938.8 authorized FTE at OMF. In contrast, there is one equity manager with a team of approximately 9 employees that oversee racial and disability equity at the Bureau of Development Services, which has 397.8 authorized FTE. Further discussion on equity-centered staff can be found in the recommendations section on page 18.

Table: Summary of Dedicated Equity Positions

Bureau	Equity Staff	Equity Manager
Budget Office	○	◐
Children's Levy	○	○
City Attorney	○	○
Community and Civic Life	●	●
Development Services	●	●
Emergency Communications	●	○
Emergency Management	○	○
Environmental Services	○	●
Equity & Human Rights	●	○
Fire & Police Disability & Retirement	○	○
Fire & Rescue	○	●
Government Relations	●	◐
Housing	●	●
Independent Review	○	○
Management and Finance	◐	◐
Office of the Chief Administrative Officer	○	●
Human Resources	●	○
Revenue and Financial Services	●	○
Technology Services	○	○
Planning and Sustainability	●	●
Portland Bureau of Transportation	●	●
Portland Parks and Recreation	●	●
Portland Police	●	●
Prosper	●	○
Special Appropriations	○	○
Water Bureau	●	●
Legend		
●	At least one authorized position	
◐	Less than one authorized position	
○	No authorized position(s)	

Disability Equity

The ADA Title II team at the Office of Equity has grown in the past few years, with an ADA Title II and Disability Equity Manager, Digital Accessibility Analyst, Disability Equity Data Analyst, and one-time funding for a Civil Rights and Title II Trainer and Investigator. Outside of the Office of Equity, four bureaus have full time ADA positions: Police, Parks & Recreation, Water, and Civic Life. The Bureau of Emergency Management received funding in the 2022-23 budget for a consultant, in response to audit findings. Other bureaus designate ADA coordinators from existing staff, who may or may not have experience in ADA work, to uphold their federal ADA obligations.

Tribal Relations

Included among the equity-specific positions is the Office of Government Relations' Tribal Relations Office, which has three FTE, including a director. This program advances the City's anti-racist efforts by providing bureaus and Council offices with advice, guidance, and expertise in working with Tribal nations and urban Native community members, along with an annual employee training day and the Tribal Nations Summit. In 2021, 504 City employees attended the training. Per a 2020 directive from City Council, all bureaus are required to submit annual workplans and reports to the Tribal Relations Office. This new equity-centered initiative could benefit from an online dashboard to transparently reflect bureaus' work specifically related to tribal relations.

Recommendations

While all positions at the City of Portland should have a nexus towards advancing equity, having specific positions imbedded in bureaus can substantially further progress institutionalizing and advancing equity, as their positions are explicitly for that purpose.

City bureaus vary greatly in size, complexity, and types of programming; as such it is reasonable to presume that different bureaus will need different levels and types of dedicated equity staffing support to achieve equity goals. However, it would be useful for the City to comprehensively assess and articulate the dedicated equity staffing models that are working well in different types of bureau lines of business in order to inform appropriate roles, expectations, and levels of dedicated equity staff across the City as an enterprise. Specifically, this type of analysis would be valuable for a large and complex organization like OMF to help determine the appropriate level of equity-specific staff to support the three bureaus and multiple divisions which OMF houses. More recommendations are provided at the end of this report.

Equitable Hiring, Retention & Promotions

To help bureaus and City leadership understand City of Portland hiring demographics, the Bureau of Human Resources (BHR) manages the City of Portland's Analytics Dashboard, which is a set of interactive data visualizations that explores key metrics related to bureaus' recruitment and promotion. The employee demographics were previously updated monthly and are now updated quarterly and depicts the prior quarter's data. The data represented is generally available from fiscal year 2016 to the present, with metrics at the bureau and position classification levels. The dashboard does not include information from the Portland Police Bureau - except for employee demographics - due to differences in recruitments conducted by the Police Bureau, which is often a longer process relative to recruitments conducted by other City bureaus. Previously, a workforce demographics dashboard was managed by the Office of Equity, which is now no longer available.

The Analytics Dashboard has four filters: fiscal year, bureau, class title, and casual or non-casual, with demographics representing male and female, and seven options for race and ethnicity. The dashboard reflects recruitment timeline, list to offer metrics, recruitment volume metrics, qualified applicant & hire diversity, sourcing metrics, quality of hire metrics, employee movement metrics, recruitment event metrics, and employee demographics by certain gender, racial, and ethnic identities.

BHR is currently working with City bureaus to expand the demographics options to be more inclusive of employees' gender, race, and ethnic identities. For example, not having a Middle Eastern/North African

(MENA) option requires employees, upon their hire, to mark a demographic field which may not apply to their identity, such as "White or European American." This then skews the data, ultimately erasing those with that identity in the data. Having only female or male demographic representation is also exclusionary. Once BHR's work with bureaus is complete, they will request existing employees' identity information once again, to have more accurate and comprehensive representation and data.

BHR is also responsible for managing the City's Affirmative Action Plan Reports, which are updated annually. Bureau strategies will not be part of the narrative; rather, the work is centralized at BHR.

BHR recently established a People and Culture Team to help operationalize the City Core Values. The new team has a people and employee-experience focus. Included in their work is a focused outreach program specifically for hiring Black, Indigenous, and people of color, a draft plan for more trauma informed investigation processes, and providing trainings.

Procurement and Contracting

The City's Procurement division includes multiple programs that are focused on equity which includes: Community Opportunities and Enhancement Program (COEP), Prime Contractor Development Program (PCDP), Regional Workforce Equity Agreement (RWEA) and Construction Diversity Inclusion Policy (CDIP), Subcontractor Equity Plan (SEP), and the Workforce Training & Hiring Program (WTHP). These programs provide workforce development, technical assistance, and increased contracting opportunities for firms owned by people of color and women. More specific information on these programs can be found on Procurement's website. The division recently launched a procurement dashboard developed in part by the Social Equity Performance Manager which provides a high-level overview on contract awards and payments by the City to Prime Contractors and Subcontractors and includes workforce data on construction contracts. Procurement also recently established a new equity team with an additional 3 FTE.

In April 2022, City Council approved three initiatives to improve contracting opportunities for companies owned by people of color and women. Specifically, the ordinances directed the City to conduct its first contracting disparity study in more than a decade, pilot inclusive contracting policies and adopt a regional workforce equity agreement as mentioned above.

PDX 311

Over the past three years, the City has continued the implementation of PDX 311. In Fiscal Year 2020-21, the City introduced the 3-1-1 phone number to help community members for non-emergency referrals, requests, and provide information. In August of 2022, the City introduced a new, centralized way for community members with disabilities to navigate, connect with, and request assistance accessing City programs, services, and facilities. Community members can now either call 311 or use the Request an ADA Accommodation link featured on every page of the City's website, Portland.gov, to request an accommodation. The program provides community members with a single point of contact. The intent of having a centralized system is to help the City track responses, services levels, and report on ADA Tile II compliance. PDX 311 staff can be reached Monday through Friday from 7:00 a.m. to 8:00 p.m. Staff are fluent in English, Spanish, Romanian, and Tagalog and have resources to assist community members in additional languages.

RECENT INVESTMENTS AND CHANGES

Over the past two years, the City has added approximately $42 million towards equity-related decision-packages. We categorize about $29.4 million of this as community investments and $11.2 million as organizational investments. An additional $1.2 million of equity-related investments were categorized as both, as not all decision packages could clearly be categorized as either community or organizational.

To develop this estimate, CBO filtered through decision packages, selecting packages that were meaningfully related to the City's Core Values of Equity and Anti-Racism. We avoided including packages that only mentioned equity as a lens in an attempt to only count dollars that were being spent directly towards more equitable ends. As a result, this dollar amount is an incomplete representation of the money spent the past two years, as it does not incorporate time spent by employees who incorporate equity into their day-to-day work. Conversely, the figures may overrepresent dollars from packages that have a significant equity component but are not entirely dedicated to equity.

Community Investments

In the past two years, the City has invested an estimated $29.4 million in community investments focused on furthering equity goals related to investing in and engaging with communities and reducing disability barriers. This includes $13.2 million in direct investments (such as technical assistance and grants), $5.9 million towards reducing physical disability barriers, $2.4 million towards enhancing and improving community engagement, and $8 million towards

~$42 million

invested in Equity-related decision packages since Fall 2020

Summary of Budget Decisions by Category and Funding Type
FY 2020-21 Fall BMP through FY 2022-23 Adopted Budget

Legend:
- Other non-General Fund
- ARPA or CARES
- General Fund On-going
- General Fund One-time
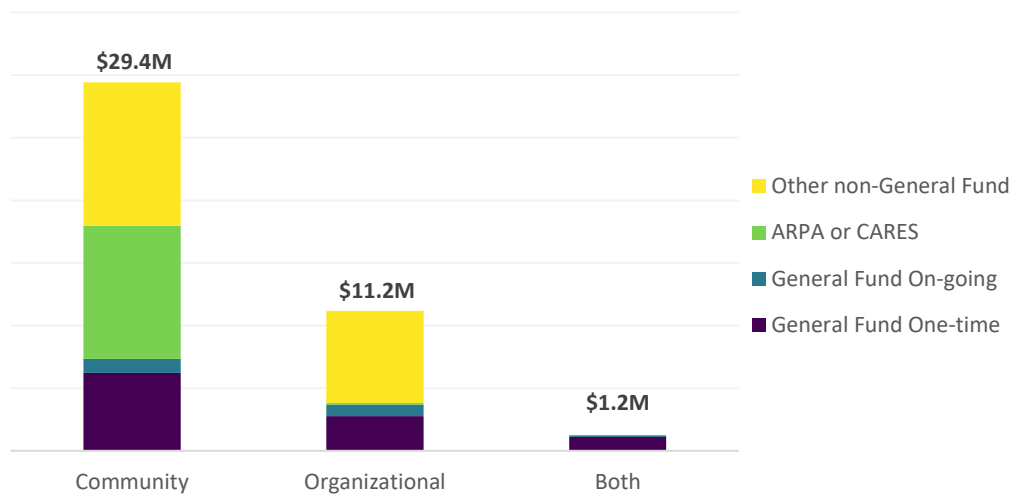
Community: Efforts to transform "outreach and service delivery to the broader community."
Organizational: Efforts to tranform the "workplace into a more inclusive, diverse, and equitable environment."

Summary of Community Equity Investments
FY 2020-21 Fall BMP through FY 2022-23 Adopted Budget

Legend:
- Other non-General Fund
- ARPA or CARES
- General Fund On-going
- General Fund One-time

other investments. The largest types of allocations have been $5.1 million in ARPA funding to support program operations and procurement of materials to support equity projects in PBOT's Healthy Businesses permit program and $1.8 million from a new parking transaction fee to fund climate and equity initiatives.

Organizational Investments

In the past two years, the City has invested an estimated $11.2 million in equity-focused organizational investments. Organizational investments in the City have aimed at improving equity results in contracting and procurement, recruitment, employee education and training, supporting affinity groups, adding dedicated equity staff, and dedicated staff and consultants specifically for ADA Title II

Summary of Organizational Equity Investments
FY 2020-21 Fall BMP through FY 2022-23 Adopted Budget

Legend:
- ARPA or CARES
- General Fund On-going
- General Fund One-time

Categories: Contracting ($374,017), Dedicated Equity Staff ($960,580), Disability ($541,220), Education ($9,500), Affinity Groups ($307,000), Recruitment ($279,314), Misc. ($1,348,921)

compliance. Additionally, the City has invested $1.3 million in a handful of other areas, such as technical assistance for bureau's around tribal relations, funding for an LGBTQIA2S+ Equity and Black Reparations Study, and the extension of the Age-friendly Cities Program in the Bureau of Planning and Sustainability.

In addition to the investments in the graph above, Portland Parks and Recreation invested $7.4 million of Parks Levy resources in adding new positions, a portion of which are dedicated equity staff.
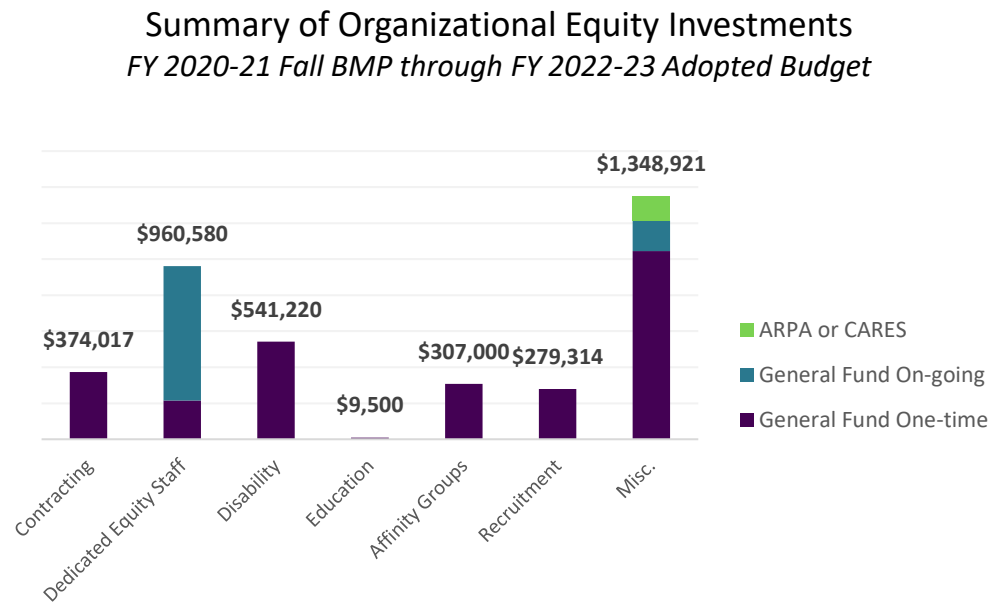
PERFORMANCE TRENDS

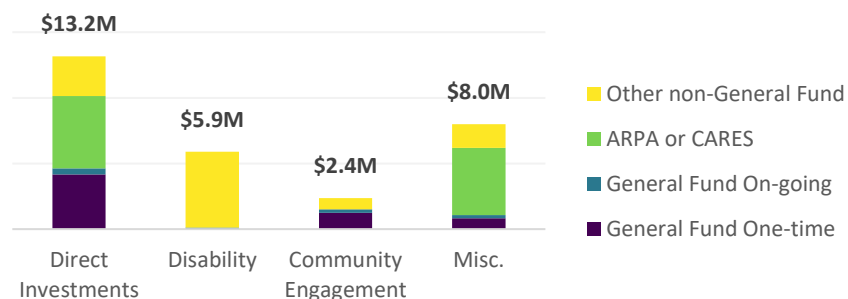It is important to note that there are a number of new equity-centered programs and initiatives that lack comprehensive data at this time. That said, overall, additional performance measures and discussion of specific city-wide goals is needed to further advance equity in Portland. Current measures are not comprehensive, and often lack explanations for what and how they are trying to achieve certain benchmarks. Citywide equity indicators, both geared towards community and organizational outcomes should have clear benchmarks with easily accessible explanations for how strategic targets are determined. This will help the City not only see the raw data but add context as to *what* bureaus and the City as a whole are trying to achieve, as well as why and how they are moving forward. Additionally, bureaus should continue to explore where they can expand performance measures to include disaggregated data by race, disability, or other demographics of interest in order to get a better understanding how they are serving certain communities and demographics better or worse than others. The "Performance Measure Table" in the appendix lists various equity-related measures that bureaus currently track.

Organizational Measures
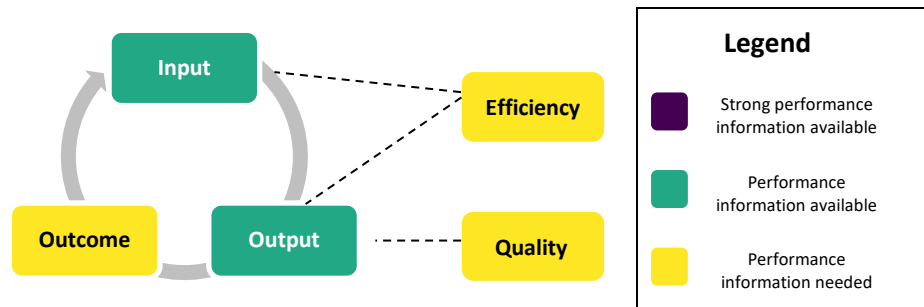
True inclusion in the workplace is difficult to measure, as we not only need to address disproportionality in employee demographics, but also through holistic employee support.

For efforts to improve organizational equity within the City, performance measures are currently lagging, partially due to difficulties with using traditionally quantifiable measurements to understand the state of equity for City employees. Measurements are also currently decentralized, with information existing in multiple places. The Office of Equity has some **input** and **output** measures, for example, counting the number of annual Equity 101 training sessions, number of consultations for the Language Access Program and Title II/Title VI, number of employees who received equity trainings annually, and number of requests by City bureaus or elected officials for equity consultation. The Office of Equity also has two **outcome** measures for City employee demographics: percentage of City management and percentage of City workforce that are employees of color, although this aggregates all non-white employees, obscuring demographics between different communities of color.

As well as these measures, the Office of Management and Finance reports some equity measures around their key Human Resources and procurement functions, a subset of which are discussed below. Employee demographic measures are supplemented by the Bureau of Human Resources analytics dashboard that contains more detailed and disaggregated snapshot information on employee demographics.

Additionally, CBO was able to gather input information separately from performance measures when categorizing and counting dedicated equity staff. However, this input is not standardized across bureaus and equity managers and staff have different responsibilities and levels of support across the City, without consistently tracked measures of success.

Bureaus sometimes have similar performance measures from one another, such as measures in multiple bureaus that look at minority contracts, or hires and employee percentage from communities of color, yet this may also be useful information to see city-wide statistics in concert with these different bureaus.

Several programs, such as part PDX 311 and the newly created equity in contracting initiatives, are still early in their development and implementation, and plan to collect more data as the programs mature.

The organizational equity data that the City does collect allows for some analysis and findings related to workforce equity and procurement equity in particular, which is featured in the subsections below.

Current Data on Workforce Equity

In 2019, the City's Workforce Survey concluded that 148 employees identified as having a disability,

which represented 1.7% of the workforce. Today, 371 employees have self-identified as having a disability, which represents 4.7% of the workforce. Thirty-three of those employees are in casual positions. While the numbers have grown over the last several years, those numbers are not reflective of the overall population. The Centers for Disease and Prevention Control (CDC) states that nationwide, roughly 1 in 4 adults live with a disability.

The City African American Network (CAAN) provided a report on Black Workforce Data at the City in 2021 which highlighted career disparities for Black employees and recommendations for the City. The City's 2021-22 Budget directed CAAN and BHR to develop a joint proposal for implementing the recommendations presented in the report, which has not occurred yet. CAAN also stated intent to create an updated Workforce Data Report. It may be beneficial to have BHR work collaboratively with CAAN to update the Workforce Data Report in order to avoid duplication of efforts.

Black employees and, generally, other non-white employees continue to be disproportionately employed in casual work. Per Human Resources Administrative Rules, casual appointments are used for positions that occur, terminate, and recur periodically or regularly. These employees serve at-will and do not accrue status in the class they been appointed and have no appeal rights upon demotion, suspension or termination from employment. Most casual employees (approximately 94%) work within Portland Parks & Recreation.

Overrepresentation of Black Staff in the Casual Workforce
Difference between % of total Employees and % of Casual Employees

The figure to the right depicts one way to understand this overrepresentation of Black staff in the Casual Workforce. By comparing the percentage of Black staff in the casual workforce with the percentage of Black staff in the overall City workforce, it shows that Black staff are typically 2 percentage points overrepresented in the City's casual workforce. This is true other than during the height of the COVID-19 pandemic in late 2020 and early 2021. In July 2022, Black staff comprised 7.19% of the total City workforce, but comprised 10.3% of the casual workforce and 6.37% of the non-casual workforce.

The CAAN Report notes the declining number and proportion of Black employees in the City's Workforce. In the period after the report, the number and percentage of Black staff has increased.
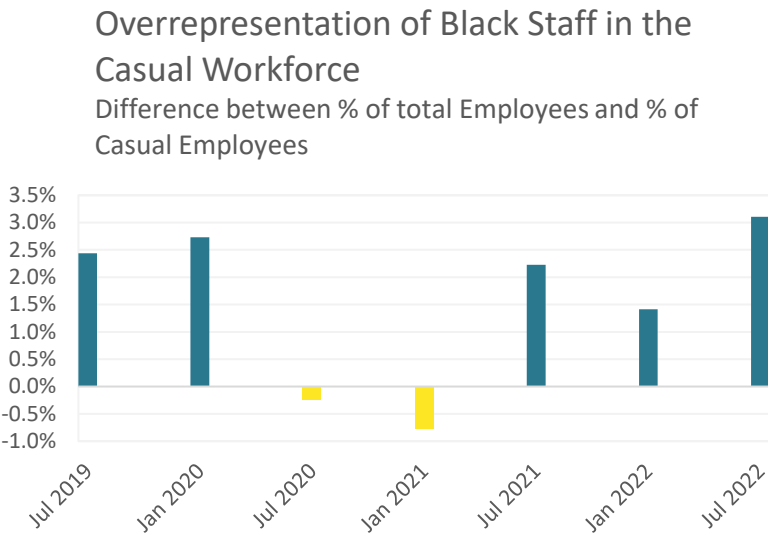
Most of the decrease in percentage of Black staff in the City workforce was due to overrepresentation in casual work. The proportion of Black, non-casual staff has slightly increased over time on average.

Black staff in non-casual positions still represent a small portion of the City's workforce. Non-casual workers were less affected by the dramatic changes of the COVID-19 pandemic on workforce change, but there was still a slight decline in the number and percentage of Black staff in the city over the course of 2020, followed by a marginal increase in the following years.

Numbers alone cannot comprehensively portray the experiences of Black employees and other employees of color. While representation has increased overall, the experiences of employees within the workforce should be taken into consideration. Much of this section is dedicated to discussing the representation of Black staff in the City's workforce, mostly due to the availability of data. It is more difficult to track what happens to staff once they have begun working and whether they receive the same consideration for promotion as white employees.

Employee Demographics (white)

Employee Demographics (Black)

The recent City of Portland Workplace Survey from July 2022 documented harm experienced in the workplace by employees, especially those who identify as non-white and/or employees with disabilities. At the very least, this knowledge allows bureau leadership and City Council to take employee experience at the workplace into account. Understanding the landscape can better set the stage for bureaus to consider internally focused strategies and qualitatively build measures centered on inclusion and wellbeing. Continued improvements to employee wellbeing can potentially be tracked via qualitative means, such as a comprehensive staff survey with consideration to demographics.
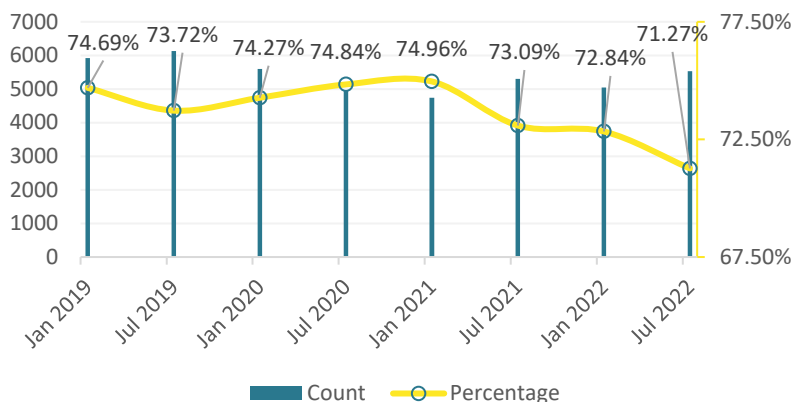
Current Data on Procurement and Contracting

In the past few years, Procurement has continued to report on their performance measures for subcontract dollars and minority and women hours worked on City construction contracts, showing continued improvement in these metrics, other than a small dip in the percentage of all subcontract dollars awarded in 2020 and 2021. More detailed information on equity in procurement and contracting is also now available via a procurement dashboard developed in part by the Social Equity Performance Manager which provides a high-level overview on contract awards and payments by the City to Prime Contractors and Subcontractors and includes workforce data on construction contracts. Procurement

recently established a new equity team with 3 FTE.

Procurement MWESB Contracts

Legend:
— Percentage of all subcontract dollars awarded to Disadvantaged, Minority, Women, and Emerging Small Businesses subs for construction and professional services contracts
— Percentage of minority and women hours worked on City construction contracts
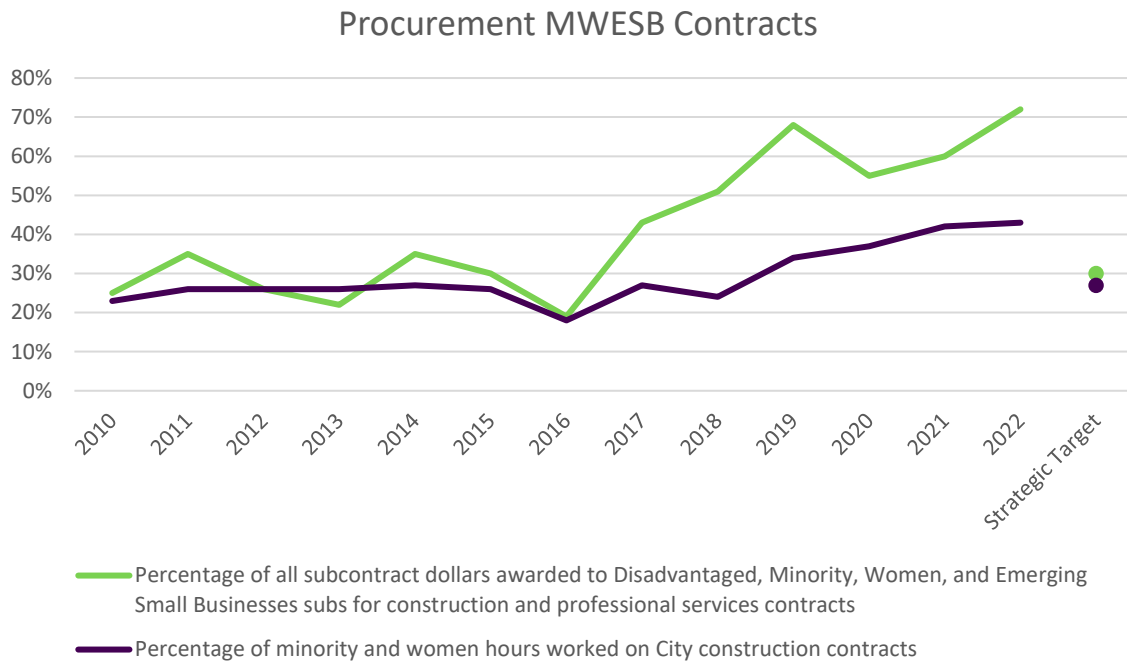
As mentioned above, this graph shows generally positive trends in the percentage of dollars awarded to MWESB contractors and the percentage of minority and women hours worked on City construction contracts, but the aggregation of this data leads to the possibility of obscured data. Disaggregating this to show the trends for different subgroups, such as just showing the percentage of all subcontract dollars awarded to women could clarify where we are making progress, and if that progress is shared amongst all historically oppressed groups we are trying to better serve. As well as this, as the strategic targets have been met consistently over the past few years, it would be beneficial to revisit these strategic targets to see if they need to be updated, concurrently documenting the process for updating the targets and describing why the targets were developed for posterity.

Community Measures
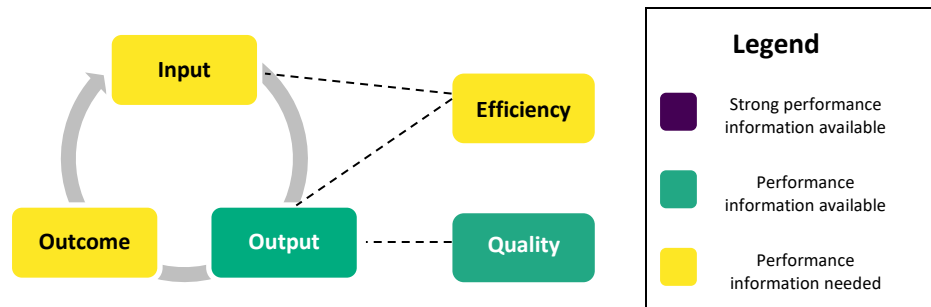
Many community equity initiatives are tracking various output performance measures across bureaus. These measures typically either report percentages, numbered outputs or total dollar spending, without much discussion or attempt to measure outcomes. For example, bureaus might track the percentage of program utilization amongst communities of color, but without exploring more deeply the effect of the program on those communities.

As an example, the Housing Bureau tracks the percentage of households receiving homebuyer subsidies from communities of color, which is a valuable output measure tracking to what extent the program services communities of color; however, this measure only gets at a surface level of how the subsidies are affecting desired outcomes. Ultimately, to best understand the progress the City is making in advancing racial and disability equity, we need to have appropriate context located and incorporated with performance measures.

As mentioned earlier in this report, the majority of the City's recent budget investments have focused on community or external equity investments, with almost $30 million appropriated in the past two years. Many bureaus track the number and demographics of the people served and some bureaus track data directly related to specific investments. For example, PBOT reports the number of ramps certified in ADA compliance as there have been investments in this area. However, without an understanding of how those investments translate to outcomes, it is difficult to know the ultimate success and/or impact of those investments. Ultimately, bureaus should report more data and more specific data on who specific programs are serving and the related outcomes of their specific investments.

Additionally, this service area could benefit from performance metrics that assess the quality of the intervention or program to understand how well our services are meeting our equity goals. Efficiency measures are also important but should be approached thoughtfully to ensure alignment with overall equity goals.

Citywide Equity Outcomes and Indicators

The Office of Equity, in partnership with the Bureau of Planning and Sustainability (BPS), are currently leading a Citywide Equity Outcomes and Indicators project with the intent to more fully enable the City to deliver on its goals of creating a more equitable Portland. The Office of Equity seeks to establish shared, community-level, equitable outcomes, and indicators for the City to organize and align around for: medium to long-range equity planning, design and decision-making, investment, and performance management and accountability. The Office of Equity will identify and describe approximately six high-

level, equity outcomes statements that align with City and community plans, select population-level indicators to measure current conditions and monitor changes and/or progress (providing success measures and baseline data), and develop a report and data portal or a visualization hub for information sharing and connecting to other work. The data portal intends to provide the City with more demographic data, conditions, and disparities data that bureaus can use to inform planning, decision making, and engagement, and will seek to help bureaus meet compliance requirements and provide a framework for reporting and performance management. The Office of Equity will continue working with BPS, Equity Managers, and the City Budget Office to identify appropriate metrics and build public equity indices, spatial mapping, and dashboards.

Other Available Data

Public data, for example from the decennial census or American Community Survey, does exist and is somewhat accessible for understanding how well different communities are doing in Portland; however, for the general public this information is not readily accessible. The City currently faces a gap in the immediate accessibility of performance measures related to outcomes in the general community, thus making it more difficult to understand how well programs and performance measures are addressing communities more broadly.

As mentioned above, the Office of Equity, in partnership with BPS is currently developing citywide equity indicators that may address this gap in the future, allowing the City to more readily access quantitative data related to outcomes for different communities. Qualitative information is additionally required in tandem with quantitative information, as communities know best what problems they are facing and what support they need. The Portland Insights Survey Qualitative Component will be a step in this direction, collecting qualitative data directly from communities in Portland.

RECOMMENDATIONS

Community Investment Performance Tracking

As we continue to invest directly in the community, bureaus should intentionally document what is expected to come out of specific investments and programs, addressing all components of the performance logic model. This will look different depending on the kind of investment - for example whether it is ongoing or one-time or a complex or simple intervention - but we should be able to identify and observe if changes intended by investments are occurring. Bureaus should collaborate with the development of the Citywide Equity Outcomes and Indicators to ensure that outcomes of their equity investments are incorporated here and/or develop their own performance measures directly tied to their investments and programs. With more development of program-specific measurements, the City can further investigate where programs may be succeeding or falling short, and where to best direct future resources.

Increasing Equity-Specific Staff

There has been a steady increase of hiring for equity-specific positions over the last several years, yet a number of bureaus still do not have an Equity Manager, an Equity Coordinator, or equity-specific staff. In the City Core Value of Anti-Racism, it directs every employee to participate in dismantling institutional

and systemic racism and discriminating policies, and to focus on their education. Some bureaus have anecdotally stated that many of its employees are equity practitioners. Until equity and anti-racism are deeply woven into the fabric of the City of Portland's collective consciousness, and demonstrated in each position, it would likely be advantageous to have position(s) in each bureau that explicitly advances racial and disability equity, and helps bureaus comply with provisions of Civil Rights Title VI and ADA Title II, and Racial Equity Plans, consistent with the City's stated equity commitments.

The City Budget Office recognizes it has limited knowledge on the full extent of bureaus day-to-day work in advancing equity; however, we encourage bureaus to thoughtfully assess, through utilizing a racial-equity framework, how to further advance equity and anti-racism in all aspects of its work. This is timely for several reasons. Many bureaus' 5-year Racial Equity Plans have expired, and new iterations are directed, by the Office of Equity, to be completed by summer of 2023. Further, many bureaus have had staff who have taken the Results-Based Accountability™ training, which provided an anti-racist framework to help promote equitable outcomes. As there are a number of bureaus with Equity Managers and equity-specific staff, it may be helpful for bureaus without any equity-specific staff to consider and choose from existing models that are working in other bureaus. Dedicated Equity Managers and ADA Title II disability staff could provide knowledge and expertise that is lacking in the operations of bureaus and shed light on areas where harm may be occurring. Bureaus may have different needs, due to differences in subject area, scope, and number of staff. The City Budget Office encourages bureaus to work with their leadership, Commissioner-in-Charge, and the Office of Equity to identify whether current equity staffing levels are sufficient or lacking. This could be determined, in part, by an internal survey for all staff, developed in partnership with the Office of Equity.

Once all bureaus have equity-dedicated staff, success in advancing equity can be measured in several ways from bureaus own tools, including in the strategies outlined in bureaus' 5-year Racial Equity Plans and in bureaus' annual Budget Equity Tool. Further information can be garnered through an annual employee survey.

Racial Equity Plans

Many bureaus will soon begin, or are in the process of developing, their new 5-year Racial Equity Plans. It would be beneficial to consider strategies and performance metrics that center staff wellbeing. The City Budget Office encourages bureaus to consider the resources and information provided by affinity groups, such as CAAN's workforce demographics report and eight actions to support Black employees, and the workforce reentry survey results, when developing their Racial Equity Plans, to help center and institutionalize staff wellbeing and the City's commitment to being an antiracist institution. The Office of Equity is hiring an Equity Strategies Analyst who will be responsible to guide and support bureaus in the implementation of their new 5-year Racial Equity Plans. The City Budget Office is also developing an expanded Performance Team, which can be a resource in developing better-off performance metrics with consideration to bureau accountability to staff and community.

The Portland Police Bureau's Equity and Inclusion Office is one example of a bureau that provides annual updates on the progress and status of the action items on their 5-year Racial Equity Plan. Once all bureaus have completed their new 5-Year Racial Equity Plans in late 2023, it would be beneficial for all bureaus to consider transparently tracking the progress of their Racial Equity Plan on their respective websites, and based on the scope of the bureau, in annual community meetings. This can be tracked and shared on an online dashboard or simply as an accessible PDF. To reduce further siloing, that information

can also be housed in one place, such as on the Office of Equity's website.

Retention and Promotion of Employees of Color

Along with the efforts starting or in-progress at the Bureau of Human Resources that are intended to focus on employee wellbeing and transforming hiring practices, the City Budget Office recommends that BHR establish a Citywide standard (or toolkit) for retention and promotion of employees who are Black, Indigenous, and people of color.

While workforce demographic data shows some indication of whether staff of color and staff with disabilities are being retained, more quantitative and qualitative information is needed to help assess if staff of color and staff with disabilities are being treated similarly to white staff, and able-bodied staff. As BHR continues to improve the dashboard, the bureau can consider disaggregating promotion data to the extent possible, as well as improving on the accessibility of data that shows demographics across bureaus as well as management/supervisor. This information currently does exist as part of the dashboard but requires replication of the underlying data to understand demographics across multiple dimensions and requires an understanding of the various city job classifications. The Office of Equity also reports the percentage of managers of color, but this is not disaggregated by race either. As well as this, disaggregated data that tracks information around retention rates, such as average length of City service before separation, could be beneficial.

As mentioned in other areas of this report, a regular Citywide workforce survey that includes demographic information could be beneficial to understand how and where shortfalls exist in how the City serves its employees of color and employees with disabilities. Just as the City's Workplace Survey shed light on harm that some employees of color faced working in the office, a regular survey could track satisfaction of different demographic groups in the workplace over time, to see if the City is making improvements or is falling short. This would also provide employees with the opportunity to more regularly voice concerns they have in the workplace, so the City can further identify problems that may currently not be known.

APPENDIX

Performance Measure Table

Organizational Performance Measures	Bureau
Median of 4 on all staff's equity objective scores (1-5).	BPS
Percentage of new sworn hires who are men of color	Fire
Percentage of new sworn hires who are women	Fire
Percentage of new sworn hires who are women of color	Fire
Employees of color as a percentage of total positions	Parks
Percentage of new sworn hires comprised of people from communities of color	Police
Percentage of new sworn hires who are female	Police
Percentage of sworn members who identify as a female and/or a person of color	Police
Community Performance Measures	**Bureau**
Percent of dollars awarded to disadvantaged, minority-owned and women-owned(D/M/W) firms in professional services	BES
Representation of typically under-represented groups in decision-making processes	BPS
Cumulative dollar amount of contracts awarded to D/M/W/ESB/SDVBE firms that support waste collection services	BPS
Retain community inclusivity as neighborhoods grow and change	BPS
Number of ADA barriers removed	Fire
Number of Neighbors Together Community Engagement and Education Trainings	Civic Life
Number of new partnerships with community groups	Civic Life
Percentage of programs in which Civic Life staff speak one or more priority languages	Civic Life
Percentage of active Marijuana Regulatory Licensees (MRLs) that applied for the Social Equity Program	Civic Life

Percentage of Open Signal digital literacy training participants that are people of color	OCT
Outreach to historically underserved communities	PBEM
NET Program Diversity	PBEM
Number of curb ramps certified in compliance with ADA specifications	PBOT
Number of Transportation Demand Management (TDM) programs offered in historically underserved areas or for underserved populations	PBOT
Number of PDX WAV Rides	PBOT
Percentage of total payments to COBID firms on contracts that year	PBOT
Percentage of households receiving homebuyer subsidies from Communities of Color	Housing
Percentage utilization of minority contracts in housing construction (contract $ awarded)	Housing
Percentage utilization of minority, women, and emerging small business contracts in housing construction (contract $ awarded)	Housing
Percent of capital growth expenditures allocated to projects in areas with either low income, people of color, or youth populations above the Portland average.	Parks
Cumulative spend at local BIPOC-owned businesses by Portland Means Progress businesses since its launch in 2019	Prosper
Percentage of adult participants people of color in workforce development	Prosper
Percentage of Navigator participants served who are people of color	Prosper
Percentage of youth participants POC in workforce development	Prosper
Number of businesses reporting gaining skills or knowledge that will improve their inclusive practices	Prosper
Number of companies participating in a Public Benefit Agreement or pledge that aligns with Prosper Portland inclusion goals	Prosper

City Workforce Demographics by Race

January 2016 – July 2022
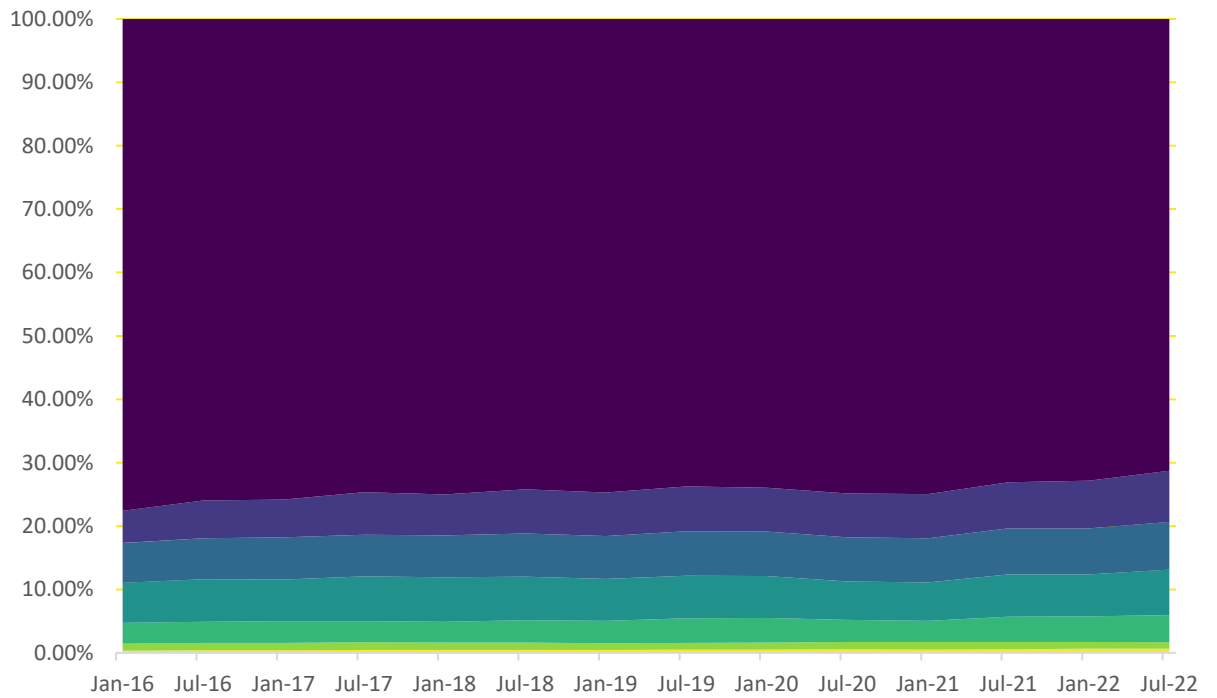
	Jan-16	Jul-16	Jan-17	Jul-17	Jan-18	Jul-18	Jan-19	Jul-19	Jan-20	Jul-20	Jan-21	Jul-21	Jan-22	Jul-22
■ White	77.59%	75.99%	75.80%	74.66%	75.00%	74.19%	74.73%	73.73%	73.93%	74.84%	74.96%	73.10%	72.84%	71.27%
■ Hispanic/Latino	5.07%	5.95%	5.97%	6.70%	6.46%	6.98%	6.83%	7.07%	6.92%	6.94%	6.95%	7.24%	7.51%	8.08%
■ Asian	6.30%	6.46%	6.65%	6.59%	6.65%	6.80%	6.78%	7.01%	7.01%	6.95%	7.00%	7.30%	7.31%	7.51%
■ Black	6.30%	6.72%	6.56%	7.05%	6.98%	6.88%	6.64%	6.70%	6.64%	6.08%	6.04%	6.65%	6.61%	7.19%
■ Two or More	3.28%	3.32%	3.46%	3.35%	3.29%	3.54%	3.51%	3.93%	3.86%	3.46%	3.35%	3.99%	4.00%	4.29%
■ American Indian/Alaska Native	1.12%	1.13%	1.17%	1.18%	1.19%	1.15%	1.06%	1.05%	1.14%	1.17%	1.19%	1.16%	1.10%	1.02%
■ Native Hawaiian	0.34%	0.43%	0.38%	0.47%	0.43%	0.45%	0.47%	0.49%	0.50%	0.56%	0.51%	0.57%	0.64%	0.64%