

Commissioner in Charge: Charlie Hales, Mayor

> Bureau Director: Dante J. James, Esq.

Realizing Equity. Enhancing the City of Portland.

Report to CouncilDate:February 2, 2017To:City CouncilFrom:Dante J. James, DirectorSubject:Accept 2016 Annual Report for the Office of Equity and Human Rights

I am pleased to submit for your consideration and acceptance, the 2016 Annual Report for the Office of Equity and Human Rights.

This report highlights positive changes within the office and the momentum experienced as equity continues to take root in the City.

2016 ANNUAL REPORT





PREPARED FOR PORTLAND CITY COUNCIL

TED WHEELER, MAYOR CHLOE EUDALY, COMMISSIONER NICK FISH, COMMISSIONER AMANDA FRITZ, COMMISSIONER DAN SALTZMAN, COMMISSIONER



Commissioner in Charge: Ted Wheeler, Mayor

> Bureau Director: Dante J. James, Esq.



February 2, 2017

To the Honorable Mayor, City Commissioners, and Supporters of the Office of Equity and Human Rights:

It is my pleasure to submit this Annual Report on behalf of the Office of Equity and Human Rights (OEHR). This report highlights positive changes in the City guided by our team, and the progress we have made in terms of our mandate from Community and Council to influence the removal of barriers for Portlanders of color and Portlanders with disabilities.

This new year marks the five-year milestone for OEHR and our work has addressed every level of *The Portland Plan's* Five-Year Equity Action Plan and continues to build momentum. Building upon Council's historic adoption of OEHR's Racial Equity Goals and Strategies foundation in 2015, our team created the Five-Year Racial Equity Plan initiative and shepherded each bureau through the process in 2016.

Responding to a growing need for equity tools and resources, OEHR partnered with the Office of Neighborhood Involvement to produce the City's *Racial Equity Toolkit*, which helps City staff incorporate new decision-making and participation processes that build community capacity and foster meaningful engagement. The demand for Equity 101 Training increased by 60% last year and over 90% of participants agreed or strongly agreed that the mandatory training was worthwhile. The restructured Portland Commission on Disability is working with Council and several bureaus on disability equity measures. Black Male Achievement (BMA) Portland produced another successful summer youth jobs and personal development program. This office is a national leader in the governing for racial equity movement, has served as a model for similar offices in Tacoma, Washington and Oakland, California, and regularly consults with such diverse cities as Austin, Texas and New Orleans, Louisiana.

OEHR also staffs and supports the Human Rights Commission, the Portland Commission on Disability, the Diverse and Empowered Employees of Portland (DEEP), and The Equitable Contracting and Purchasing Commission.

In 2017, OEHR continues its efforts to institutionalize racial equity in City governance and expand its work on disability equity, however, challenges faced by Portland's underrepresented, vulnerable communities are growing exponentially. With a limited budget and capacity, OEHR is experiencing increased demand for guidance and services. The City must act with more investment and increased urgency to fulfill Council's declaration that equity is a priority in Portland.

Sincerely,

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Dante J. James, Esq.

OFFICE OF EQUITY AND HUMAN RIGHTS OVERVIEW

VISION

Government that works for all Portlanders.

MISSION

The Office of Equity and Human Rights (OEHR) will provide education and technical support to City staff and elected officials, leading to recognition and removal of systemic barriers to fair and just distribution of resources, access and opportunity, starting with issues of race and disability.



Equity is achieved when one's identity cannot predict the outcome. –OEHR working definition of Equity

THE EQUITY "BUREACTIVISTS"



DIRECTOR

Dante J. James provides strategic support and direction for OEHR staff, while providing guidance to City bureaus on implementation of equity programs.

EXECUTIVE TEAM

Assistant Director Joseph Wahl manages operations. Senior Policy Advisor Judith Mowry manages staff; and provides policy development, data collection and analysis, and technical assistance to bureaus in support of equity.

ADMINISTRATIVE SUPPORT

Piset Sao provides executive level assistance to the Director and OEHR staff. Stephon Hartley provides administrative support to staff.

PROGRAM AREAS

Civil Rights Title VI & ADA Title II Program Manager: Danielle Brooks

Equity Policy and Commission on Disability Coordinator: Nickole Cheron

City-wide Equity Cohort Coordinator: Ryan Curren

Education and Training: Koffi Dessou

Human Rights Commission and Language Access Program Coordinator: Tatiana Elejalde

Black Male Achievement: CJ Robbins

Communications, outreach, and DEEP (Diverse and Empowered Employees): Jeff Selby

OUR MANDATE: RACIAL AND DISABILITY EQUITY

In 2011, the City of Portland established the Office of Equity and Human Rights (OEHR) with Ordinance No. 184880.



RACIAL EQUITY

In the ordinance, City Council declares that, "Achieving equity requires the intentional examination of policies and practices that, even if they have the appearance of fairness, may marginalize individuals or groups and perpetuate disparities or injustices."

OEHR has influenced positive change in the way City bureaus develop policies, practices, and procedures, through the City-wide budget process, Civil Rights Title VI program, Americans with Disabilities Act (ADA) Title II program, Disability Focus, and the Bureau Racial Equity Plan process, to name a few.

In order to get beyond racism, we must first take account of race. There is no other way. And in order to treat some persons equally, we must treat them differently.

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"Community is counting on City Council to boost its support of the Office of Equity and Human Rights. We cannot afford to lose any of the momentum the office has created."

—Sho Dozono Community Leader Due to a number of historic and current inequities, communities of color in the city of Portland continue to fare worse than their White counterparts in every area: housing, employment, education, justice, and health.

Government institutions have a special role to ensure that all people have access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

Equity is achieved when outcomes like economic status, education, access to healthcare, and other social determinants for success cannot be predicted by identity. –Harry A. Blackmun

To advance racial equity, residents of all races must go beyond simply recognizing individual racial prejudices. We must also focus on changing unfair and unjust policies, practices, and decisions embedded in our institutions.

Through consultation, support, training, and education, OEHR works with City bureaus to ensure equitable policies, practices, and procedures.

In 2016, OEHR led the Bureau Racial Equity Plan process and developed the Racial Equity Toolkit, which builds upon its foundation-setting Citywide Racial Equity Goals and Strategies, adopted in 2015 as binding City policy.

EDUCATION AND TRAINING

City Ordinance 184880: *City Council declares that, "Working toward equity requires an understanding of historical contexts..."*

Our Equity 101 training, which is now mandatory for all City employees, focuses on the history of racial disparities in Oregon and the U.S., as a foundation to explain why equity matters.

Participants are also given tools and resources to assure equitable policies, practices, and

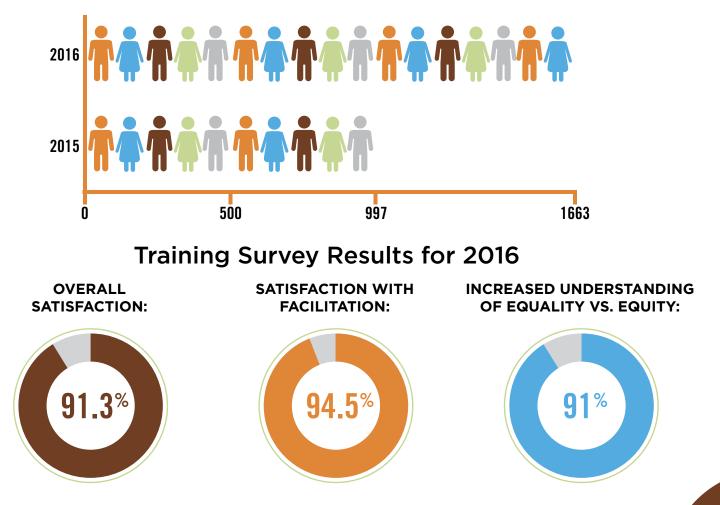
procedures.

Surveys show that 78% of the 1,663 participants trained in 2016 said they took away new approaches they will use in their bureaus.

Looking forward, OEHR faces increased demand for Equity 101, Disability Equity training, Racial Equity Toolkit training, and technical assistance on equity tools, hiring practices, and Language Access.



Demand for Equity 101 Training increased by 60% in 2016



FIVE-YEAR RACIAL EQUITY PLANS FOR ALL BUREAUS

City Ordinance 184880:

"Achieving equity requires the intentional examination of policies and practices that, even if they have the appearance of fairness, may marginalize individuals or groups and perpetuate disparities or injustices."

The Racial Equity Plans for all 26 City bureaus were developed over a two-year process and coordinated by OEHR. They are fiveyear plans meant to guide bureaus during this period of institutional change. They serve to operationalize the City-wide Racial Equity Goals and Strategies unanimously adopted by Council in 2015 as binding City policy.



"OEHR is an essential service to the City and people who live and work in, what now is known as, Portland. If our City desires to move toward equity in both policy and services, we need OEHR as the keeper of institutional memory of how disparate policy, culture, and practice have led to disparate outcomes. OEHR provides that honest mirror for all City bureaus."

> —Se-ah-dom Edmo Movement Building Director, Western States Center

THE PROCESS

Each bureau formed diverse teams of staff to shepherd staff through a two-phase process.

First, the bureaus conducted research to assess their current culture, structures, and practices, using an organizational assessment tool created by a dedicated team of City staff from across bureaus.



Bureaus conducted staff surveys and focus groups to collect data that would inform the development of the plans.

Second, bureaus received a series of trainings and underwent a planning process. Informed by the trainings and additional research on best practices, bureaus crafted actions and associated performance measures for their plans. Bureaus were also encouraged to research existing proposals from communities of color for government action to include in their plans.

COMMUNITY INVOLVEMENT

Communities of color most impacted by racial inequities established the framework for these plans through a modified assessment tool originally developed by the All Hands Raised project.

The City's assessment tool

used the same categories: organizational commitment; workforce; leadership and management; contracting; community access and partnership; and use of data and quality improvement practices. These categories also drove the plans' development.

The assessment and planning processes were conducted by City staff in order to get the City's "house in order." Some bureaus engaged their Bureau Advisory Committees (BAC) during the planning process.

The City welcomes community engagement during the subsequent work to annually report on and update plans.

REVIEW

OEHR provided training, technical assistance, tools, and resources for bureaus to complete the plans. None of the plans' details were mandated.

Bureaus had autonomy to focus their work. However, OEHR did hold bureaus accountable to work toward achieving the City-wide Racial Equity Goals and Strategies, quantifiably measuring their progress, and committing staff to a timeline for action.



OEHR reviewed draft plans with these criteria in mind as well as whether best practices were included. OEHR then made recommendations to the bureaus to strengthen their drafts. Commissioners were briefed and bureau Directors signed off on all plans before release.

BACs were engaged more during the process to review draft plans but this varied by bureau. Bureaus with a strong public constituency were encouraged to release their draft plans with an invitation for public comment before the plan is finalized. In November, OEHR announced the roll out of the plans in their Community Conversation session and shared the location of the plans online, so community members could view and provide comment to each bureau.

OEHR is tasked with tracking and reporting to Council on the progress of the plans to achieve specific outcomes. Staff will compile the reports received from bureaus and present a summary to Council on an annual basis, including OEHR's analysis and suggestions, if any. Bureaus are encouraged to also report on progress annually to City Council and the public.

All plans include mechanisms for accountability. Performance measures for each action are included. Measures often track how much was done and how well was it done.

The responsible staff or positions are identified as well as the tool they will use to communicate the results of each action.

RACIAL EQUITY PLAN PROMISING PRACTICES

PORTLAND HOUSING BUREAU

- Create a community engagement team to engage with organizations serving communities of color.
- By 2021, 30% of annual multifamily construction financing will go to certified minorityowned businesses.



- Publish an annual equity report.
- Measure staff's comprehension of racial equity concepts annually as part of their performance review.

PORTLAND PARKS & RECREATION

Healthy Parks, Healthy Portland

- Racial Equity Plans developed for each division.
- Equity score is used for capital projects.
- Land acquisitions are made in underserved areas.



 Make the Low Income Program more accessible to people of color and immigrant/ refugee households so that all Portlanders are able to utilize it equitably.



- Develop racial diversity hiring goals.
- Develop an equity budget line item that can be resourced and tracked over time.

Bureau of Development Services

- Conduct 360 review process for managers that include equity performance indicators.
- Revive the Small Business Liaison Program/position.
- Hire community liaisons for work with trusted advocates.



ENVIRONMENTAL SERVICES CITY OF PORTLAND

🕿 working for clean rivers

- \$10K budget for the Bureau Equity Committee.
- Annual employee survey includes racial equity-related questions.



- Evaluate barriers and inequities in the collective bargaining agreements that impede equitable outcomes and negotiate contract language.
- All bureaus' performance appraisals/evaluations include progress on racial equity and cultural responsiveness goals citywide.
- Focused Outreach Program actively pursues partnerships with people of color and community organizations led by or serving people of color (workforce hiring).

CONNECTING WITH COMMUNITIES







We learned that there is no better or necessary time for local government to be working on racial equity than right now, and that the community is prepared to work with the City.

Some highlights of concerns are below.



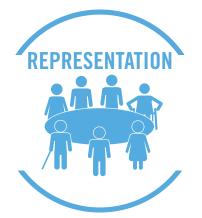
- Lack of formal instructions about where to go for specific issues. Example: police complaints.
- Lack of customer service and follow-up. Example: permitting.
- City Council sessions are not accessible for people of color to testify, because of daytime scheduling.
- City holds meetings, but community sees little action.
- The City needs legal services and civic integration programs for immigrants.



- We need more community conversation and follow-through about Policing.
- What is the accountability process for Police equity training?
- Lack of City's protection against abuse by regional agencies. Example: Racial profiling by Trimet officers. The City does not manage Trimet, so no action.
- Fear of deportations under new political climate.
- De-escalation training is needed.
- We want community policing back.



- Affordable housing is not available within city limits.
- Increased multi-family housing will benefit communities of color and larger families.
- There is little diversity in new development, all big structures, filling the lots.
- The City needs more lowincome housing advocacy efforts.
- The City needs to create a sense of place for African Americans in outer East Portland.



 Communities of color are not represented on City Council. Council should reflect city demographics.
 More funding should be available for community organizations to build diverse leadership.



- Sometimes City employees are not very responsive to the needs of limited English proficient clients via phone.
- Non-English speaking populations should have access to City information and know where to go.



"The shift in the City's language and approach to equity is stronger with OEHR, and the value of OEHR in the longterm view with community stakeholders will be vital in addressing equity in hiring, recruitment, retention, and promotion across all bureaus."

-Ranfis Giannettino Villatoro Grassroots Giving Director MRG Foundation









- The City needs more communication and community engagement.
- The City should use more plain language outreach.
- Having City teams in regions (or neighborhoods) to answer questions from communities would better serve Portlanders.
- The City should grow its relationship with community organizations who really know their communities.
- Community participation should happen in all stages of a project.



- The only way to apply for City employment is online; that is not equitable.
- Employment application process needs to be simplified.
- Limiting applications to first 75 submissions is not equitable.
- Include community members on panels.
- Managers should have performance measures for hiring diverse candidates.

RACIAL EQUITY TOOLKIT

In 2016, during the Racial Equity Plan process, a majority of bureaus committed in their plans to begin using a structured racial equity analysis on major policies, programs, and procedures. Bureaus requested that OEHR develop this structured analysis for use City-wide. The result is the Racial Equity Toolkit (RET).

The Toolkit is designed to integrate explicit consideration of racial equity in developing policies, practices, programs, and budgets. It is both a product and a process and incorporates new processes of decision-making and participation that build community capacity, foster meaningful engagement, encourage genuine participation in the decision-making process, and promote delivery of service that better represents communities' needs and priorities.

Currently, OEHR and ONI are co-facilitating a RET Users' Group composed of eight bureaus



who are piloting the use of RET on self-selected projects. Piloting this RET is critical to building skills and making changes to be more effective and usable.

The RET Users' Group will complete a number of full RETs in the first half of 2017. Their experience and product will inform modifications to the RET and the technical assistance needed to effectively use it.



"Portland is extremely diverse and has a large Native American population. It is also one of the locations where we have the largest concentration of Grand Ronde Tribal members. The office is crucial when it comes to representing these diverse groups and giving them a voice within the City."

> *—Denise Harvey* Tribal Council Member The Confederated Tribes of Grand Ronde

GOVERNMENT ALLIANCE ON RACE AND EQUITY (GARE)

Through OEHR, the City of Portland is a member of GARE, a national network of government jurisdictions focusing on achieving racial equity. The work goes beyond closing the gaps; it lifts up overall outcomes and focuses efforts on those who are faring worst.

Examples of participation:

- 2016 GARE convening at Race Forward's Facing Race Conference in Atlanta
- Training for government attorneys co-hosted by OEHR and City Attorney's Office with john a. powell



OEHR is an active participant in the peer-to-peer network that locally includes Multnomah County and Metro.

BLACK MALE ACHIEVEMENT (BMA)

Black Male Achievement Portland (BMA) is designed to lead efforts to improve the life outcomes of Black men and boys.

In 2016, BMA's Summer Youth Experience served 20 young Black men by offering paid internships, education, and professional development visits with Wyden + Kennedy, Nike, and Colas Construction.



The youth completed their summer experience by presenting policy recommendations focused on Measure 11, for improving justice system outcomes for Black boys.

BMA also participated in the Black Men and Boys Healing Summit, where community and government representatives gathered to address the unique root causes that lead to negative life outcomes for Black men and boys.

The Obama Administration invited Portland BMA representatives to the White House in late 2016, for the final My Brother's Keeper summit. Portland was selected due to its recognition as a national leader in the movement.



"OEHR is a symbol of the City's commitment to equity and has an essential role. In this time of dramatic shifts in the politics of America, supporting OEHR and equity in the City is essential.

—Kathleen Saadat Community Leader

CIVIL RIGHTS TITLE VI AND AMERICANS WITH DISABILITIES ACT (ADA) TITLE II PROGRAM

The Civil Rights Program is designed to remove barriers and conditions that prevent under-served groups from accessing programs and services, with a concentration on Title VI of the Civil Rights Act and Title II of the Americans with Disabilities (ADA) Act,

The Program focuses on identifying and eliminating barriers using an equity lens



Danielle Brooks, Civil Rights Title VI and ADA Title II Program Manager

through institutionalized mitigation efforts, as well as prioritizing and promoting equity strategies in City policies, practices, services, and operations.

In 2016, OEHR's Civil Rights Program Manager oversaw the following:

- Completed collaboration and consulting on Portland Bureau of Emergency Management's Natural Hazard Mitigation Planning, Portland Housing Bureau's Preference Policy, and Superfund
- Collaborated on the RET
- Collaborated with Language
 Access Coordinator
- Absorbed ADA Access
 Coordinator responsibilities after loss of that position

The City's ADA Title II Audit was focused on the City as a whole, not specifically OEHR. It examined how the City complies with the provisions of ADA Title II in regards to making accommodations and managing complaints.

Audit highlights include:

- Accommodation requests are difficult to navigate and vary by bureau
- More consistent policies and procedures are needed
- Limited data hinders the City's ability to anticipate needs

Moving forward, the City expects to make significant progress on these recommendations and on the work already underway by OEHR.

DISABILITY EQUITY

The Portland Commission on Disability's (PCOD) mission is to guide the City in ensuring that it is a more universally accessible city for all. To achieve its goals and follow this mission, the commission engages the community to advise City Council and its bureaus on policies, services, and practices.

In July 2016, PCOD re-organized into a steering committee model as part of a restructuring process to increase efficiency and empowerment.

Last year's highlights include:

- Successfully advocating to Council for the acceptance of the Model Employer Strategic Plan and continuing to work with Human Resources to advocate for funds.
- Worked with BPS to plan and host a forum on Infill Housing and successfully advocated for more accessibility and visibility in the Infill Housing policy.
- Began advising PBOT on the Downtown Improvement Plan
- Created a priority list for ODOT's transition plan (Portland Streets)
- PCOD is currently working on a City-wide checklist for disability awareness trainings and have begun working with PHB to create guidance around PHB housing accessibility.



Nickole Cheron, Equity Policy and Commission on Disability Coordinator

OEHR DISABILITY EQUITY PROGRAM

In addition to supporting PCOD, the Disability Equity Coordinator supports Council and bureaus as a disability policy expert.

Here are some of the highlights of that work:

- Supported the creation of the Wheelchair Accessible Vehicle (WAV) Incentive Program
- Supported PBOT with creating an accessible bike share pilot
- Supported making PBEM's Hazard Mitigation Plan more inclusive to people with disabilities
- Created a grant proposal for disability data collection and has worked with other bureaus to create disability questions for existing surveys
- Created surveys for PBOT on both Portland For-hire Transportation and Disabled Parking
- Worked with special events office on processes for vetting Portland5's Transition Plan
- Collaborated with ADA Title II Program on various projects involving City-wide ADA Compliance
- Supported Digital inclusion project with the inclusion of people with disabilities

Looking forward to this year, the program's objectives are to finalize Disability Equity Training and continue to advocate for disability data collection.

Years ago, the Coalition of Communities of Color and Urban League of Portland collected data and produced reports that transformed the racial equity work of OEHR. We will need a similar Government-Community partnership to gather data for disability equity.

DIVERSE AND EMPOWERED EMPLOYEES (DEEP)

Developed by City employees for City employees ten years ago, Diverse and Empowered Employees of Portland (DEEP) assists the City in creating and enhancing a work environment that is inclusive and supportive of the City's diverse workforce. In 2016, DEEP had a very successful year.

Affinity groups are a core part of DEEP. In 2016, two new affinity groups – Slavic Empowerment Team (SET) and Hapa, Asian and Pacific Islander (H.A.P.I.) started. The Veterans Empowerment Team (VET) and LGBTQ & Friends experienced a revival with new groups of leaders. DEEP now has 10 affinity groups.



Members of H.A.P.I., a new affinity group for 2016

LEADERSHIP DEVELOPMENT

DEEP launched their Leadership Development Program (LDP) Pilot in 2016, working with three established DEEP Affinity Groups: City African-American Network (CAAN), Unidos Latinos Americanos (ULA), and Women's Empowerment (WE). The LDP is a nine-month pilot program for women professionals and professionals of color to build leadership skills, create a network and



The first DEEP Leadership Development Program cohort graduates.

support system, and learn strategies to advance them in their careers. The aim and goal of the LDP is to move the percentages of women and minorities to supervisory, management, and higher positions.

The program takes a more targeted approach to leadership development on the basis of the respective participatory affinity groups. The training seeks to engage issues more specific to the challenges faced by minorities and women, while providing the participants with practical tools they can use to enhance their work product and how to overcome the daily gender and racial biases.

In 2016, Out of over 60 applicants, 17 City employees who are women and people of color were selected to participate in the pilot program. They worked with mentors from the City and other agencies and organizations, attended trainings, and regularly met with their affinity group leaders and fellow cohort members.

In January, 2017, the first LDP cohort was recognized in a graduation ceremony at The Portland Building.



"Equity is an important means to uplifting and advancing society to its fullest potential. When everyone has a voice and feels the privilege of being included across all levels, they feel empowered, which maximizes their passion and level of participation as engaged and well-committed community members."

> *—Wajdi Said* Executive Director Muslim Educational Trust

HUMAN RIGHTS COMMISSION

The Human Rights Commission (HRC) is a body of community volunteer representatives that works independently under the umbrella of OEHR and is guided by the principles embodied in the United Nations Universal Declaration of Human Rights.

In 2016, the HRC presented testimony to Council regarding the divestment in American companies complicit in human rights violations. The commission highlighted the importance of including the impacts on human rights as one of the criteria by which the Socially Responsible Investments Committee evaluates the City's investments. Earlier in the year, the HRC evaluated and endorsed a request by a community group (Occupation Free Portland) to place Caterpillar on a do-not-buy list because of its complicity in human rights violations. And on Dec. 21, 2016, City Council voted to halt investments in all corporate securities including Caterpillar and Wells Fargo.

The HRC is actively seeking new members for 2017. They will increase its focus on upholding and protecting the human rights of all who live, work, play, and worship, in Portland.

This is especially important during a time where so many of our communities feel threatened and unsure.

The current commission roster is: Chabre Vickers, Audrey Alverson, Daniel Franco-Nuñez, Alisha Zhao, Brandie Dieterle DelaHoz, Michele Wilson, Josue Ramirez, and Jon Shadel.



EMILY G. GOTTFRIED HUMAN RIGHTS AWARDS

Every year, the HRC recognizes community leaders and honors the human rights legacy of former Human Rights Commissioner, Emily G. Gottfried.

Lifetime Achievement Award

Community equity champion, Joyce Harris, was honored with the Lifetime Achievement Award. Her career has been defined by her professional and personal work in making connections and meeting the needs of communities and educators. Her offhours work with survivors of Hurricane Katrina led to Portland Monthly recognizing her as one of the 25 people who most define Portland.

Outstanding Organization Award

HRC selected Causa as its Outstanding Organization. Causa works to improve the lives of Latino immigrants and their families in Oregon through advocacy, coalition building, leadership development, and civic engagement.

Emerging Leader Award

Community leader and veteran, Sean Davis, was named Emerging Leader by the HRC. In addition to myriad community causes and a run for Mayor in 2016, Sean has turned his American Legion chapter, Post 134, into a community center that not only feeds people who are experiencing homelessness, but also provides them with food, clothes, and employment assistance.









EQUITABLE CONTRACTING & PURCHASING COMMISSION (ECPC)



ECPC Commissioner, Maurice Rahming, testifies to Council.

The Equitable Contracting and Purchasing Commission was adopted by City Council in 2015. In mid-2016, Mayor Hales moved the Commission to OEHR.

The ECPC is a volunteer body that advises Council on ways to increase utilization of minority and women-owned businesses in City contracting, and increase inclusion of minorities and women in the workforce on City-funded projects.

In September, 2016, members

of ECPC testified to Council with recommendations. Some highlights include:

- Develop, implement, and readily share a consistent method to report workforce data on all City contracts, on a monthly basis.
- Develop and implement a retention program to assist apprentices and others with limited work experience.
- Provide ECPC a City project list of future contracting opportunities.





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Agenda No. REPORT

