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991-2023

Report

Accept Updated Bureau Racial Equity Plans Report which updates the Racial Equity Plan process, approach, timeline, bureau Racial Equity submissions, and expectations for racial equity work across City governance

Accepted

The Office of Equity and Human Rights asks the City Council to consider and accept the report "Updated Bureau Racial Equity Plans."

This executive summary highlights the City of Portland's enterprise-wide racial equity work. Racial Equity Plans serve as a roadmap for addressing barriers and disparities, providing equitable services, achieving equitable outcomes for community and staff, and accounting for and evaluating progress toward those outcomes. Under [Administrative Rule 18.31](#) (<https://www.portland.gov/policies/administrative/racial-equity-goals-and-strategies/adm-1831-citys-equity-budget-tool-and>), bureaus shall complete and submit a racial equity plan to the Office of Equity and Human Rights (Office of Equity), measure the collective actions detailed in each of their racial equity plans, and submit an annual report to the Office – all toward the goal of "greater accountability and community-wide efforts to achieve racial equity in our community." With most bureau plans expiring in 2021, the City embarked on a new, more accountable process and outcome-based approach for updated Equity Plans.

The report provides an update on the Racial Equity Plan process, approach, timeline, updated bureau Racial Equity submissions, and expectations for future management of racial equity work across City governance. The Plans and acceptance by the City Council will give the City a tool for equitable performance and accountability systems and a foundation for how the City intends to address barriers and disparities and deliver equitable outcomes through policies, programs, and activities.

Documents and Exhibits

[Report: Racial Equity Plan Update](#)

1.19 MB

(<https://www.portland.gov/sites/default/files/council-documents/2023/report-racial-equity-plan-update.pdf>)

Introduced by

[Commissioner Dan Ryan](#)

Bureau

[Equity and Human Rights](#)

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Requested Agenda Type

Time Certain

Date and Time Information














Requested Council Date







December 6, 2023

Requested Start Time

10:00 am

Time Requested

 Bureau of Development Services Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/bureau-of-development-services.xlsx)	30.91 KB	30 minutes
 Bureau of Emergency Communications Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/bureau-of-emergency-communications.xlsx)	110.86 KB	
 Bureau of Environmental Services Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/bureau-of-environmental-services.xlsx)	48.18 KB	
 Bureau of Planning and Sustainability Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/bureau-of-planning-and-sustainability.xlsx)	37.25 KB	
 City Attorney Office Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/city-attorney-office.xlsx)	18.39 KB	
 City Budget Office Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/city-budget-office.xlsx)	18.04 KB	
 Office of Civic Life Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/office-of-civic-life.xlsx)	15.11 KB	
 Office of Government Relations Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/office-of-government-relations.xlsx)	18.14 KB	
 OMF Bureau of Human Resources Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/omf-bureau-of-human-resources.xlsx)	17.04 KB	
 OMF Bureau of Revenue and Finance Services Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/omf-bureau-of-revenue-and-finance-services.xlsx)	16.26 KB	
 OMF Bureau of Technology Services Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/omf-bureau-of-technology-services.xlsx)	16.23 KB	
 OMF Chief Administrative Officer Racial Equity Plan (https://www.portland.gov/sites/default/files/council-documents/2023/omf-chief-administrative-officer.xlsx)	17.27 KB	
 Portland Bureau of Transportation Racial Equity Plan (Not Reviewed) (https://www.portland.gov/sites/default/files/council-documents/2023/portland-bureau-of-transportation-not-reviewed.xlsx)	23.61 KB	

 Portland Fire and Rescue Racial Equity Plan (Not Reviewed)	18.8 KB
(https://www.portland.gov/sites/default/files/council-documents/2023/portland-fire-and-rescue-not-reviewed.xlsx)	
 Portland Housing Bureau Racial Equity Plan (Not Reviewed)	10.36 KB
(https://www.portland.gov/sites/default/files/council-documents/2023/portland-housing-bureau-not-reviewed.xlsx)	
 Bureau of Environmental Services Racial Equity Plan	434.69 KB
(https://www.portland.gov/sites/default/files/council-documents/2023/bureau-of-environmental-services.pdf)	
 Portland Parks and Recreation Racial Equity Report	39.4 MB
(https://www.portland.gov/sites/default/files/council-documents/2023/portland-parks-and-recreation-report.pdf)	
 Portland Police Bureau Racial Equity Plan	19.76 KB
(https://www.portland.gov/sites/default/files/council-documents/2023/portland-police-bureau.xlsx)	
 Portland Bureau of Transportation Strategic Plan	1.69 MB
(https://www.portland.gov/sites/default/files/council-documents/2023/pbot-stategic-plan-2019-to-2024.pdf)	

Impact Statement

Purpose of Proposed Legislation and Background Information

The bureau Racial Equity Plan process was explicitly created and supported under [Administrative Rule 18.31](https://www.portland.gov/policies/administrative/racial-equity-goals-and-strategies/adm-1831-citys-equity-budget-tool-and) (<https://www.portland.gov/policies/administrative/racial-equity-goals-and-strategies/adm-1831-citys-equity-budget-tool-and>). The policy calls for bureaus to complete and submit a Racial Equity Plan and progress reports to the Office of Equity and Human Rights (Office of Equity). Since many Racial Equity Plans were adopted in 2016, most bureau plans expired in the Fall of 2021. The Office of Equity gathered internal feedback and formed a new, more accountable process in the next round of Racial Equity Plan updates. The approach introduces accountability into the planning process in three ways: (1) using equity-centered, Outcomes-Based Accountability (also known as Results-Based Accountability) to integrate a logic model and frame how existing or planned programs, policies, and actions address disparities and move the needle toward achieving racial equity; (2) submitting draft Racial Equity Plans for approval by Commissioners and City Council; and (3) providing a shared strategy and format for ongoing measurement, performance management, and annual reporting at a bureau and City level.

These Racial Equity Plans are intended to be “living” documents that can be built on and responsive to the needs and changes of community and the bureaus themselves. Bureau accountability is built into the data, performance, and reporting apparatus/system developed. The City is consistently working to understand how we measure equity and how the work of our bureaus impacts community. Community progress can be

measured in the work of the bureaus – how programming and policy developed and directed by the government agencies improves the lived experiences of people in Portland. With ongoing management, the Office of Equity hopes to improve accountability, support data-informed decision-making, and provide greater transparency to communities on impact and progress toward achieving equitable outcomes.

The plans and subsequent management are an important step to support the ongoing implementation of a comprehensive equity strategy that uses the City and bureau policy, budgetary, programmatic, service-delivery, procurement, data-collection processes, grantmaking, public engagement, research and evaluation, and regulatory functions to enable the different bureau's mission and service delivery to yield equitable outcomes and improve the lived experienced of all people in Portland, including underserved communities. The plans submitted in this report ensure compliance with the administrative rules and will guide bureaus through July 2025. Using the new framework, the aim of these transitional plans is to merge Racial Equity Plans, Civil Rights Title VI Plans, and align with any strategic planning from 2025 onward.

Financial and Budgetary Impacts

There is no immediate budgetary impact to accept this report. The report is intended to update the work and practice of racial equity throughout the City.

There may be potential budgetary impacts depending on how bureaus choose to implement these plans and use to inform future decision-making. Ongoing performance management, tracking changes in racial equity plans, and continued alignment and integration with partner processes, most notably continued work with the City Budget Office Performance Team and Bureau of Planning and Sustainability Smart City PDX Team, should yield information about progress and impact, along with built-in layers of accountability that could facilitate or aid bureau budgeting decisions.

With the charter transition and our work with our partners towards a more unified model, comes the opportunity to embed the work of racial equity plans more meaningfully into City budgeting and operations. While there are currently no immediate budget implications for this report update, we hope this integration of equity, performance management, and the budget will become a cornerstone for City budgeting sessions.

Community Impacts and Community Involvement

This report discusses, at length, the ways community demands and needs have influenced the creation of racial equity plan work and how the bureaus developed outcomes to respond to those demands.

The city of Portland [Resolution 381 – 2020](https://efiles.portlandoregon.gov/Record/13654446/) (https://efiles.portlandoregon.gov/Record/13654446/) included a directive from City Council giving the Office of Equity and Human Rights authority to hold bureaus accountable to components of the Equity Toolkit and

subsequent resources that prioritize Black, Indigenous, people of color, people with disabilities and other historically and presently oppressed communities. By moving from the goals and strategies listed in past racial equity plans to an outcomes-based accountability approach, guided by the concept of “targeted universalism,” with stronger, meaningful output and outcome measures, the Office of Equity hopes to improve accountability and provide greater transparency to communities on impact and progress towards achieving equitable outcomes.

Equitable outcomes are the conditions of well-being we want for our community. These conditions include the elimination or minimization of disparities in services, resources, or access in the City’s work to support diverse Portland communities, including people with disabilities, older people, racial and ethnic communities, immigrants, refugees, people who are LGBTQIA+ or two-spirit, and veterans, while also supporting and working towards longer-term solutions. This population accountability focuses on the well-being of whole populations within a jurisdiction, provides strategic and unifying alignment, and is a critical approach to determining progress towards a more equitable, just, and thriving future. While equity outcome starts with the condition of well-being for communities, outcomes also include recognition of a societal issue or racial and social injustices that have led to current inequities. If these issues didn’t exist or didn’t already exacerbate existing disparities, then the equity outcome would have already been achieved.

Community, including City employees, have been involved in the development of Racial Equity Plans from the beginning. Some evidence of that involvement and those efforts in the plan development process include:

- The planning approach and framework for Racial Equity Plans was developed in response to community feedback during 2018 strategic planning stakeholder engagement.
- Both internal and external stakeholders in Racial Equity Plan conversations included representatives from community-based orgs serving communities of color, immigrants and refugees, people with disabilities, and the LGBTQIA+ community.
- Bureaus were encouraged to look to community developed reports and plans as part of Racial Equity Plan development.
- Community engagement was named as a key to inform all steps and components of plans and bureaus were encouraged to use their own community facing/community engagement activities, research and data to inform planning development.

100% Renewable Goal

Not Applicable

Agenda Items

991 Time Certain in [December 6, 2023 Council Agenda](https://www.portland.gov/council/agenda/2023/12/6)
(<https://www.portland.gov/council/agenda/2023/12/6>)

Accepted

Motion to accept the report: Moved by Mapps and seconded by Ryan.

Commissioner Mingus Mapps Yea

Commissioner Carmen Rubio Yea

Commissioner Dan Ryan Yea

Commissioner Rene Gonzalez Yea

Mayor Ted Wheeler Yea

UPDATED

BUREAU

RACIAL EQUITY

PLANS



2023-2025

An update on the Racial Equity Plan process and expectations for future management of racial equity work across City governance.



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



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REPORT: RACIAL EQUITY PLAN UPDATE

Purpose

This report and update highlights the City of Portland’s enterprise-wide racial equity work. Racial Equity Plans serve as a roadmap for addressing barriers and disparities, providing equitable services, achieving equitable outcomes for community and staff, and accounting for and evaluating progress toward those outcomes. The bureau racial equity plan process was explicitly created and supported under [Administrative Rule 18.31](#). The policy calls for bureaus to complete and submit a racial equity plan to the Office of Equity and Human Rights (Office of Equity), measure the collective actions detailed in each of their Racial Equity Plans, and submit an annual report to the Office – all toward the goal of “greater accountability and community-wide efforts to achieve racial equity in our community.”

Since many Racial Equity Plans were adopted in 2016, most bureau plans expired in the Fall of 2021. The plans submitted in this report will guide bureaus through July 2025. Using a new outcomes-based accountability framework, the aim of these transitional plans is to merge Racial Equity Plans, Civil Rights Title VI plans, and bureau strategic planning from 2025 onward. This report covers the background and history of racial equity planning at the City, framework and benefits of the current plan, what is different about this version of the plan, process and timeline, roadblocks/challenges to this plan year, opportunities, recommendations, and other important observations from this equity plan year.

Background

In July 2015, Portland City Council unanimously adopted Citywide Racial Equity Goals and Strategies as binding City Policy. The Office of Equity used the Racial Equity Goals and Strategies to develop guidance for City bureaus to create their own five-year Racial Equity Plans later required under Administrative Rule 18.31. The former Citywide Equity Committee created a Racial Equity Roadmap assessment based on existing national efforts to inform strategic plans for racial equity. In January 2016, the Office of Equity published a Racial Equity Plan Manual detailing how to complete a template for bureaus to share progress towards achieving the City’s vision of racial equity. The Manual also included direction on selecting leads and core teams for racial equity plan design and process.

While the Manual included an assessment to provide to the Office of Equity on an annual basis, oftentimes the plans were neither updated nor maintained beyond the two-year mark. Based on feedback from current Equity Managers and Practitioners, plans were exhaustive and unrealistic, with goals that felt unachievable or could not be accurately tracked over time. For some bureaus, initial plans focused on internal policy changes or actions rather than people-centric equitable outcomes. In addition to a rigid format, the plans were also resource-intensive to maintain and were not supported in a way that led to meaningful results.

A New Framework and Updated Process

Since many Racial Equity Plans were adopted in 2016, most bureau plans were set to expire in the fall of 2021. The Office of Equity began internal engagement to gather feedback on Racial Equity Plans and form a new, more accountable process in the next round of Racial Equity Plan updates. In conversations with Equity Managers and practitioners throughout the City conducted in June and July of 2021, a few common needs were identified to inform the creation of new Racial Equity Plans:

- To collaborate across bureaus for engagement, determining equitable outcomes, and not reinventing the wheel when it came to data collection
- To make meaningful and efficient plans that will help create an impact, account for how we serve and impact community, and accurately track progress towards achieving racial equity goals
- To help create synergy between new Racial Equity Plans and existing efforts such as individual bureau’s strategic plans, Title VI plan efforts, and Affirmative Action plans
- To create realistic timelines for the completion of racial equity plan updates and clear guidance from the Office of Equity on implementing accountability

Based on this feedback, the Office of Equity developed a timeline, approach, and provided guidance for the updated Racial Equity Plans. The approach introduces accountability into the planning process in three ways:

1. Using Results-Based Accountability (RBA) to frame how existing or planned programs, policies, and actions move the needle toward achieving racial equity.
2. Submitting draft Racial Equity Plans for approval by Commissioners and City Council
3. Providing a shared strategy and format for ongoing measurement, performance management, and annual reporting at a bureau and City level.

Updated Racial Equity Plan Goals



Image 1: describes six goals of updated equity plans and plan process including connection to decisions to outcomes, creating a new framework, meeting standards, improving transparency and accountability, help make and track progress, and building scalable process and support.

The shift to using Results-Based Accountability (RBA) developed by Mark Friedman, or an outcomes-based accountability framework is a direct response to suggested improvements to the Office of Equity’s work from communities engaged in 2018 (Strategic Planning Stakeholder Engagement Summary Report September 2018). Stakeholders emphasized the need for structural and systemic changes to strengthen the Office of Equity’s work by increasing authority to hold bureaus accountable, strengthening coordination with other bureaus that have overlapping missions, and to institutionalize equity throughout the City.

In addition, [Resolution 381 – 2020](#) (Declare intent to centralize, guide and coordinate COVID-19 efforts that bolster progress towards the City’s long-term recovery goals) included a directive from City Council giving the Office of Equity and Human Rights authority to hold bureaus accountable to components of the Equity Toolkit and subsequent resources that prioritize Black, Indigenous, people of color, people with disabilities and other historically and presently oppressed communities. By moving from the goals and strategies listed in past Racial Equity Plans to an outcomes-based accountability approach, guided by the concept of “targeted universalism,” with stronger, meaningful output and outcome measures, the Office of Equity hopes to improve accountability and provide greater transparency to communities on impact and progress towards achieving equitable outcomes.

What are equitable outcomes?

Equitable outcomes are the conditions of well-being we want for our community. These conditions include the elimination or minimization of disparities in services, resources, or access in the City’s work to support diverse Portland communities, including people with disabilities, older people, racial and ethnic communities, immigrants, refugees, people who are LGBTQIA+ or two-spirit, and veterans, while also supporting and working towards longer-term solutions. This population accountability focuses on the well-being of whole populations within a jurisdiction, provides strategic and unifying alignment, and is a critical approach to determining progress towards a more equitable, just, and thriving future. While equity outcome starts with the condition of well-being for communities, outcomes also include recognition of a societal issue or racial and social injustices that have led to current inequities. If these issues didn’t exist or didn’t already exacerbate existing disparities, then the equity outcome would have already been achieved.

Equity-centered Outcomes-Based Accountability Framework

The new framework is intended to integrate and align an equity centered theory of change or logic model into city work. While we work from outcomes and conditions, the framework is circular to demonstrate the iterative nature of our work.

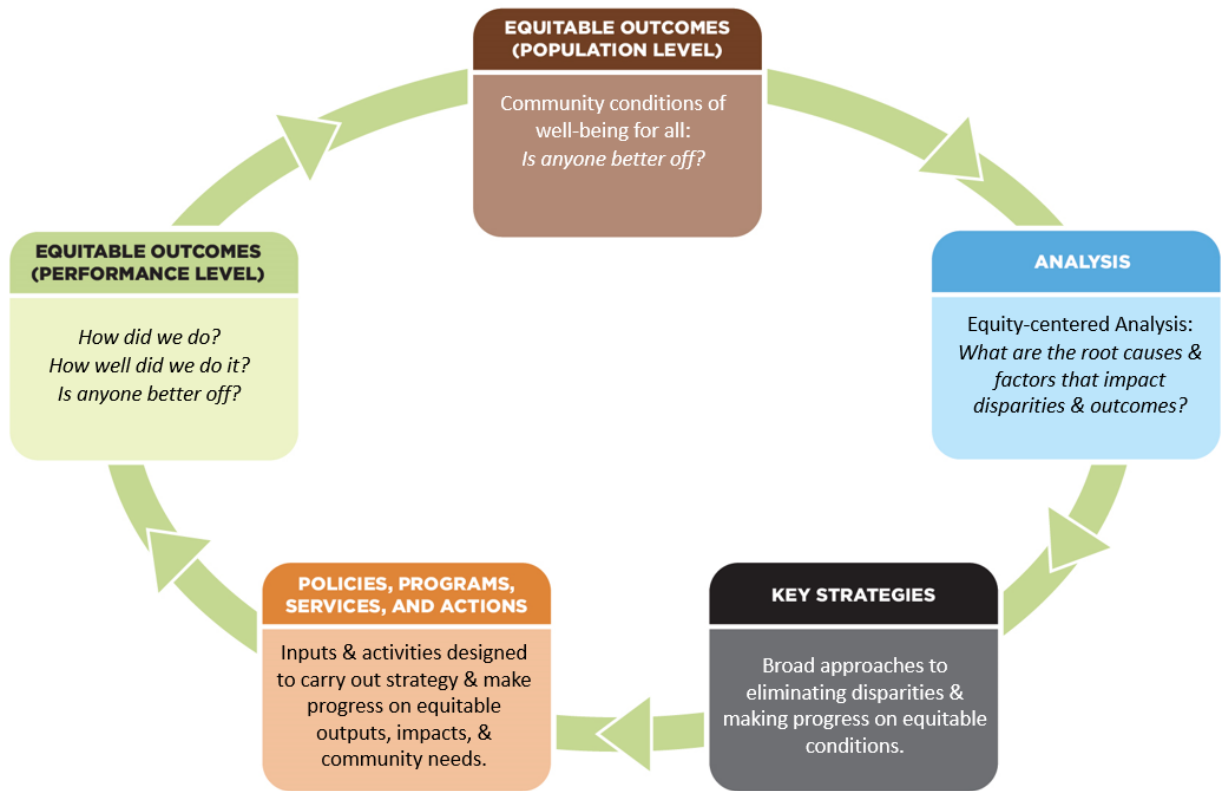


Image 2: demonstrates the framework cycle, starting from equity outcomes, moving to analysis, key strategies, policies, programs, services, and actions, to outputs, impacts and outcomes, back to equity outcomes at the population level. Intended to describe the theory of change and how we want to start integrating outcomes accountability into all stages.

Equity Centered Outcomes Accountability asks us to consistently use the following steps to plan, invest, make decisions, and evaluate. For equity planning, we asked bureaus to work through and detail the following steps.

- Identify bureau’s outcomes for equity based on your programming, services, and/or policies in strategic plans and through previous public engagement efforts.
- Relate this bureau-specific equitable outcome to a citywide equity outcome.
- Using root cause analysis, identify strategies that would help achieve the bureau equity outcome.
- List the programs, policies, or actions that directly contribute to this equitable outcome and a key result that would indicate success towards achieving the equitable outcome.
- Pick one or many performance measures to track progress over time towards this key result.
- In the process of picking performance measures, ensure that the sharing of this data can be consistent and sustainable for annual updates of the racial equity plan provided to the Office of Equity and Human Rights.

Purpose of Implementing Accountability

- To comply with Administrative Rule 18.31, sections B and C which state:
 - o All bureaus are scheduled to complete Racial Equity Plans by November 30, 2016

- Each bureau will measure the collective actions detailed in each of their Racial Equity Plans and submit a report to the Office of Equity. As part of its annual report, the Office of Equity will report on the City's progress towards achieving racial equity.
- To comply with requirements of [City Council Resolution 381 – 2020](#) (Declare intent to centralize, guide and coordinate COVID-19 efforts that bolster progress towards the City's long-term recovery goals) and City Council's directive for the Office of Equity and Human Rights, in partnership with bureau-based Equity Managers and practitioners, the City Budget Office, and community partners, to support Bureaus in centering the City's equity goals in developing and implementing COVID-19 response measures.
- To increase the effectiveness of equity-related goals by framing results from a people-centric approach first and then identifying measures to track service and benefit distribution, and outcomes from relevant programs/policies.
- To consider the root causes of inequities and disparities, and to use data to track the impact of programs, policies, and actions on the results from root causes.
- To account for progress towards the Citywide Racial Equity Goals and other equity goals and strategies in concurrent planning efforts.
- To develop a transparent and digestible way of reporting on progress towards equitable outcomes identified by each bureau.
- To develop a transparent and digestible way of measuring impact – understand who is being served, how they are being served, and whether we are having the desired impact.
- To facilitate informed decision-making, evaluation, and opportunities for continuous improvement.
- To gain more visibility and support for equitable outcomes and the programs, policies, services, or actions intended to address disparities and increase racial equity throughout the city.
- To guide City investments and funding towards programs, policies, services, or actions that successfully move the needle on the City's racial equity goals.

What is different?

- No longer five-year plans but 18-month plans intended to set the foundation for bureau equity goals between now and the fulfillment of the charter transition
 - Along with a shifting plan, the plan timeline shifted as well
 - Work on the most recent plans began in May 2021
- Tracking the changes with unified process from the City Budget Office performance team, ARPA DEST/BPS's Smart Cities Team and the Office of Equity's data analyst
 - Building a publicly accessible database to track performance on equity outcomes
 - Aligning performance goals with City budgeting priorities
 - Building deeper systems of accountability to equity
- Opportunity to merge racial equity with Title VI and embed equity goals into strategic planning in July 2025

These Racial Equity Plans are intended to be “living” documents that respond to the needs and changes of community and the bureaus themselves. Bureau accountability is built into the data, performance, reporting apparatus/system developed in a collaboration between the Office of Equity, City Budget Office, and Bureau of Planning and Sustainability.

An Aligned and Collaborative Approach – American Rescue Plan Delivery

The process for bureau equity plans was built in tandem with American Rescue Plan delivery and performance. The Data and Equity Strategies work group includes staff from the City’s Office of Equity and Human Rights, Bureau of Planning and Sustainability, and Office of Management and Finance. This team has created a new framework – from project design through final reporting – for centering equity and complying with civil rights and for performance and data management of Rescue Plan projects. The framework ensures we meet federal reporting requirements, that we have a centrally-coordinated data management and performance system, that we are transparent and accountable to Portland communities, and that we are helping projects make progress toward equity outcomes. As part of this new approach, the Data and Equity Strategies Team established overarching equity outcomes guided by the concept of “targeted universalism,” and connected each community-facing project to one of the goals. Strong output and outcome measures allow us to track project progress toward these goals. The outcomes described how ARPA funds provide relief to the communities disparately impacted by the COVID-19 pandemic. Using both output and outcome measures lets us record both progress and impact. Together, this information helps us understand who is being served, how we are serving them, and whether our projects are having the impact we hoped they would. The approach and supportive infrastructure were designed to be scalable and replicable. We intentionally modeled the framework and approach in both efforts to enhance efficiencies and alignment across the organization and to build on successes and lessons learned. The approach also aligns with outcomes-based budgeting and performance management framework being led by the City Budget Office.

Plan Development Process and Timeline

Following development of the approach and engaging with key stakeholders, the Office of Equity presented and provided guidance to bureau directors on approaching accountability in the racial equity plan updates, plan timelines, guidance for allocating resources and staff to the planning process and developed the support that would be provided.

After the Director presentation and to support plan development, the Office of Equity created and provided guidance including a sample guide for filling out the template, and research to support developing bureau outcomes and metrics. The Equity Strategies Analyst, who served as the lead for guiding the Racial Equity Plan update, hosted twice-weekly office hours. The office hours provided space for brainstorming, to refer to resources, and to include guidance on topics to develop equitable outcomes and measures.

As bureaus worked internally on planning, the Office of Equity secured funding to provide and help support bureau participation in a Results-based Accountability 10-session cohort specifically tailored for updating bureau Racial Equity Plans. The 10-session cohort began in October 2021 and continued through July of 2022. The sessions provided hands-on training for using results-based accountability in the development of Racial Equity Plans, direct bureau coaching, and base content for bureaus’ Racial Equity Plans.

Given multiple challenges, other priorities, including pandemic response, lead staff vacancies, and differences in plan development progress, bureaus requested additional time following the training for

plan development and the due date was delayed by a year. To support the process in 2023, the Equity Strategies Analyst, Dr. Means, established additional opportunities for support including office hours, individualized meetings, and additional support materials.

The timeline below provides greater detail of planning activity and timeline. Several changes in process have been made since racial equity work rekindled in 2021 and some of those shifts are reflected in the timeline below. However, in the next section, significant detail is provided on the roadblocks and challenges the Office of Equity, Equity Managers, and bureaus faced in submitting the plans.

<u>Date</u>	<u>Activity/Milestone</u>
<u>May 2021</u>	<u>Hired Equity Strategies Analyst to develop, guide, and coordinate the planning process (in alignment with pandemic relief and rebuilding efforts).</u>
<u>May 2021</u>	<u>Gather and Review Stakeholder feedback. Develop a new approach and process for updated Equity Plans.</u>
<u>August 2021</u>	<u>Training Presentation at Equity Managers Meeting and Equity Practitioners Meeting</u>
<u>September 2021</u>	<u>Present and share with Bureau Directors</u>
<u>October 2021- February 2022 (Tues & Thurs)</u>	<u>Office of Equity & Human Rights Equity Plan Office Hours</u>
<u>October 2021- July 2022</u>	<u>RBA 10-session training and coaching cohort (Equity Plan focused)</u>
<u>January 2022 – Spring 2024</u>	<u>Citywide Community Equity Outcomes and Metrics development (led by Office of Equity Collaboration)</u>
<u>February 2022</u>	<u>Timeline extended by 1 year</u>
<u>February 2022- August 2023</u>	<u>Bureaus continue to develop Equity Plans</u>
<u>January 2023</u>	<u>Dr. Sheryl Felecia Means starts (hired into vacant Equity Strategies Analyst position)</u>
<u>January – April 2023</u>	<u>Equity Strategies Analyst meets with Bureaus</u>
<u>April 2023</u>	<u>Due dates modified and timeline adjusted</u>
<u>May – August 15, 2023</u>	<u>Initial Drafts of Racial Equity Plans and completed templates for Office of Equity Review</u>
<u>May - September 27, 2023</u>	<u>Incorporation of Office of Equity feedback into final Racial Equity Plans</u>
<u>September 27 – October 10, 2023</u>	<u>Final Racial Equity Plans Shared with Office of Equity</u>
<u>December 6, 2023</u>	<u>City Council Presentations for Acceptance of Racial Equity Plans</u>
<u>Starting Winter 2023/2024</u>	<u>In collaboration with partners, stand up data infrastructure for annual updates of Racial Equity Plans. Work with bureau teams to support data standardization and ongoing indicator and performance measure development. Coordinate and provide planning support.</u>
<u>Starting Spring 2024</u>	<u>Completion of cohesive Citywide process map for Racial Equity Plans and connect with Equity Outcomes for City</u>

<u>Starting Spring 2024</u>	<u>Start the process for updating Civil Rights Title VI Plans and annual reporting.</u>
<u>Starting July 2025</u>	<u>Review and update to align with changes post-transition. Develop Title VI Plans, align and integrate with Equity Plans. Ensure a comprehensive reporting cycle.</u>

Review Process

For the plans submitted for 2023 to 2025, bureaus were required to produce foundational strategies that would support equity efforts of the City through the charter transition. As a deviation from the original five-year plans, the bureaus were able to focus on a few outcomes that would bridge the gap as we built a centralized City government. Although the original deadline for submission was May 15, it was adjusted to August 15 to allow for bureaus to complete and incorporate learnings from the 100-day assessment.

When the bureau plans were submitted, both the Office of Equity Civil Rights Title VI and Equity Team and the City Budget Office Performance Team engaged in a review of the submissions. We received plans from Bureau of Development Services, Bureau of Emergency Communications, Bureau of Emergency Management, Bureau of Environmental Services, Bureau of Planning and Sustainability, City Attorney Office, City Budget Office, Office of Civic Life, Office of Government Relations, Office of Management Finance (including Revenue and Finance, Technology Services, and Chief Administrative Officer), and Portland Police Bureau. The bureaus Parks and Recreation and Water did not have expiring plans. However, Parks and Recreation has submitted the report for 2023 for the council and public’s consideration. Plans from Portland Fire Bureau, Portland Bureau of Transportation, and Portland Housing Bureau were submitted later and did not undergo review from the Title VI/Equity and Performance Teams.

To assess the Racial Equity Plans we received, the Title VI/Equity Team first reviewed the outcomes, strategies, bureau programs and policies, actions and key results. The team made suggestions to amplify the community direction of the outcomes and strategies, pushing bureaus to think more intentionally about the influence of bureaus on “all people living in Portland.” In the submitted plans, many bureaus focused on hiring strategies instead of the external priority areas. The Title VI team re-wrote and offered suggestions to improve upon these outcomes.

The Performance Management team focused expressly on performance measures and update frequency columns of the plans. They worked to align the measures bureaus named to Citywide resources and outcomes. They shared existing resources to guide equity teams through developing logic models, categorizing performance measures, and writing equity-related performance measures. Likewise, the Performance Team elevated the Performance Measurement Toolkit. The team also highlighted more specific areas of concern for re-writing plan measures. When their respective reviews were complete, the Title VI and Performance teams reconvened, identified additional measures for improvement, and returned plans to the bureaus. Comments were returned to bureaus from the Title VI team within the plan document and a separate Word document was developed by the Performance Team to guide bureaus through performance measure development. Bureau plans were separated in batches; the final deadline for the first batch was September 27 and deadline for the second batch was October 10.

Roadblocks & Challenges

The City government transition presented several challenges to the organization and completion of Racial Equity Plans. Many of the barriers can be attributed to the Office of Equity's current lack of oversight authority in fulfilling its mandate from community and City Council. A new Equity Officer position and an elevated Office of Equity in the new City Organizational structure will bring about a more unified and collaborative equity network throughout the City.

The move toward updated equity plans began during the early part of pandemic in 2021 and training in Results-Based Accountability comprised much of the effort in 2022. The pandemic presented competing priorities and lost deadlines for every bureau. Within the Office of Equity, there were several employee transitions: every bureau experienced changes in leadership and heavily tasked staff. There were varying degrees of leadership engagement or buy-in to racial equity planning. By 2023, Equity Managers were tasked with transition related projects outside of their scope of work. Several Equity Managers had the opportunity to begin plan development during 2022; however, not all directors, Equity Managers, and members of equity teams were retained through the pandemic. Since outcomes-based accountability, unified planning and logic models, and performance driven work have not always been intentionally practiced at the City, we acknowledge that an additional roadblock for some bureaus was the learning curve.

One of the main challenges bureaus faced during the development of these plans was employee turnover from 2021 to now. Many of the people who completed Results-Based Accountability training in 2022 are no longer with the City. As a result, some of the subject matter expertise and institutional knowledge was lost during those transitions. Generally, most plans do not align with baseline milestones, asks, or standards outlined by the Office of Equity and Human Rights. Bureaus were meant to establish equitable outcomes (conditions of well-being for everyone living in Portland, not just City employees) and articulate how they currently work or intend to contribute to those outcomes to minimize disparities. Unfortunately, most bureau plans have a largely internal focus that obfuscates the original intention of the plans – to improve upon the experiences of people living in Portland through the civil services provided by the City, mostly by closing gaps or addressing disparities that make lived experience in the City inequitable.

Even though work began on these plans in September 2021, it is evident many plans were only started in the last several months. Some bureau representatives often indicated that since Racial Equity Plans were not a priority, they could not dedicate time or resources to writing the plans. Since at least May of 2022, this work has been deprioritized by some bureaus and not recognized as a valued part of equity planning. Furthermore, bureau leadership often considers Racial Equity Plans as the Equity Manager's work plan as opposed to a unified equity effort on the part of all staff working to make Portland a better place. Equity Managers are representatives, organizers, or point people but bureau plans are meant to highlight bureau work. In bureaus where there are no Equity Managers, teams of volunteers wrote the equity plan using their "free time," rather than understanding the plans as a task or core governance and equity function and project of the City. Some bureaus approached Racial Equity Plans – and the review – as optional. Dedicating resources and staff to this work and ensuring leadership support for equity in the City is key to the future success of this kind of planning.

The Racial Equity Plans – and the standards by which they were developed – encompass, by and large, basic good governance to enable bureaus to meet external requirements and be transparently accountable to the community. Despite the opportunity to make a head start when conversations

around plans began in 2021, the Office of Equity received push back against the approach and framework of Results-Based Accountability. This, accompanied by the way equity has been decentralized from the work and role of Equity Managers and teams over the years, has created significant lag in the number of opportunities to meaningfully improve equity outcomes within the City and for people living in Portland.

Opportunities and Recommendations

Bureaus put forth a significant effort and staff who worked to write the Racial Equity Plans should be commended for the exciting work proposed for the next eighteen months. There are so many opportunities for the City as an enterprise to build from in equity work and Title VI plan development. These plans support the goals of the transition, development of a shared, enterprise-wide framework, and more collaboration and alignment across bureaus. The Racial Equity Plans are a foundational for work that will push past transition and supports ongoing, cross city improvements, as well as the Office of Equity led City Equity Outcomes and Indicators.

With the charter transition comes the opportunity to embed the work of Racial Equity Plans more meaningfully into City budgeting and operations. As a City “... committed to anti-racism, equity, transparency, communication, collaboration and fiscal responsibility,” meeting the outcomes of the bureaus is key to realizing the values of Portland’s City government. The clearest opportunity to realize these values in city operations in three-fold: first, establishing the interim Racial Equity Plans to carry bureaus from now to July 2025, second, embedding racial equity and required Civil Rights Title VI planning into strategic planning for the bureaus as we turn the corner in July 2025, and three, committing to a direct report for the Office of Equity and Human Rights to the City Administrator role while ensuring every bureau has an equity manager and lead for which the work of racial equity and Title VI is central. The latter is especially important to avoid the pitfall of over-obligated equity staff that we have observed during the development of Racial Equity Plans to this point.

As part of the approach, bureaus were asked to draw and articulate a linkage or connection from their existing or potential strategies, programs, services, and actions to community impacts. External bureaus were asked to make the connection to performance, population, short term and longer-term outcomes, while internal bureaus were asked to articulate indirect connections. Some bureaus were more successful with this than others. With the changing City landscape and shifting budget priorities, some bureaus were unable to build community-facing work into their plans. We recommend that, as part of the completed transition, bureaus have quarterly conversations about how their work impacts the community. These conversations can be guided by their Equity Managers as part of the performance measure reporting metrics embedded in racial equity planning this turn.

The Office of Equity and Human Rights continues to recommend the “living document” approach to these plans; additions, changes, adjustments to plans as necessary should account for the success and learning opportunities as plans are implemented. Bureaus and the City need to understand these are living, dynamic plans designed to establish a baseline that aligns bureau work with other Citywide efforts, like that of the City Budget Office’s performance team and the Bureau of Planning and Sustainability’s Smart Cities and Data and Equity Strategies Teams. As plans grow and change, bureaus should anticipate additional effort – which further emphasizes the need for this work to be bureau-focused, not equity manager or equity team focused. The Office of Equity and Human Rights will continue to offer significant support toward this end. Additionally, the Performance Management Team

has committed to co-developing metrics in alignment with the City's values to meaningfully capture how the City engages in equity work.

The City is consistently working to understand how we measure equity and how the work of our bureaus impacts community. Community progress can be measured in the work of the bureaus – how programming and policy developed and directed by the government agencies improves the lived experiences of people in Portland.

Common themes across all bureaus

Hiring, retention, and a supportive workplace remain high on the priority list of every Equity Manager and bureau; this included hiring more Black and Indigenous identifying contractors and people of color in City organizations. Many bureaus also named community engagement, encompassing the development of community advisory groups, building relationships with Indigenous communities, and representation of marginalized communities in policy development.

For example, the Bureau of Development Services has named community-specific outreach services to respond to needs in underrepresented neighborhoods and an equity training program for inspectors in their plan. Likewise, the Bureau of Environmental Sciences has named both environmental justice and equitable workforce development as priority areas for their organization moving forward. The Bureau of Planning and Sustainability has also added efforts for outreach to the BIPOC community and internal practices to support BIPOC employees within their bureau.

Bureau Plans

Attached are plans from Bureau of Development Services, Bureau of Emergency Communications, Bureau of Emergency Management, Bureau of Environmental Services, Bureau of Planning and Sustainability, City Attorney Office, City Budget Office, Office of Civic Life, Office of Government Relations, Office of Management Finance (including Revenue and Finance, Technology Services, and Chief Administrative Officer), and Portland Police Bureau.

Additionally, plans from the Portland Bureau of Transportation, Portland Fire and Rescue, and Portland Housing Bureau are included here. Portland Bureau of Transportation, Portland Fire and Rescue, and Portland Housing Bureau were not formally reviewed by the Office of Equity or the City Budget Office Performance Management Team. The Portland Bureau of Transportation (PBOT) decided to build a strategic plan with equity as a value and complimentary framework and has submitted the 2019-2024 Strategic Plan to additionally represent PBOT's overall Equity Plan. Over the next year, PBOT will continue to work with the Office of Equity to align and integrate strategic plan content with the reporting template and format.

Parks and Recreation and Portland Water Bureau did not submit plans this year since their plans have not expired. However, Parks submitted a report of their most recently collected equity data and the impact their equity work has had on people living in Portland.

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Portland Police Bureau

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