

Portland, Oregon

## FINANCIAL IMPACT and PUBLIC INVOLVEMENT STATEMENT For Council Action Items

(Deliver original to Financial Planning Division. Retain copy.)

1. Name of Initiator Sara Hussein		2. Telephone No. 503-823-3994	3. Bureau/Office/Dept. Comm. Fritz
4a. To be filed (date):  August 31, 2011	4b. Calendar (Check One)  <div style="display: flex; justify-content: space-around;"> <span>Regular <input checked="" type="checkbox"/></span> <span>Consent <input type="checkbox"/></span> <span>4/5ths <input type="checkbox"/></span> </div>		5. Date Submitted to Commissioner's office and FPD Budget Analyst: August 25, 2011
6a. Financial Impact Section: <input checked="" type="checkbox"/> Financial impact section completed		6b. Public Involvement Section: <input checked="" type="checkbox"/> Public involvement section completed	

### 1) Legislation Title:

Create the Office of Equity, establish Council intent and approve initial work plan.

### 2) Purpose of the Proposed Legislation:

The purpose of the Office of Equity is to promote equity and address disparities within City government, and to work with community partners to promote equity and inclusion within Portland and throughout the region, producing measurable improvements and disparity reductions.

### 3) Which area(s) of the city are affected by this Council item? (Check all that apply—areas are based on formal neighborhood coalition boundaries)?

- |                                                            |                                    |                                    |                                |
|------------------------------------------------------------|------------------------------------|------------------------------------|--------------------------------|
| <input checked="" type="checkbox"/> City-wide/Regional     | <input type="checkbox"/> Northeast | <input type="checkbox"/> Northwest | <input type="checkbox"/> North |
| <input type="checkbox"/> Central Northeast                 | <input type="checkbox"/> Southeast | <input type="checkbox"/> Southwest | <input type="checkbox"/> East  |
| <input type="checkbox"/> Central City                      |                                    |                                    |                                |
| <input type="checkbox"/> Internal City Government Services |                                    |                                    |                                |

## FINANCIAL IMPACT

### 4) Revenue: Will this legislation generate or reduce current or future revenue coming to the City? If so, by how much? If so, please identify the source.

No.

### 5) Expense: What are the costs to the City related to this legislation? What is the source of funding for the expense? (Please include costs in the current fiscal year as well as costs in future years. If the action is related to a grant or contract please include the local contribution or match required. If there is a project estimate, please identify the *level of confidence*.)

\$525,000 has been allocated in the FY 2011-2012 budget which will be used to help establish the Office of Equity. This will become an ongoing expenditure to the city.

**6) Staffing Requirements:**

- **Will any positions be created, eliminated or re-classified in the current year as a result of this legislation?** *(If new positions are created please include whether they will be part-time, full-time, limited term, or permanent positions. If the position is limited term please indicate the end of the term.)*

The equivalent of 2 new FTEs will be created as a result of this legislation, which is included in the FY 2011-2012 budget.

- **Will positions be created or eliminated in future years as a result of this legislation?**

Yes, it is anticipated that the Office will have the need to create more positions in the future.

*(Complete the following section only if an amendment to the budget is proposed.)*

**7) Change in Appropriations** *(If the accompanying ordinance amends the budget please reflect the dollar amount to be appropriated by this legislation. Include the appropriate cost elements that are to be loaded by accounting. Indicate "new" in Fund Center column if new center needs to be created. Use additional space if needed.)*

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount

**[Proceed to Public Involvement Section — REQUIRED as of July 1, 2011]**

## **PUBLIC INVOLVEMENT**

**8) Was public involvement included in the development of this Council item (e.g. ordinance, resolution, or report)? Please check the appropriate box below:**

☒ **YES:** Please proceed to Question #9.

☐ **NO:** Please, explain why below; and proceed to Question #10.

**9) If “YES,” please answer the following questions:**

**a) What impacts are anticipated in the community from this proposed Council item?**

The Office of Equity will work with all bureaus to eliminate disparity in City policies, processes, decisions and resource allocations; and with other governments, private businesses, non-government organizations, academia and each community member to achieve measurable results reducing disparities within the City and throughout the community. The Office of Equity will provide leadership and coordination in facilitating systemic training, change and accountability to achieve equity in City government.

The Office will initially focus on leading with race/ethnicity, and working on issues of disability. Creation of a city-wide and/or region-wide initiative to eliminate disparities and promote social justice is needed. The Office will join with work already under way in this regard, as capacity becomes available and will develop and maintain a relationship of transparency and accountability with the community on equity initiatives.

**b) Which community and business groups, under-represented groups, organizations, external government entities, and other interested parties were involved in this effort, and when and how were they involved?**

Members of the Coalition of Communities of Color, Commission on Disability, and Human Rights Commission participated, also representatives of businesses, non-profits, the Portland Plan Technical Advisory Group and government agencies.

**c) How did public involvement shape the outcome of this Council item?**

This Office was created based on the needs and requests of the community. Data and reports presented by community organizations have shown the dramatic disparities that occur in Portland. Demographic data presented by the Urban League of Portland's State of Black Oregon (2009), and the Coalition of Communities of Color's Communities of Color in Multnomah County: An Unsettling Profile (2010), shows that racial and ethnic disparities are pervasive and worsening over time. Demographic data presented by the Portland Commission on Disability demonstrates that significant disparities for persons with disabilities exist. A creation committee composed of over 30 members from community organizations and City staff has advised the Commissioner and the Mayor in discussing issues of equity in Portland and in the crafting of this ordinance.

**d) Who designed and implemented the public involvement related to this Council item?**

The Mayor's Office and Commissioner Fritz's office collaborated on the design and implementation of public involvement strategies for this ordinance

**e) Primary contact for more information on this public involvement process (name, title, phone, email):**

Dora Perry, Policy Advisor for Commissioner Fritz, 503-823-3229

**10) Is any future public involvement anticipated or necessary for this Council item? Please describe why or why not.**

The Office will establish an advisory system with community members and City staff, to provide recommendations, partner in the work, and uphold accountability on equity matters. There will be future public process and hearings as reports are submitted to Council updating the work of this Office.

*For.*  
Commissioner Amanda Fritz *Thomas Dwyer - Chief of Staff.*

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BUREAU DIRECTOR (Typed name and signature)



## **Portland Public Schools Racial Educational Equity Policy**

Spring 2011

The Board of Education for Portland Public Schools is committed to the success of every student in each of our schools. The mission of Portland Public Schools is that by the end of elementary, middle, and high school, every student by name will meet or exceed academic standards and will be fully prepared to make productive life decisions. We believe that every student has the potential to achieve, and it is the responsibility of our school district to give each student the opportunity and support to meet his or her highest potential.

In light of this mission and our beliefs, Portland Public Schools' historic, persistent achievement gap between White students and students of color is unacceptable. While efforts have been made to address the inequities between White students and students of color, these efforts have been largely unsuccessful. Closing the achievement gap while raising achievement for all students is the top priority of the Board of Education, the Superintendent and all district staff. Race must cease to be a reliable predictor of student achievement and success.<sup>1</sup>

In Portland Public Schools, for every year that we have data, White students have clearly outperformed Black, Hispanic and Native American students on state assessments in every subject at every grade level. White students consistently graduate at higher percentages than students of color, while students of color are disciplined far more frequently than White students. These disparities are unacceptable and are directly at odds with our belief that all students can achieve.

The responsibility for the disparities among our young people rests with adults, not the children. We are aware that student achievement data from school districts across the country reveal similar patterns, and that complex societal and historical factors contribute to the inequities our students face. Nonetheless, rather than perpetuating disparities, Portland Public Schools must address and overcome this inequity and institutional racism, providing all students with the support and opportunity to succeed.

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<sup>1</sup> For the purposes of this policy, "race" is defined as "A social construct that artificially divides people into distinct groups based on characteristics such as physical appearance (particularly color), ancestral heritage, cultural affiliation, cultural history, ethnic classification, and the social, economic, and political needs of a society at a given period of time. Racial categories subsume ethnic groups." Maurianne Adams, Lee Anne Bell, and Pat Griffin, editors. *Teaching for Diversity and Social Justice: A Sourcebook*. (2007).

Portland Public Schools will significantly change its practices in order to achieve and maintain racial equity in education. Educational equity means raising the achievement of all students while (1) narrowing the gaps between the lowest and highest performing students and (2) eliminating the racial predictability and disproportionality of which student groups occupy the highest and lowest achievement categories.<sup>2</sup> The concept of educational equity goes beyond formal equality -- where all students are treated the same -- to fostering a barrier-free environment where all students, regardless of their race, have the opportunity to benefit equally. Educational equity benefits all students, and our entire community. Students of all races shall graduate from PPS ready to succeed in a racially and culturally diverse local, national and global community. To achieve educational equity, PPS will provide additional and differentiated resources to support the success of all students, including students of color.

In order to achieve racial equity for our students, the Board establishes the following goals:

- A. The District shall provide every student with equitable access to high quality and culturally relevant instruction, curriculum, support, facilities and other educational resources, even when this means differentiating resources to accomplish this goal.
- B. The District shall create multiple pathways to success in order to meet the needs of our diverse students, and shall actively encourage, support and expect high academic achievement for students from all racial groups.
- C. The District shall recruit, employ, support and retain racially and linguistically diverse and culturally competent administrative, instructional and support personnel, and shall provide professional development to strengthen employees' knowledge and skills for eliminating racial and ethnic disparities in achievement. Additionally, in alignment with the Oregon Minority Teacher Act, the District shall actively strive to have our teacher and administrator workforce reflect the diversity of our student body.
- D. The District shall remedy the practices, including assessment, that lead to the over-representation of students of color in areas such as special education and discipline, and the under-representation in programs such as talented and gifted and Advanced Placement.
- E. All staff and students shall be given the opportunity to understand racial identity, and the impact of their own racial identity on themselves and others.
- F. The District shall welcome and empower families, including underrepresented families of color (including those whose first language may not be English) as essential partners in their student's education, school planning and District decision-making. The District shall create welcoming environments that reflect and support the racial and ethnic diversity of the student population and community. In addition, the District will include other partners who have demonstrated culturally-specific expertise -- including government agencies, non-profit organizations, businesses, and the community in general -- in meeting our educational outcomes.

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<sup>2</sup> Glenn Singleton and Curtis Linton *Courageous Conversations About Race*, p. 46 (2006)

The Board will hold the Superintendent and central and school leadership staff accountable for making measurable progress in meeting the goals. Every Portland Public Schools employee is responsible for the success and achievement of all students. The Board recognizes that these are long term goals that require significant work and resources to implement across all schools. As such, the Board directs the Superintendent to develop action plans with clear accountability and metrics, and including prioritizing staffing and budget allocations, which will result in measurable results on a yearly basis towards achieving the above goals. Such action plans shall identify specific staff leads on all key work, and include clear procedures for district schools and staff. The Superintendent will present the Board with a plan to implement goals A through F within three months of adoption of this policy. Thereafter, the Superintendent will report on progress towards these goals at least twice a year, and will provide the Board with updated action plans each year.

References: "The State of Black Oregon: (The Urban League of Portland 2009); "Communities of Color in Multnomah County: An Unsettling Report" (Coalition of Communities of Color/Portland State University 2010); The Economic Cost of the Achievement Gap (Chalkboard Project 2010); The Hispanic/White Achievement Gap in Oregon (Chalkboard Project 2009); A Deeper Look at the Black-White Achievement Gap in Multnomah County (Chalkboard Project 2009); ORS 342.433.

## **Exhibit B**

### **OFFICE OF EQUITY**

#### **DRAFT WORK PLAN**

1. The Office will apply the definition and vision of equity from The Portland Plan. It will direct and evaluate City equity policy and coordinate an implementation strategy for the Equity Initiative Recommendations of The Portland Plan.
2. The Office will build collaborative relationships with other bureaus, while maintaining accountability for elevating equity as a standard practice of business for the City.
3. The Office will work, including working with the Diversity Development/Affirmative Action office, Title VI Civil Rights, Title II ADA, Disability program in the Office of Neighborhood Involvement, and the Office of Management and Finance and other departments as appropriate to create a comprehensive data collection and tracking system.
4. The Office will review City policies and programs for consistency with equity goals and monitor City equity activities. It will provide guidance, education and technical assistance to other bureaus on sustainable methods to build capacity in achieving equitable outcomes and service as outlined in The Portland Plan.
5. The Office will establish priorities, goals, objectives, and timelines for its work. These will include an initial focus leading with race/ethnicity, and working on issues of disability. Creation of a city-wide and/or region-wide initiative to eliminate disparities and promote social justice is needed. The Office will join with work already under way in this regard, as capacity becomes available.
6. The Office will build on and learn from previous equity-building work.
7. The Office will establish reasonable and attainable metrics to advance the City's equity goals, using available tools and developing new implementation mechanisms as needed.
8. The Office will develop and maintain a relationship of transparency and accountability with the community on equity initiatives.
9. The Office will work to use resources efficiently and coordinate the existing equity-related initiatives and work to avoid duplication of effort or leaving urgent needs unmet. It will coordinate with external institutions, agencies, businesses, and community equity initiatives.
10. The Office will establish an advisory system with community members and City staff, to provide recommendations, partner in the work, and uphold accountability on equity matters.



## **ORDINANCE No.**

Create the Office of Equity, establish Council intent and approve initial work plan (Ordinance; add Code Chapter 3.130)

The City of Portland ordains:

Section 1. The Council finds:

1. The equity vision in the Portland Plan (subject to final approval by City Council) that declares a vision for Portland where:
  - a. All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, a healthy natural environment, efficient public transit, parks and green spaces, decent housing and healthy food;
  - b. The benefits of growth and change are equitably shared across our communities, and no one community is overly burdened by our region's growth.
  - c. All Portlanders and communities fully participate in and influence public decision-making; and
  - d. Portland is a place where your future is not limited by your race, ethnicity, gender, sexual orientation, disability, age, income, where you were born or where you live.
2. Equity exists when everyone has access to opportunities necessary to satisfy essential needs, advance their well-being, and achieve their full potential. Equity is both the means to healthy communities and an end that benefits us all. We all are interconnected – as individuals within a community, and communities within society. All communities need the ability to shape their own present and future.
3. Assuring equity and equal opportunity is a priority of the Portland City government. City leaders, bureaus and staff are committed to providing excellent services and opportunities to every Portlander.
4. The Council declares:
  - a. Portland is becoming more diverse. Communities of color and immigrant and refugee communities are growing. Today, approximately 1-in-2 students in Portland's public schools are students of color.

- b. Demographic data presented by the Urban League of Portland's State of Black Oregon (2009), and the Coalition of Communities of Color's Communities of Color in Multnomah County: An Unsettling Profile (2010), shows that racial and ethnic disparities are pervasive and worsening over time. In poverty, employment and education measures, Portland's communities of color have outcomes between 15% and 20% worse than white communities.
- c. Demographic data presented by the Portland Commission on Disability demonstrates that significant disparities for persons with disabilities, including 80% of persons with intellectual or mental disability have been sexually assaulted; persons with disabilities are twice as likely to be earning \$15,000 or less annually. The national average unemployment rate for persons with disabilities is 18%, though many sources report it may be as high as 70% for persons living outside of institutions. (Oregon Office of Investigations and Training annual reports (2003-2010); the Attorney General's Sexual Assault Task Force findings (2009); Final Report, Best Practices for the Employment of People with Disabilities in State Government, Equal Employment Commission (2005); and the National Adult Protective Services Association's National Inventory 2008-2010).
- d. Data presented by the Coalition for a Livable Future's Regional Equity Atlas (2007) highlights demographic disparities across the Metro region, and shifts in location of poverty and residences of communities of color between 1990 and 2000,
- e. The City recognizes the need to eliminate disparities based on race, ethnicity, national origin, English language proficiency, gender, gender identity, sexual orientation, religion, socio-economic status, source of income, geographic location of residence, familial status, disability, age, physical and mental illnesses, and other factors.
- f. Data indicates that racial and ethnic disparities and those for people with disabilities are vast across all indicators, supporting the need for the City to lead with race and ethnicity as a starting focus, and also for disabilities to be an initial priority for the City and the Office of Equity.
- g. Equity will be a key priority internally, and in the City's work with partners in government, private businesses, non-government organizations, academia and each community member.
- h. 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.

- i. Working toward equity requires an understanding of historical contexts, and active investment in social structures over time so that that all communities can experience their vision of success.
- j. Achieving equity will require communication and collaboration with the cities, counties, and school districts of our region that serve as the primary structures for managing how resources are divided and how public services are provided.
- k. The Portland Public Schools Educational Equity Policy, Policy 210.010-P, attached as Exhibit A, is a good example of a governmental equity policy designed to address racial disparities
- l. Advancing equity for all Portlanders will require coordination with other equity work in not only in government, but also in private business, non government organizations, academia, and community groups, and the media
- m. Economic development and job creation are essential to achieving equity.
- n. Advancement of equity may require resources to be shifted and reallocated.
- o. The City recognizes the need for the Office of Equity to work with the City Attorney's Office to help meet the City's legal obligations to protect and advance the civil rights of all persons, and to ensure that equity-related initiatives and implementation strategies are legally supportable.
- p. The Portland City Council is committed to ensuring the Office of Equity is strategically positioned within City government to coordinate between City Bureaus, foster accountability, and help the City become a leader in achieving equitable outcomes and eliminating disparities.

NOW, THEREFORE, the Council directs:

- a. It is the intent of the City Council to achieve equity in City government policies and practice.
- b. The Office of Equity will provide leadership and coordination in facilitating systemic training, change and accountability to achieve equity in City government.
- c. The Office of Equity will work with all bureaus to eliminate disparity in City policies, processes, decisions and resource allocations; and with other governments, private businesses, non-government organizations,

academia and each community member to achieve measurable results reducing disparities within the City and throughout the community.

- d. The draft work plan for the Office of Equity attached as Exhibit A is an outline of the potential work of the Office. The Office of Equity will finalize an initial work plan after it is staffed and begins operations.
- e. The Commissioner in Charge will provide a progress report to Council and the community within six months from the date of adoption of this Ordinance. This report will include the structure of an advisory system for the Office of Equity, including community members and City staff
- f. The Commissioner in Charge will request the Bureau of Human Resources to take actions to establish the Office of Equity Director classification, upon adoption of this ordinance.
- g. Portland City Code is **amended** by adding a new chapter to create the Office of Equity as follows:

#### **3.130.010      Creation and Organization**

There is established the Office of Equity. The Office of Equity shall consist of the Director and such other employees as the Council may provide. The Director shall report to the Commissioner in Charge.

#### **3.130.020      Purpose**

The purpose of the Office of Equity is to promote equity and address disparities within City government, and to work with community partners to promote equity and inclusion within Portland and throughout the region, producing measurable improvements and disparity reductions.

#### **3.130.030      Director's Powers and Duties**

The duties of the Director of the Office of Equity include, but are not limited to:

- A. Overall administration of the Office and supervision of its staff;
- B. Implementing the policy directives of the City Council and the Commissioner in Charge;
- C. Developing an annual work plan to organize and prioritize the work of the Office.
- D. Working with all City bureaus, offices, boards and commissions, as well as regional partners in government, business and the community, to increase equitable outcomes and reduce disparities.

- E. Recommending implementation strategies, accountability mechanisms, evaluation standards, and specific actions to the City Council that will achieve the goals of the Portland Plan Equity Initiative, and other equity policies adopted by City Council.
- F. Providing reports to Council and the community annually and as indicated.

Passed by the Council:

**LaVonne Griffin-Valade**  
Auditor of the City of Portland  
By

Mayor Adams/Commissioner Fritz  
Prepared by: Tom Bizeau  
Date Prepared: August 25, 2011

Deputy

SEE SUBSTITUTE  
184880Agenda No.  
**ORDINANCE NO.**

Title

Create the Office of Equity, establish Council intent and approve initial work plan (Ordinance); add  
Code Chapter 3.130)

<b>INTRODUCED BY</b> Commissioner/Auditor: <b>Mayor Adams</b> <b>Commissioner Fritz</b>	CLERK USE: DATE FILED <u>AUG 26 2011</u>
<b>COMMISSIONER APPROVAL</b> Mayor—Finance and Administration - Adams <i>[Signature]</i> Position 1/Utilities - Fritz <i>T. B. [Signature]</i> Position 2/Works - Fish Position 3/Affairs - Saltzman Position 4/Safety - Leonard	LaVonne Griffin-Valade Auditor of the City of Portland By: <i>[Signature]</i> Deputy ACTION TAKEN:
<b>BUREAU APPROVAL</b> Bureau: Bureau Head:	
Prepared by: Sara Hussein Date Prepared: 8/25/11	
Financial Impact & Public Involvement Statement Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/>	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	
Council Meeting Date <b>August 31, 2011</b>	
City Attorney Approval: required for contract, code, easement, franchise, comp plan, charter <i>[Signature]</i>	

<b>AGENDA</b>
<b>TIME CERTAIN</b> <input checked="" type="checkbox"/> <b>Start time: 6:00 PM</b> <b>Total amount of time needed: 2 hrs</b> (for presentation, testimony and discussion)
<b>CONSENT</b> <input type="checkbox"/>
<b>REGULAR</b> <input type="checkbox"/> <b>Total amount of time needed: _____</b> (for presentation, testimony and discussion)

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
		YEAS	NAYS
1. Fritz	1. Fritz		
2. Fish	2. Fish		
3. Saltzman	3. Saltzman		
4. Leonard	4. Leonard		
Adams	Adams		