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City of Portland Human Rights Commission

Strategic Plan 2012-2015



Approved at the Human Rights Commission meeting of July 11, 2012

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City of Portland Human Rights Commission

The Human Rights Commission advocates for and takes positive action toward eliminating discrimination, racism, and bigotry; strengthening intergroup relationships; and fostering greater understanding, inclusion, and justice for those who live, work, study, worship, travel, and play in the City of Portland. The work of the Commission is guided by the United Nations Universal Declaration of Human Rights and other international, national, state, and local principles of human and civil rights.

The Human Rights Commission is appointed by the Portland City Council. Members are volunteers who work without compensation. Current members are:

> Allan Lazo, Chair Kyle Busse, Vice-Chair Moloy K. Good Emily G. Gottfried Ashley Horne Héctor López Abdul Majidi Stephen Manning Donna D. Maxey Christine Rontal Damon Isiah Turner Donita Fry Deyalo Bennette Mayra Arreola Aimee Krouskop

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City of Portland Human Rights Commission

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The Portland Human Rights Commission works to eliminate discrimination and bigotry, to strengthen inter-group relationships, and to foster greater understanding, inclusion, and justice for those who live, work, study, worship, travel, and play in the City of Portland. In doing so, the Commission is guided by the principles embodied in the United Nations Universal Declaration of Human Rights.

Since its inception in 2008, the Commission has taken an active role in promoting dialogue about human rights and in shaping public policies and government practices concerning human rights. In addition to Commission actions, two committees—the Community and Police Relations Committee and the Committee for Inter-Group Understanding—have been powerful advocates for change.

In April 2012, the Commission embarked on a strategic planning process to define its strategy, focus, and direction over the next three years. The strategic planning process was built on the foundation of participation and capitalized on the Commission's strengths, opportunities, and aspirations.

The Strategic Plan is organized around four primary strategies:

Discovery Strategy — The process of discovery is composed of the collective efforts to identify and assess human rights issues in the City of Portland. Discovery uses the tools of formal assessment: aggregating and synthesizing existing data, monitoring the community landscape, and convening communities to gather information about human rights issues. The Human Rights Commission, in partnership with the community, will prioritize and act on the findings of this discovery strategy to strengthen human rights in Portland.

Visibility Strategy — Visibility is a strategy that coordinates efforts and activities that promote and communicate an understanding of human rights issues in the City of Portland and the role, activities, and accomplishments of

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the Human Rights Commission. Visibility as a strategy is a coordinated and systematic approach to using principles of marketing, communications, social media, and public relations with the goal of promoting human rights and the Human Rights Commission. Visibility also includes using personal and organizational connections and partnership development to leverage the collective voice for human rights in Portland.

Education Strategy — Education as a strategy includes all Human Rights Commission activities that create deeper understanding of human rights issues in the City of Portland and that endeavor to effect change in community and public institutional norms. Education is a proactive and priority-driven approach to building and changing the knowledge, attitudes, programs, and policies of the community related to specific human rights issues.

Advocacy Strategy — Advocacy as a strategic focus for the Human Rights Commission has the clear purpose of creating systems change. Advocacy represents collective actions to identify political and policy solutions to address human rights issues. Advocacy, whether initiated from within the Commission or driven by the community, will become increasingly more important as a measure of the effectiveness and strength of the Commission.

Organizational Structure

As part of this strategic planning process, the Human Rights Commission examined best practices of other citizen commissions in search of organizational and practice improvements. Out of this process came a redesign the Commission's operating and committee structure to promote efficiency and accountability.

The history of the Human Rights Commission suggests that the effectiveness of the Commission is based on its ability to respond rapidly to emergent events and to create a flexible structure that adapts to a rapidly changing environment. Further, one of the core strengths of the Commission is the convening of commissioners and community partners with complementary cross-disciplinary skills. For example, convening a team that includes members with legal expertise, political savvy, communications skills, and community organization skills led to an effective focus on human trafficking, and that focus is moving from awareness and education to policy recommendations.

In this context, moving away from a hierarchical committee structure and toward a functional committee structure will strengthen the effectiveness of the Commission. Borrowing concepts from the literature on matrix management, the Commission structure centralizes decision making at the Commission level and distributes the work to functional committees.

Accountability and Transparency

The Human Rights Commission has a commitment to acting with a high degree of accountability and transparency both to the Office of Equity and Human Rights and to the community. To this end, the Commission will provide: (1) routine communications to the community; (2) semiannual public briefings for citizens, community leaders, media, elected officials, and City office and bureau staff; and (3) annual reports to City Council.

The Strategic Plan that was approved at the HRC monthly meeting on July 11, 2012.

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I. Background

HRC History

Portland has a history of having a human relations entity. The first commission was founded in 1948 as the Inter-Group Relations Commission and later became the Portland Human Relations Commission. In 1978, the Portland Commission became the Metropolitan Human Relations Commission (MHRC) when its jurisdiction was expanded to include Multnomah County. The MHRC saw its ups and downs until its final demise in 2003, when, as a program of the Office of Neighborhood Involvement, it was cut from the budget.

In 2006–2007, research was conducted to assess the need for a new commission and to recommend a model for the reconstitution of a human relations entity for the City of Portland.¹ Subsequently, the City passed Ordinance No. 181670 to create the Office of Human Relations and the Human Rights Commission (HRC) in March 2008. The HRC was first convened on November 5, 2008. Then-Mayor Tom Potter described the work of the Commission as "critical to the success and well-being of our community."²

Ordinance No. 184880, effective September 21, 2011, reorganized the Office of Human Relations and created the new Office of Equity and Human Rights (OEHR). In part, the establishment of the OEHR was driven by the Portland Plan's "Framework for Equity."³ Quoting from the document, "The Office of Equity and Human Rights will be a critical implementer of the Portland Plan and will work closely with the Portland Commission on Disability and the Portland Human Rights Commission throughout the implementation of the Portland Plan."

HRC Accomplishments in Brief

Since its inception, the Human Rights Commission has taken an active role in promoting dialogue about human rights and in shaping public policies and government practices concerning human rights. In addition to Commission actions, two of its committees have been powerful advocates for change.

The Community and Police Relations Committee (CPRC) convened in July 2009 and continue to bring together members of Portland's diverse communities and its police officers to improve community and police relations, further an authentic community policing culture, and promote dignity, understanding, and respect in police and community interactions.

The Committee for Inter-Group Understanding (CIGU) was inspired by Archbishop Desmond Tutu's lifelong work on reconciling communities. CIGU worked to build peace and understanding among groups that have had deeply rooted conflict and honored the need for healing the historic and current harms of injustice and oppression.

The following timeline presents the major achievements of the Human Rights Commission.

July 2012

HRC Timeline

2009 Accomplishments	
The HRC cosponsored a public	The HRC provided human rights policy analysis for City Council on the human rights implications of the DREAM Act for Portland citizens and possible actions of local jurisdictions.
forum and media event titled	
"Speak Out Against Hate."	
This forum was in response to a school-based hate crime.	
	The HRC began work on the Inter- Group Dialogue Program, leading to a successful series of dialogues on race and racism and fostering understanding among different racial and ethnic communities. The work of the Inter-Group Dialogue Program continues now as a city program within the Office of Equity and Human Rights.
The HRC convened to further	
authentic community policing and has been successful	
in shaping department	
policies and procedures.	

2010 Accomplishments

2010 Accompnishments	_
The HRC provided testimony against passing the Sidewalk Management Ordinance, based on principles in the United Nations Universal Declaration of Human Rights. The HRC participates in ongoing evaluation of the impacts of this ordinance.	The CPRC gathered information from the Portland Police Bureau and the Multnomah County Sheriff's Office, and held a public hearing on the interplay between local law enforcement and Immigration and Customs Enforcement (ICE). Recommendations have been distributed to the Sheriff and City Council. Members of the CPRC will continue to meet with the Sheriff to assist with implementation.
On behalf of Commissioner Randy Leonard's office, the HRC provided member representation on the Police Oversight Stakeholder Committee, convened to provide additional recommendations on police oversight in developing City Ordinance No. 184880.	The HRC provided human rights policy analysis for City Council on the human rights implications for Portland citizens of Homeland Security's Secure Communities Program and the interplay between local law enforcement and ICE.

July 2012

<i>The Oregonian</i> published an HRC op-ed piece on freedom of religion, highlighting support of Somali Americans and Muslims in our community and the importance of community dialogue. This was part of the HRC's participation in the international celebration of Human Rights Week.	The HRC provided a press statement read at the Secure Communities Initiative press conference in support of the National Day of Action Against SB 1070, requiring local law enforcement agencies in Arizona to enforce federal immigration law.
2011 Accomplishments The CPRC provided a detailed report to the Portland Police Bureau, outlining recommendations for improving the Bureau's use-of-force policy.	The HRC coordinated a public hearing on issues regarding Portland's participation in the Joint Terrorism Task Force to make a recommendation to City Council. The HRC provided member representation on the Office of Equity and Human Rights' Creation Committee about restructuring the OEHR and selecting a new director.

In partnership with the United Nations Association of Portland, the HRC cosponsored a Human Rights Day event, engaging community members and local policy makers on local legislative issues relative to human rights.	The CPRC established a seven- member subcommittee to plan a Portland Police Bureau–wide, multisession training about systemic racism and its impacts.
reconciliation, "Touchstones of Hope: Truth, Healing, and Reconciliation as a Way to Address Historical Trauma."	The HRC provided substantive analysis of the Portland Plan draft and presented recommendations to the Portland Plan committee.
2012 Accomplishments	The HRC's HTTF continued to raise the profile of human trafficking in Portland by cosponsoring a community forum to raise awareness of the issue.
The CIGU hosted a series of Race Talks and cosponsored a housing discrimination bus tour to help the state and local leaders and community members understand the history of discrimination in Portland.	

II. Summary of the 2012 Strategic Planning Process

After a competitive Request for Proposal process, the Human Rights Commission selected Facilitation & Process, LLC, to assist in facilitating a strategic planning process to define the strategy, focus, and direction of the Commission over the next three years. The strategic planning process was designed on the foundation of participation and built on the Commission's strengths, opportunities, and aspirations. The planning process included the following stages conducted over an intense twelve-week period:

• Discovery

Through one-on-one interviews, an online survey, a review of historical Human Rights Commission documents, and a review of strategic plans of Human Rights Commissions in other cities and states, a broad outline of strategic priorities was developed. A summary of the assessment was presented to Commission members.

• Design

Following the discovery process, a one-day HRC retreat was held to begin designing this plan. Over the course of the day, through subsequent online surveys, and at a second meeting of the Commission, the Commissioners designed a program framework and developed a supporting operational structure to serve as a basis for the plan.

• Development

Over the next eight weeks, the Commission developed a formal written Strategic Plan that was approved at the HRC monthly meeting on July 11, 2012.

III. Human Rights Commission Strategic Plan

The Compelling Social Need

A compelling mandate called into existence the current Human Rights Commission, as the opening words of the "Findings and Recommendations Report: Creation of a Human Relations Entity" suggest:

In Portland, Oregon in 2007, we have no human rights entity that holds us accountable for fulfilling our commitments under the Universal Declaration of Human Rights. The year 2008 is the 60th anniversary of the adoption of the Universal Declaration of Human Rights, and it is also the 60th anniversary of the founding of Portland's first human rights entity—the Portland Inter-Group Relations Commission. It is fitting that in 2008 the City of Portland recognize these two important events and accepts its responsibility for ensuring human rights for all, by creating the Human Rights Commission of the City of Portland.⁴

Following the "Findings and Recommendations" report, Portland's elected officials made the Commission a reality. The Human Rights Commission was established to address the compelling lack of focus on human rights in public policy. Today, nearly three years later, the Commission continues to advocate for human rights in the policy conversations about Portland's present and its future.

Over the past three years, a collaboration of more than twenty municipal, regional, and community agencies and organizations, with extensive community input, developed a vision for Portland that spans the next two decades. The 164-page Portland Plan was adopted by the Portland City Council through Resolution No. 36918, as amended, on April 25, 2012. Equity serves as one of the foundations of the Portland Plan, and the compelling social need to foster and work toward equity is stated at the outset of the report:

Advancing equity must be at the core of our plans for the future. Portland is becoming a more racially, ethnically and age diverse city with more newcomers. At the same time, Portland's diverse communities have not had, and many still do not all have, equitable access to opportunities to advance their well-being and achieve their full potential. Greater equity in the city as a whole is essential to our long-term success. Equity is both a means to a healthy, resilient community and an end from which we all benefit.⁵

City Ordinance No. 184880, which established the Office of Equity and Human Rights, recognizes the Portland Plan as providing a guiding principle for the Human Rights Commission. Identifying equity as core to Portland's future is to be applauded, as is the inclusion of a specific action plan to address the inequities that are present and endemic. However, the concept of civil rights appears in the Plan on only four of its 164 pages, and human rights as a specific construct is absent from the document. Also absent from the Portland

It must be underscored that the absence of human rights as a focus of the Portland Plan highlights the compelling need for a strong, independent Human Rights Commission. Plan are any references to human rights issues that the community has been wrestling with, including police use of force, racial profiling, human trafficking, and gender and sexual orientation bias and violence. Equity and civil rights are a subset of concerns addressed by a human rights agenda.

This Strategic Plan is organized to identify, frame, and appropriately address the human rights concerns of all citizens who live, work, study, worship, travel, and plan in the City of Portland. The Commission identifies that the work of promoting equity is a crucial part of the promotion and protection of human rights, but as a construct it is not fully comprehensive of human rights. Furthermore, Portland will be prosperous only as it identifies, prioritizes, and addresses the root causes of inequity, many of which are grounded in human rights lapses and violations. Therefore, moving forward, the Human Rights Commission seeks to establish an aggressive mission, priorities, and supporting strategies to promote the Portland Plan's "Framework for Equity," as well as to promote current human rights issues not mentioned in the Plan, above and beyond compliance with legislated civil rights mandates.

Moving forward, the Commission will establish an aggressive mission, priorities, and supporting strategies to expand the Portland Plan's "Framework for Equity." This Strategic Plan is organized to identify, frame, and appropriately address the human rights concerns of all citizens who live, work, study, worship, travel, and play in the City of Portland.

HRC Mission

The Human Rights Commission works to eliminate discrimination and bigotry, to strengthen inter-group relationships, and to foster greater understanding, inclusion, and justice for those who live, work, study, worship, travel, and play in the City of Portland. In doing so, the Commission is guided by the principles embodied in the United Nations Universal Declaration of Human Rights.⁶

HRC Vision

The Human Rights Commission envisions our collective action that creates equity, justice, and human rights for all as part of the core fabric of our community.

HRC Model of Change

The Human Rights Commission embraces four priority strategies and organizes its collective efforts to develop, implement, and evaluate core activities that will assist our community to build peace and end discrimination (Figure 1). Each of the priorities and supporting activities is designed to address one or more of the components of the HRC mission, specifically: eliminating discrimination and bigotry, strengthening inter-group relationships, and fostering greater understanding, inclusion, and justice for all of our community.

The following section of the Strategic Plan details the four strategies and activities that operationalize the model for change. It is recognized that the delineation of separate strategies is artificial and that all four strategies are interrelated and build upon each other. To ensure success, the Commission will create a flexible organizational structure that is project-based and adaptive to the changing community environment.

	rigure 1. numan kignis commission Mode	ei for Change	
Discovery	 Collect & synthesize data Prioritize issues & allocate resources Solicit human rights concerns from the community Partner to create a process to address data gaps 		
Visibility	 Create & implement a comprehensive communications plan Make HRC work transparent & accessible to the community Meet routinely with community & partners 	Awareness Engagement	Eliminate discrimination Strengthen inter-group
Education	 Educate policy makers Outreach to community leaders Maintain a knowledge base of resources 	Actions	relationships Foster inclusion & justice
Advocacy	 Monitor data and act on needs Create strong connections to political leaders Actively engage in the policy-making process Partner with the community to change policies 		
RATEGIES "	ACTIVITIES ME	ASURES	• OUTCOMES

Figure 1. Human Rights Commission Model for Change

Strategic Plan 2012-2015

HRC Core Strategies

Discovery Strategy —

The process of discovery is composed of the collective efforts to identify and assess human rights issues in the City of Portland. Discovery uses the tools of formal assessment, aggregating and synthesizing existing data, monitoring the community landscape, and convening communities to gather information about human rights issues. The Human Rights Commission, in partnership with the community, will prioritize and act on the findings of this discovery strategy to strengthen human rights in Portland.

Rationale

As the Portland Plan and other data sources amply illustrate, the data related to racial disparities in our community are staggering. Further, under-reported data on various topics—police use of racial profiling,⁷ the disproportionality of young people of color in the justice, child protective service, and foster care systems,⁸ and human trafficking,⁹ to name but a few—are all human rights issues that transcend the data in the Portland Plan. To have a significant impact on promoting and protecting human rights, we need to actively identify human rights issues, develop an understanding of them, and prioritize and act on them.

Priority Activities

- Systematically collect and synthesize data related to community-based human rights issues, and create a framework for prioritizing the issues to support the allocation of resources (time, money, and human capital) to address emerging priority issues.
- Create an ongoing and proactive forum that encourages communitydriven human rights issues to be brought to the Commission, and develop strategies to address them.

• In partnership with Office of Equity and Human Rights and other community stakeholders, develop and implement a systematic discovery process for areas where substantive gaps in data exist.

Progress Measures and Outcomes

- Track and report on the outcomes of data collection and other discovery activities such as position papers written, policies advocated, and education and outreach developed.
- Report on the growing inventory and curating of data relevant to monitoring human rights issues for the City of Portland.

Visibility Strategy —

Visibility is a strategy that coordinates efforts and activities that promote and communicate an understanding of human rights issues in the City of Portland and the role, activities, and accomplishments of the Human Rights Commission. Visibility as a strategy is a coordinated and systematic approach to using principles of marketing, communications, social media, and public relations with the goal of promoting human rights and the Human Rights Commission. Visibility also includes using personal and organizational connections and partnership development to leverage the collective voice for human rights in Portland.

Rationale

The absence of the substantive inclusion of the Human Rights Commission in the Portland Plan is emblematic of the lack of understanding on the part of policy makers, community partners, and the larger community. It is clear that too many in our community do not know about the Commission or what role it plays in fostering an understanding of and advocating for policy change related to human rights. Creating community awareness of the Commission and an understanding of its role is the first step in creating a stronger leadership role and voice for the Commission. Increasing the visibility of the Commission is the precursor to substantive action to promote human rights.

Priority Activities

- Create and implement a comprehensive communications plan that includes both ongoing and rapid response communications that address branding, messaging, technology, and communications platform, as well as supporting policies and procedures for managing communications.
- Create a process and supporting tools to make the work of the Commission transparent and accessible to the community including: a web-based hub of information and resources, a supporting social media presence, and community-centric and place-based meetings of the Commission.
- Strengthen the regular meeting structures that proactively engage civic leaders, elected officials, community leaders, and the broader community.

Progress Measures and Outcomes

- Track and report on the number and types of media coverage of the Commission and its programs.
- Demonstrate a quantitative increase in the number of community members and organizations engaging with the Commission through outreach, education, and social media (such as Facebook and Twitter), and supporting HRC advocacy initiatives.

Education Strategy —

Education as a strategy includes all Human Rights Commission activities that create deeper understanding of human rights issues in the City of Portland and that endeavor to effect change in community and public institutional

norms. Education is a proactive and priority-driven approach to building and changing the knowledge, attitudes, programs, and policies of the community related to specific human rights issues.

Rationale

As Brazilian educator Paulo Freire taught, true education is meaningless unless it is the basis for action and change.¹⁰ Since its inception, the Human Rights Commission has held a strong practice base of engaging the community through dialogue and education, as evidenced by the successful inter-group dialogue process that has been adopted by several community-based organizations and the Office of Equity and Human Rights. In this Strategic Plan, the Commission will not only maintain a focus on educating the community through dialogue and training events but will seek to engage the community in the process of systems change. By building a critical consciousness about human rights issues, the Commission will be positioned to partner with the community in a servant-leadership role advocating for change.

Priority Activities

- Create and implement an internal education process to assist in building a strong understanding of human rights within the Office of Equity and Human Rights, within other City offices and bureaus, and among elected officials and their staff members.
- Create and implement an external education process to assist in building a strong understanding of human rights in the community, with a specific focus on working with communities and community leaders capable of leveraging education in the process of advocacy and change.
- In partnership with the Office of Equity and Human Rights and other community stakeholders, establish and maintain a centralized knowledge base of community resources, events, tools, data, avenues for involvement, and other materials that support the self-education of citizens related to human rights issues.

Progress Measures and Outcomes

- Track and report on the number and types of community outreach and educational events sponsored or cosponsored by the HRC.
- Create and report case studies of community or institutional change resulting from the community outreach and educational events.

Advocacy Strategy —

Advocacy as a strategic focus for the Human Rights Commission has the clear purpose of creating systems change. Advocacy represents the collective actions to identify political and policy solutions to address human rights issues. Advocacy, whether initiated from within the Commission or driven by the community, will become increasingly more important as a measure of the effectiveness and strength of the Commission.

Rationale

Although the Portland Plan includes several direct action areas related to equity and supports a human rights agenda, there are large human rights issues for which the Human Rights Commission must serve as the convener, facilitator, and voice for change. Advocacy as a strategy will at times mean working in partnership with the Office of Equity and Human Rights and with elected Portland officials, or if the civic leaders are reluctant to pursue change, they will find the Commission aligned with the community to speak truth to power. Without change, all of the efforts of the Commission are a diversion of scarce time, money, and human capital. This reality makes the pursuit of advocacy paramount to this Strategic Plan.

Priority Activities

- Referencing both the Portland Plan and other human rights issues, routinely monitor data and community events to ensure that the focus of the Commission remains on defined, priority human rights issues.
- Create and implement strong internal and external partnerships with civic leaders, elected officials, community-based organizations, and citizens for the purpose of mobilizing a broad coalition of support to advocate for policies that support significant systems change related to priority human rights issues.
- Identify proactive and measurable human rights policy objectives, and create supporting advocacy campaigns to achieve the objectives.

Progress Measures and Outcomes

- Track and report on the number of community partnerships in which the Commission participates for the purpose of advocating for policy change.
- Track and report on the number of policy initiatives undertaken and the resultant changes in public policy and/or changes in government organizational policies and/or procedures.

IV. Organizational Structure

As part of this strategic planning process, the Human Rights Commission examined best practices of other citizen commissions in search of organizational improvement strategies. This review led to a redesign of the Commission's operating and committee structure to promote efficiency and accountability.

Operating Structure

Core to the strategic planning process, several changes have been incorporated into the operational design of the Commission. These include:

• Recruit committed citizens representing the diversity of Portland.

As the Human Rights Commission is only as strong as the members serving on it, there is a need to ensure that recruitment efforts strive for community representation. In addition, a strong new member orientation program is needed, and must include leadership development and mentoring opportunities.

• Focus the Human Rights Commission's efforts on doing fewer things, and doing them well.

Rather than creating an operational structure that addresses every facet of human rights in our community, the Commission has created a flexible structure that focuses on the core ongoing functions of the Commission and addresses emerging issues through the creation of ad hoc committees.

• Create a partnership between Human Rights Commission members and the Office of Equity and Human Rights staff members.

To be successful, the Commission must develop a proactive partnership with the Office of Equity and Human Rights staff. Creating stronger July 2012

partnerships is being driven by the reorganization that resulted in the creation of the new OEHR.

• Strengthen governance and decision making.

The final practice that informs the reorganization of the Commission is to consider how the work of the Commission is managed by decentralizing governance and decision making through the redesign of the committee structure.

Based on these practices and principles, the Commission will create an organizational structure that can support the development of strategic priorities and activities to promote a robust human rights agenda for Portland.

Commission Structure

To support the implementation of this Strategic Plan, the Human Rights Commission will require a redesigned organization of members into stronger functional committees. The organizational structure of the Commission will include the support of an Executive Committee and functional committees that meet on a regular basis to develop, implement, and monitor strategic focus areas, as illustrated in Figure 2.

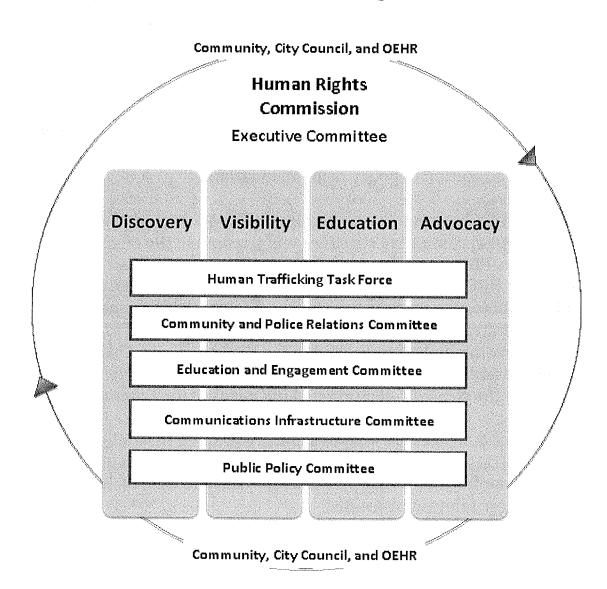


Figure 2. Human Rights Commission Organizational Structure

Rationale

The history of the Human Rights Commission suggests that its effectiveness is based on its ability to respond rapidly to emergent events and to create a flexible structure that adapts to a rapidly changing environment. Further, one of the core strengths of the Commission is the convening of commissioners and community partners with complementary cross-disciplinary skills. For example, convening a team that includes members with legal expertise, political savvy, communications skills, and community organization skills led to an effective focus on human trafficking, and that focus is moving from awareness and education to policy recommendations.

In this context, moving away from a hierarchical committee structure and toward a functional committee structure will strengthen the effectiveness of the Commission. Borrowing concepts from the literature on matrix management,¹¹ HRC structure centralizes decision making at the Commission level and distributes the work to functional committees. As a general rule, the functional committees develop and execute workplans, as well as provide analyses and recommendations related to the HRC functions. These committees are advisory, not decision-making, bodies and convene to execute tasks and serve the strategic decision-making needs of the Commission.

The functional committees are adaptive and are granted the ability to shift priorities and strategies in response to the changing environment. The core to the functional committees is that they convene, act, and then disband when they are no longer relevant or needed.

They also may include outside advisors, citizens, and OEHR staff members to more effectively develop and execute their plans. The size of committees and frequency of their meetings will expand and contract as their focus and workload change. It should also be noted that the functional committees are designed to incorporate a focus on the four priority strategies of the Human Rights Commission—*discovery*, *visibility*, *education*, and *advocacy*. Based on the nature and operating procedures of the functional committees, careful attention will be paid to ensuring that the committees are transparent and accountable to the Commission, the OEHR, and the community at large.

The Community, City Council, and the Office of Equity and Human Rights

The metaphor that embodies the ethos of the Human Rights Commission is one that places the community, elected City officials, and the Office of Equity and Human Rights as the circle of accountability that surrounds the Commission. This circle suggests that the community informs the actions of the Commission and that the actions of the Commission inform the community's actions. This cycle will be successful when founded on a spirit of partnership and driven by a compelling agenda for progress designed to promote peace and end discrimination.

The Human Rights Commission is a volunteer commission whose members are appointed by the Portland City Council. Currently fifteen members serve on the Commission and represent a broad cross-section of Portland's diversity. The Commission receives administrative and program support from the Office of Equity and Human Rights (and did from its predecessor, the Office of Human Relations). The Commission meets the first Wednesday of every month, 4:00 to 6:30 p.m., at the Office of Equity and Human Rights, 421 SW 6th Avenue, Suite 500, Portland, 97204. The meetings are free and open to the public, and fifteen minutes of each meeting are reserved for public comment.

The HRC Executive Committee is currently composed of the Commission Chair, Vice-Chair, and the chairs of all ongoing functional committees. This group meets to plan and discuss the work of the Commission. These meetings are closed to the public. To implement this Strategic Plan, the Executive Committee will take a stronger role as a liaison to the Office of Equity and Human Rights, to elected City officials (and their staff members), and to key community leaders. In addition, the Executive Committee will continue its focus on providing leadership and continuity to the Commission.

Functional Committees

The strategic planning process identified several *existing* and *potential* functional committees to implement the strategic priorities of this plan. An Organization and Operations Ad Hoc committee will be responsible for identifying and operationalizing a final committee structure to address the strategic priorities of this strategic plan.

The work of the Organization and Operations Ad Hoc committee will include considering the design of functional committees to address the needs of the Human Trafficking Task Force (HTTF) and the Community and Police Relations Committee (CPRC), as well as emerging needs to coordinate activities related to education and engagement, communications, and public policy.

Organizational Priority Activities

- Establish the Organization and Operations Ad Hoc Committee to design and implement functional committees to address the strategic priorities of this plan.
- Create a process of dialogue with the Office of Equity and Human Rights to negotiate appropriate staffing, fiscal, and other resources required to facilitate the implementation of this Strategic Plan.
- Create an ad hoc committee to align the Human Rights Commissioner job description, Commission bylaws, and Commission operating procedures to effectively implement the changes in organizational structure and operational priorities of this Strategic Plan.
- Create an ad hoc committee to develop a process to measure the performance of the Commission in implementing and achieving the goals of this Strategic Plan.

Progress Measures and Outcomes

- Negotiate and maintain the annual memorandum of understanding with the Office of Equity and Human Rights to govern the collaboration and available resources that support the Commission.
- Update and publish online the revised bylaws and operating procedures for the Commission.
- Create and maintain archives of all relevant documents (such as meeting minutes and HRC reports) related to the operation and governance of the Commission.
- Implement the accountability and transparency measures.

V. Accountability and Transparency

The Human Rights Commission is committed to acting with a high degree of accountability and transparency both to the Office of Equity and Human Rights and to the community. To this end, the Commission will establish the following practices:

• Routine communications to the community

As embedded in the activities of this Strategy Plan, the Commission will create regular communications channels, such as through the improved use of technology and a greater focus on regular meetings with the community and community leaders. This increased communication will be supported by the ongoing open access to public meetings and the timely distribution of agendas, meeting minutes, and other resources.

• Semiannual briefings

The Commission will host semiannual public briefings for citizens, community leaders, media, elected officials, and City office and bureau staff members to provide an update on Commission activities, progress, and accomplishments. These meetings will be held in venues accessible to the community and will provide a forum through which the Commission might solicit advice.

• Annual reports to City Council

On an annual basis, the Commission will provide a written report on Commission activities, progress, and accomplishments. This annual report will be disseminated to the community and will be accompanied by a briefing to the City Council.

VI. Conclusion

The Commission was premised on the fact that Portland needed a "permanent entity that plays a proactive role in affirming human rights and is charged with addressing discrimination and strengthening inter-group and interpersonal relations so that Portland can truly embody its values of diversity and inclusion."¹² However, it is acknowledged that the HRC operational structure will periodically change based on the shifting political landscape of the City. This Strategic Plan was written during the transition within City government to the newly established Office of Equity and Human Rights. This Plan is designed to bring stability and forward thinking to the Commission. The clear purpose of the Plan is to increase the focus of Portland on both equity and human rights as twin drivers that will decrease discrimination and bigotry, strengthen inter-group relationships, and foster greater understanding, inclusion, and justice for all of our community.

Organizations, with Abbreviations and Jurisdictions

CCFC	Commission on Children, Family, and Community (Multnomah County)
CIGU	Committee for Inter-Group Understanding (Portland HRC; reorganized to EEC)
CIC	Communications Infrastructure Committee (Portland HRC)
CPRC	Community and Police Relations Committee (Portland HRC)
DREAM Act	Development, Relief, and Education for Alien Minors Act (Federal)
EEC	Education and Engagement Committee (Portland HRC)
	Human Relations Commission (Portland; reorganized to MHRC)
HRC	Human Rights Commission (Portland)
HTTF	Human Trafficking Task Force (Portland HRC)
	Inter-Group Relations Commission (Portland; reorganized to Human Relations Commission)
MHRC	Metropolitan Human Rights Commission (Multnomah County; disbanded)
OEHR	Office of Equity and Human Rights (Portland)
	Office of Human Relations (Portland; reorganized to OEHR)
ONI	Office of Neighborhood Involvement (Portland)
	Portland City Council
PPB	Portland Police Bureau
PPC	Public Policy Committee (Portland HRC)

Notes

1. "Findings and Recommendations Report: Creation of Human Relations Entity for the City of Portland," submitted January 3, 2007, Frances Portillo & Lew Frederick, available at

http://www.portlandonline.com/equityandhumanrights/index.cfm?c=50680 &a=227364.

2. Mayor Tom Potter, "Human Rights Commission to Hold First Meeting," Press Release (November 5, 2008), available at <u>http://www.portlandonline.com/equityandhumanrights/index.cfm?c=50680</u> &a=217321.

3. "Making Equity Real: A Framework for Equity," Recommended Draft, March 2012, available at <u>http://www.portlandonline.com/portlandplan/index.cfm?c=56527&a=39203</u> 5; see page 18.

4. "Findings and Recommendations Report," note 1, page 3.

5. The Portland Plan was adopted by City Council through Resolution No. 36918 on April 25, 2012. The Plan, including information about its development and continuing evolution, is available at http://www.portlandonline.com/portlandplan/; see page 4.

6. The United Nations' "Universal Declaration of Human Rights" begins, "All human beings are born with equal and inalienable rights and fundamental freedoms." It was adopted by General Assembly resolution 217 A (III) on December 10, 1948, and is available at

http://www.un.org/events/humanrights/2007/hrphotos/declaration%20_e ng.pdf.

7. For more information, see Portland Police Bureau, "Plan to Address Racial Profiling" (January 2009; updated August 2009), available at http://www.portlandonline.com/police/index.cfm?c=29870&a=230887.

8. A concise overview was prepared by the Multnomah County Commission on Children, Family, and Community, "Disproportionality in Oregon" (no date), available at

<u>http://web.multco.us/sites/default/files/ccfc/documents/disproportionality</u> <u>in oregon.pdf</u>.

9. For more information, see "Modern Slavery in Our Midst: A Human Rights Report on Ending Human Trafficking in Oregon," prepared by the International Human Rights Clinic at Willamette University College of Law (June 2010), available at

http://www.willamette.edu/wucl/pdf/clp/redacted.pdf.

10. Paulo Freire, *Pedagogy of Freedom: Ethics, Democracy, and Civic Courage*, trans. Patrick Clarke (Rowman & Littlefield, 1998).

11. See, for example, Robert C. Ford & W. Alan Randolph, "Cross-Functional Structures: A Review and Integration of Matrix Organization and Project Management," *Journal of Management* 18, no. 2 (June 1992), 267–294, doi:10.1177/014920639201800204.

12. See "Findings and Recommendations Report," note 1, page 4.

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Strategic Plan 2012–2015

City of Portland Human Rights Commission

Building Peace Ending Discrimination

Office of Equity and Human Rights

Dante J. James, Director Commonwealth Building 421 SW 6th Avenue, Suite 500 Portland, Oregon 97204 www.portlandonline.com/equityandhumanrights



City of Portland Human Rights Commission Human Trafficking Task Force

Human Trafficking Task Force Report to the Human Rights Commission July 11, 2012

I. <u>Introduction</u>

Human trafficking is a form of modern-day slavery where people profit from the control and exploitation of others. Human traffickers use violence, threats, lies and other forms of coercion to force people to work against their will in various industries, including the commercial sex trade, domestic service, agriculture and manufacturing. Victims of human trafficking include both children and adults who are coerced or deceived into working under inhumane and exploitative conditions, often with little or no pay. Human trafficking is considered to be one of the fastest growing criminal industries in the world and, in large part due to our location on the I-5 corridor and as a port city, human trafficking is highly prevalent in the City of Portland and surrounding areas.

The City of Portland Human Rights Commission ("HRC") formed the Human Trafficking Task Force ("HTTF") in order to formally address the crisis of human trafficking in the Portland area, to identify steps being taken by law enforcement and the community to address this crisis, and to identify ways in which the HRC may assist in the effort to combat human trafficking. On April 25, 2012, the HRC hosted a Human Trafficking Forum, which brought together experts in the area of foreign-born trafficking. The purpose of the forum was two-fold; (1) to gather information on efforts being made to end human trafficking, particularly in immigrant populations, in and around Portland, and to identify what can be done to make those efforts more effective, and (2) to serve as a launching point for the HTTF and to inform the goals and agenda of the HTTF moving forward.

The Human Trafficking Forum enjoyed enthusiastic participation from members of the law enforcement community, non-governmental organizations and concerned citizens, all of whom benefitted from the expertise and opinions of the following panelists:

Det. Keith Bickford - Detective Bickford has been a Multnomah County Deputy Sheriff for 17 years. His current assignment is the Director of the Oregon Human Trafficking Task Force ("OHTTF"). He is also a founding member of Oregonians Against Trafficking Humans ("OATH"), a coalition of parties interested in or affected by issues of human trafficking. Anna Ciesielski - Ms. Ciesielski is a senior staff attorney at Immigration Counseling Service ("ICS"), a non-profit immigration law firm in Portland, Oregon. For more than 30 years ICS has been dedicated to improving the lives of Oregon's immigrant communities through access to affordable legal services and educational forums. She currently serves on the Oregon Foreign Born Victim Assistance Task Force which addresses human trafficking issues, and the Immigrant Crime Victims' Rights Workgroup.

Chris Killmer - Mr. Killmer is the former program coordinator for Catholic Charities Outreach and Support to Special Immigrant Populations (OSSIP) Human Trafficking Program.¹ He lived and studied in East Asia for over eight years and it was there that he first became aware of the insidious presence and implications of human trafficking. Like Detective Bickford, Mr. Killmer is one of the founding members of OATH.

Stephen Manning - Mr. Manning is a partner of Immigrant Law Group PC. He is a member and past chair of the Amicus Committee for the American Immigration Lawyers Association on which he coordinates nationwide litigation strategies to advance the rights of immigrants and asylees.

Diane Schwartz-Sykes - Ms. Schwartz-Sykes is a senior assistant attorney general who leads the Civil Rights Unit for the Oregon Department of Justice. Ms. Schwartz-Sykes was previously employed for a 10 year period as a legal aid attorney with Oregon Law Center and Legal Aid Services of Oregon, specializing in the representation of immigrant populations in civil rights matters.

II. <u>Human Trafficking Background</u>

A. Legal Authority

Human trafficking is recognized as a crime under state, federal and international law.

1. International Law

The central instrument that regulates and criminalizes human trafficking internationally is the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime* ("*Protocol*"), which was first published by the United Nations General Assembly on November 15, 2000. As of June 2012, the *Protocol* has been ratified by 117 countries across the globe. Ratifying countries have committed to preventing and combating human trafficking, protecting and assisting trafficking victims, and promoting cooperation among states to meet those objectives.

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¹ Due to budget constraints, Catholic Charities' foreign-born trafficking program has been discontinued.

2. Federal Law

The Trafficking Victims Protection Act ("TVPA")² criminalizes human trafficking and involuntary servitude. Federal rules also provide for special resources for victims assistance.³ Transnational victims of trafficking may be eligible for special immigrant status if they assist federal authorities in investigating crimes.

3. Oregon Law

Oregon law also criminalizes human trafficking and involuntary servitude.⁴ Restitution is available to victims as means of a full, partial or nominal payment of economic damages. Restitution is independent of and may be awarded in addition to a compensatory fine. Irrespective of any criminal prosecution or result thereof, a victim may bring a civil action for damages against a trafficker and can recover special and general damages, including damages for emotional distress and punitive damages.⁵

B. Definition of Human Trafficking

Article 3, paragraph (a) of the *Protocol* defines Trafficking in Persons as the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs. The federal and state definitions are substantially the same.

C. Identifying Human Trafficking

There are three elements to every incident of human trafficking. They are: (1) the **act** of trafficking (recruitment, transportation, transfer, harbouring or receipt of persons); (2) the **means** of trafficking (threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability, or giving payments or benefits to a person in control of the victim); and (3) the **purpose** of trafficking (exploitation, which includes exploiting the prostitution of others, sexual exploitation, forced labour, slavery or similar practices and the removal of organs).

D. Human Trafficking v. Migrant Smuggling

In the United States, many people confuse human trafficking with migrant smuggling.

³ See 8 C.F.R. § 214.11

⁴ ORS 163.263 through ORS 163.269

⁵ ORS 30.867

² 22 U.S.C. § 7102

There are four main differences between human trafficking and migrant smuggling.

1. Consent - migrant smuggling, while often undertaken in dangerous or degrading conditions, involves consent. Trafficking victims, on the other hand, have either never consented or if they initially consented, that consent has been rendered meaningless by the coercive, deceptive or abusive action of the traffickers.

2. Exploitation - migrant smuggling ends with the migrants' arrival at their destination, whereas trafficking involves the ongoing exploitation of the victim.

3. Transnationality - smuggling is always transnational, whereas trafficking may not be. Trafficking can occur regardless of whether victims are taken to another state or moved within a state's borders.

4. Source of profits - in smuggling cases profits are derived from the transportation of facilitation of the illegal entry or stay of a person into another county, while in trafficking cases profits are derived from exploitation.

The distinctions between smuggling and trafficking are often very subtle and sometimes they overlap. Identifying whether a case is one of human trafficking or migrant smuggling involves a careful and trained analysis. For example, some trafficked persons might start their journey by agreeing to be smuggled into a country only to find themselves deceived, coerced or forced into an exploitative situation later in the process (*e.g.*, by being forced to work for extraordinary low wages to pay for the transportation).

The relationship between these two crimes is often oversimplified and misunderstood; both are allowed to prosper and opportunities to combat both are missed. It is important to understand that the work of migrant smugglers often results in benefit for human traffickers. Smuggled migrants may be victimized by traffickers and have no guarantee that those who smuggle them are not in fact traffickers. In short, smuggled migrants are particularly vulnerable to being trafficked - combating trafficking in persons requires that migrant smuggling be addressed as a priority as well.

E. Victims

Based on UN statistics, sexual exploitation was noted as by far the most commonly identified form of human trafficking (79%) followed by forced labor (18%). The UN notes that this disparity may be the result of statistical bias and anectodal evidence suggests that these statistics are misleading. By and large, the exploitation of women tends to be visible, in city centers or along highways. Because it is more frequently reported, sexual exploitation has become the most documented type of trafficking, in aggregate statistics. In comparison, other forms of exploitation are under-reported: forced or bonded labor; domestic servitude and forced marriage; organ removal; and the exploitation of children in begging, the sex trade and warfare. Victims of trafficking can be any age or any gender. A disproportionate number of women, however, are involved in human trafficking, particularly where former victims become perpetrators as a means of escaping their own victimization.

Most victims are people working at the margins of the formal economy, with irregular employment or migration status. The sectors most frequently documented are agriculture or horticulture, construction, garments and textiles under sweatshop conditions, catering and restaurants, domestic work, entertainment, and the sex industry. Human trafficking also affects more mainstream economic sectors, including food processing, health care, and contract cleaning, mainly in private but also in public sector employment, such as the provision of healthcare services.

F. Perpetrators

Trafficking is almost always a form of organized crime and should be dealt with using criminal powers to investigate and prosecute offenders for trafficking and any other criminal activities in which they engage. Trafficked persons should also be seen as victims of crime. Support and protection of victims is a humanitarian objective and an important means of ensuring that victims are willing and able to assist in criminal cases. Trafficking victims have become another commodity in a larger realm of criminal commerce involving other commodities, such as narcotic drugs and firearms or weapons and money laundering, that generate illicit revenues or seek to reduce risks for traffickers. The relatively low risks of trafficking and substantial potential profits have, in some cases, induced criminals to become involved in trafficking as an alternative to other, riskier criminal pursuits. Risks are further reduced by the extent to which victims are intimidated by traffickers, both in destination countries, where they fear deportation or prosecution for offenses such as prostitution or illegal immigration, and in their countries of origin, where they are often vulnerable to retaliation or revictimization if they cooperate with criminal justice authorities.

III. <u>Take It From the Experts: The Status of Trafficking in Our Community</u>⁶

The most commonly discussed form of human trafficking in our community involves trafficking of domestic victims, typically women and children, in the sex industry. This abhorrent practice is disturbingly prevalent in Portland and the surrounding areas, and the Human Rights Commission must be an active participant in the effort to combat domestic sex trafficking. The HRC's Human Trafficking Forum in April focused on the other major form of trafficking in this region, which is the trafficking of foreign-born victims, typically to exploit their labor power.

In his opening remarks, Detective Bickford noted that victims of foreign-born trafficking are the "perfect victims." They are typically undocumented immigrants who are often terrified of the law enforcement community they have to rely on to enforce their rights as trafficking victims. As Mr. Manning pointed out at the forum, relationships between immigrant populations and law enforcement have, historically, been marked by distrust. Accordingly, many trafficking victims wouldn't turn to law enforcement for help even if they were aware that a safe harbor existed for them, which is something that cannot be taken for granted. Indeed, our experts believe that most foreign-born trafficking victims are completely unaware that assistance programs exist. This awareness gap is the result of various factors that conspire against foreign-

⁶ A video recording of the HRC Human Trafficking Forum is available in its entirety on the HRC Facebook page.

born trafficking victims, including the inability to speak the language, ignorance of geographical location, isolation in their place of captivity, fear of violence by their captors against themselves or family members in their country of origin, fear of incarceration or deportation by local law enforcement, and community ignorance regarding the signs of human trafficking (including law enforcement). Not surprisingly, when Det. Bickford began speaking to the community and gathering information about trafficking, he found that although many people were aware of our problems with domestic sex trafficking, the majority had no idea that foreign-born trafficking even existed. Thus, our experts uniformly agreed that the starting point in any effort to combat foreign-born trafficking is an awareness and outreach effort targeted at vulnerable populations, particularly immigrant communities with a history of victimization. To do that, we have to identify the vulnerable populations, locate those communities, and connect with them so that we can begin to educate them about the resources available to trafficking victims.

In addition to identifying and connecting with at-risk communities, our experts believe the community at-large must be better informed about the existence of foreign-born trafficking in our region, the signs that these crimes are occurring, and where to turn if confronted with an incidence of human trafficking. As noted previously, many people have no idea these atrocities are taking place on our doorstep, could not identify it if they did, and wouldn't know what to do if they could. Thus, we have to educate our citizens and law enforcement that this is happening. As Ms. Schwartz-Sykes noted, getting the word out alone is something the HRC can do.

Once we have educated vulnerable populations and the larger community about the existence and signs of trafficking, the goal is that trafficking victims will be more willing and better equipped to seek the safe harbor that exists for them. According to our experts, however, this is only the first step. After a trafficking victim comes forward, we need a system to address two primary needs. First, victims will require immediate legal representation from a qualified immigration attorney. Ms. Ciesielski suggested that one way to ensure the availability of legal services would be to form an organization of attorneys throughout the community who are able and willing to provide legal services to incoming victims. This organization of attorneys would work with victim service providers, who would be able to count on their assistance. Second, victims will require comprehensive social services. As Mr. Killmer pointed out, even if a victim has the courage and wherewithal to come forward for help, the path to obtaining legal immigration status is a long one, and the victim needs to survive in the interim. Thus, the victim will need assistance with basic health services, shelter, food and clothing, among other things. At the time of our Forum, Mr. Killmer, who was the director of Catholic Charities' foreign-born trafficking program, was unsure about the future of that program, which provided comprehensive social services to trafficking victims. Since that time, the program has been shuttered and there is currently no program offering the full slate of services to these victims. There was a consensus among our experts that such a program is essential if we want to make any measurable progress toward providing justice to trafficking victims. Thus, anything the HRC can do to advocate for the reestablishment of this type of service would go a long way toward assisting trafficking victims.

In sum, our panel of experts provided a clear message to the community at the HRC's Human Trafficking Forum: we need to inform, educate, train and serve. By informing our community that foreign-born trafficking is a crisis in our region, we open the door to dialogue and action to address and prevent it. By educating vulnerable populations and their community leaders about existing safe harbors for trafficking victims, we establish trust and provide a

pathway to safety. By training our law enforcement and citizens about the signs of trafficking and what to do if we encounter trafficking victims, we enlist our own community members in the fight against this criminal enterprise. By providing legal and comprehensive social services to trafficking survivors, we advocate for greater justice for all those who live and work in the City of Portland and this entire region.

IV. The Role of the Human Rights Commission: The Human Trafficking Task Force

As a commission whose mission is, in part, to foster greater justice for those who live and work in the City of Portland, the Human Rights Commission is in a unique position to advocate for the human rights of our community members who have been victimized and exploited by perpetrators of human trafficking. As a commission which is guided by the principles embodied in the United Nations Universal Declaration of Human Rights ("UDHR"), we are duty-bound to oppose slavery and the inhuman treatment of all persons.⁷ The Human Trafficking Task Force therefore proposes the HRC take immediate and appropriate action to assist our community partners in an effort to eradicate human trafficking in all its forms.

A. First Steps: Three Proposals From the Human Trafficking Task Force

In the short term, the HTTF has identified three action items we can get to work on right away. They are as follows:

1. Align With Foreign-Born Human Trafficking Groups

There are currently a number of entities addressing foreign-born human trafficking in our region. These include the Oregon Human Trafficking Task Force ("OHTTF"), led by Det. Bickford and Mr. Killmer, and the Oregon Foreign-Born Human Trafficking Task Force ("FBHTTF"), which was recently formed by the U.S. Attorney's Office under Assistant U.S. Attorney Hannah Horsley. The HTTF proposes that we establish a relationship with these anti-trafficking groups and partner with them so we are working cooperatively toward a common goal. To that end, the HRC will be officially represented at the meetings and activities of these groups and will enlist their assistance with HTTF activities as needed. By establishing and cultivating such a network of partners, the HRC will become a more potent and visible member of the community, particularly in immigrant communities and in the areas of law enforcement, government and non-governmental organizations.

2. *Mapping At-Risk Immigrant Populations*

When the HRC was first approached about addressing foreign-born human trafficking, it was clear that a major obstacle in the effort to provide services to trafficking victims was that the victims are frightened and unlikely to seek out assistance from law enforcement or service

⁷ UDHR, Article 4: "No one shall be held in slavery or servitude; slavery and the slave trade shall be prohibited in all their forms."

UDHR, Article 5: "No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment."

providers. Since the victims aren't likely to come to us, we have to go to them. In doing so, we have to consider three major factors. First, we have to know who they are. Second, we have to know where they are. Finally, we have to be sensitive to their fears and to their cultures.

To accomplish our goal, the HTTF proposes to partner with experts to identify and map at-risk immigrant populations. Once we have identified the most vulnerable communities, we will work with our community partners to identify the most effective ways to educate those populations after consideration of their cultural needs and expectations.

3. Partnering With Trafficking Groups to Educate Our Community and Law Enforcement About Human Trafficking

As noted previously, when Det. Bickford speaks to the community about human trafficking, a majority of people are ignorant to the existence of foreign-born trafficking. This is a major obstacle in the effort to eradicate modern-day slavery. The HTTF proposes to partner with other trafficking organizations to educate both law enforcement and our community about human trafficking in all its forms. With regard to law enforcement, the HTTF will help to facilitate training of officers on how to identify signs of human trafficking and how to assist victims once they've been identified. With regard to the community, the HTTF will work with our partners to create and promote public awareness campaigns on the existence of trafficking, how to identify trafficking when you see it, and what to do in the event that you observe what you believe to be human trafficking.

B. The Path Ahead: Long Term Goals and Ideas

1. Comprehensive Social Services Program for Trafficking Victims

Perhaps the most common theme among the experts at the HRC Human Trafficking Forum was the need for comprehensive social services for trafficking victims. Since Catholic Charities is no longer able to provide these services, our community must find a way to fill the void. The HTTF will be a part of that long-term conversation.

2. Trafficking Bulletin

One complaint we have encountered frequently is that there are many incarnations of a "human trafficking task force" that do not seem to be working in concert. One way to address that problem is for the members of various task forces to work together, as we have proposed above. Another way is to establish a shared communications mechanism, *e.g.* a publication, with information about individuals and groups working on human trafficking issues. Such a publication might contain a directory of dedicated attorneys, contact information for advocate groups, service providers and other resources, and updates on the activities and progress of anti-trafficking groups.

3. Attorney Outreach Program

During her remarks at the Forum, Ms. Ciesielski highlighted the need for an organization of attorneys throughout the community who are able and willing to provide legal services to incoming victims. The HTTF could participate in the effort to create such an organization.

4. *Workplace Posting Requirement*

During her remarks at the Forum, Ms. Schwartz-Sykes raised the idea that the state legislature or Bureau of Labor and Industries might require employers to post information on the rights of trafficking victims and resources for anyone who believes they have been victimized or that they have observed human trafficking in action. Such mandatory posting is already in place for various other workplace laws, including wage and hour laws, health and safety laws, and medical leave laws. The HTTF could advocate for the adoption of similar requirements in the area of human trafficking.

5. Advocate for Funding in the City of Portland

As part of the HRC's efforts to combat human trafficking, we can inform city council of our efforts and advocate for funding of human trafficking related programs, including funding for law enforcement training and victim services.

6. *Partner with Domestic Trafficking Advocates*

As we all learned during the preparation and execution of the HRC's Human Trafficking Forum in April, domestic human trafficking is a major problem in our community. Given the HRC's mandate to foster justice for all Portlanders, we must partner with existing domestic trafficking advocates to identify ways in which we can assist in the effort to eradicate this criminal enterprise and provide assistance to its survivors.

Human Trafficking Task Force Kyle Busse, Chair Damon Isiah Turner Stephen Manning

Portland, Oregon FINANCIAL IMPACT and PUBLIC INVOLVEMENT STATEMENT For Council Action Items

(Deliver orig	inal to Financial Pla	anning Division. R	etain copy.)	
1. Name of Initiator Ofc. Of Commissioner Fritz		ephone No. 3-3008	3. Bureau/Office/Dept. Office of Equity & Human Rights	
4a. To be filed (date): 07/05/12): 4b. Calenda Regular C x [5. Date Submitted to Commissioner's office and FPD Budget Analyst: 07/06/12	
6a. Financial Impact Section:	1	6b. Public Involv	vement Section:	
Financial impact section comp	leted	Public involvement section completed		

1) Legislation Title:

Adopt the work plan for the Office of Equity and Human Rights and the Human Rights Commission's Annual Report (Resolution).

2) Purpose of the Proposed Legislation:

Adoption of the HRC's annual report and the work plan for the Office of Equity and Human Rights.

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)?

Х	City-wide/Regional	□ Northeast	☐ Northwest	🗌 North
	Central Northeast	Southeast	Southwest	East
	Central City			

☐ Internal City Government Services

FINANCIAL IMPACT

4) <u>Revenue</u>: 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.) NONE

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.) NO
- Will positions be created or eliminated in *future years* as a result of this legislation?

NO

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

7) <u>Change in Appropriations</u> (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:

 \boxtimes 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?

Policies forthcoming out of work plan will provide guidance to City Bureaus on ways to Address disparities in underrepresented populations (e.g. communities of color, people with disabilities, immigrant communities) of the City.

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?

Various community of color organizations, the Human Rights Commission, and the Portland Commission on Disability.

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

There has been an extensive process leading up to the creation of OEHR, its Creation Committee, initial work plan, work done with the Equity element of the Portland Plan, Steering Committee, all with a wide range of stakeholders involved in this area of expertise from across the City.

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

OEHR, Mayor Adams' Office, Commissioner Amanda Fritz

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

Dora Perry, 503-823-3229

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

There will be additional ordinances, policies and procedures that will result from this work.

Dante James

BUREAU DIRECTOR (Typed name and signature)

3