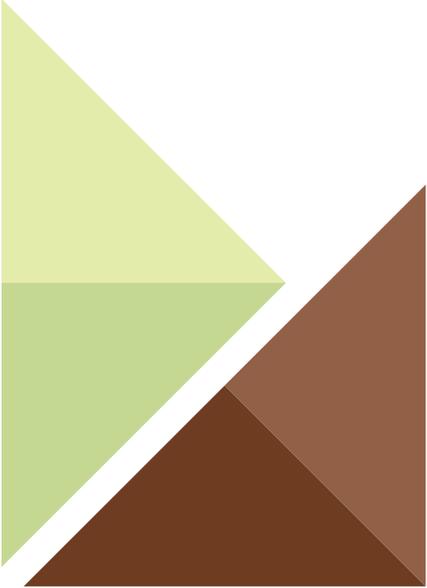


CITY OF PORTLAND

RACIAL EQUITY TOOLKIT



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



Acknowledgements

The Racial Equity Toolkit was developed by the City of Portland in a collaborative effort between the Office of Equity and Human Rights (OEHR) and the Office of Neighborhood Involvement (ONI), with review and contributions from seven City bureaus. A large body of work provided the Equity Framework upon which this resource is based, but specific acknowledgement is given to the Urban League of Portland's *Racial Equity Strategy Guide* and *The Portland Plan*. This toolkit, adapted from the *Racial Equity Toolkit: An Opportunity to Operationalize Equity* from the Government Alliance on Race and Equity, is built on a wealth of existing tools and resources. We would also like to acknowledge the toolkits of the Bureau of Planning and Sustainability, Portland, Oregon; King County, WA; the Race and Social Justice Initiative, Seattle, Washington; Seattle Public Utilities, Seattle, Washington; Multnomah County, Oregon; and the Greenlining Institute.

Authors:

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

Ryan Curren: Program Coordinator, OEHR

Koffi Dessou: Equity Training and Education Programs Coordinator, OEHR

Ashley Horne: Public Involvement Best Practices Program, ONI

Judith Mowry: Senior Policy Advisor - Equity Strategies and Initiatives, OEHR

Contributors:

Susan Bailey, Water Administrative Manager, Portland Water Bureau

Jen Clodius, Senior Management Analyst, Office of Management and Finance

Zan Gibbs, Equity and Inclusion Program Manager, Portland Bureau of Transportation

Art Hendricks, Equity and Inclusion Program Manager, Portland Parks and Recreation

Nora Liu, Consultant, Center for Social Inclusion

Dora Perry, Equity and Policy Manager, Bureau of Development Services

Ashley Tjaden, Community Outreach and Information Assistant, Bureau of Environmental Services

Desirée Williams-Rajee, Equity Specialist, Portland Bureau of Sustainability and Planning

What is the City of Portland’s vision and why?

As public policy has played a pivotal role in creating inequitable outcomes for communities of color, it is critical that government enacts policies that address the resulting disparities. The pervasive and persistent racial disparities are not new or fleeting; the causes are complex and are linked to historical and ongoing forms of oppression.

The City of Portland is charged with effectively meeting the needs of and providing service to the community. We have an obligation to be accountable and proactively address disparities that exist under our charge and act to achieve a vision of racial equity.

Communities of color have advocated for generations for the City to meet its obligation. Community studies and recommendations like [The Racial Equity Strategy Guide](#), [State of Black Oregon](#), [Communities of Color in Multnomah County: An Unsettling Profile](#), [Making the Invisible Visible](#), and others, document the case for a City of Portland response to racial inequity.

The Portland Plan establishes the City’s vision for equity. The Plan envisions a day when, “everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential.” The Plan’s Framework for Equity directs the City to assess equity impacts of City actions that benefit or burden communities of color. In addition, the City’s obligation under Title VI of the Civil Rights Act and its own Public Involvement Principles require the City to engage communities of color to address any adverse impacts on those communities of color and engage those communities in doing so.

The City is first looking to achieve racial equity; the condition that would be achieved if one's racial identity no longer predicted, in a statistical sense, how one fares. When we use the term we also include work to address root causes of inequities not just their manifestation. This includes elimination of policies, practices, attitudes and cultural messages that reinforce differential outcomes by race, or failure to eliminate them.

OEHR has been charged with leading and coordinating efforts in partnership with all bureaus to achieve racial equity through the intentional examination of policies and practices that even if they have the appearance of fairness, may marginalize individuals or groups and perpetuate disparities. In a historic move, City Council unanimously voted to adopt OEHR’s City-wide Racial Equity Goals and Strategies as binding City policy. The goals and strategies are designed to serve as a foundation and hold the City accountable to its obligations and its vision of racial equity.

Racial inequities are not random—they have been created and sustained over time. Racial equity will not be achieved on its own. To achieve this vision, tools must be used to change the policies, programs, and practices that are perpetuating inequities, as well as used in the development of new policies and programs. Portland’s Racial Equity Toolkit (RET) is one such tool.

CITYWIDE RACIAL EQUITY GOALS & STRATEGIES



EQUITY GOAL #1

We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.

EQUITY GOAL #2

We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.

EQUITY GOAL #3

We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

OVERALL STRATEGIES

- 1 Use a racial equity framework:**
Use a racial equity framework that clearly articulates racial equity; implicit and explicit bias; and individual, institutional, and structural racism.
- 2 Build organizational capacity:**
Commit to the breadth and depth of institutional transformation so that impacts are sustainable. While the leadership of electeds and officials is critical, changes take place on the ground, through building infrastructure that creates racial equity experts and teams throughout the city government.
- 3 Implement a racial equity lens:**
Racial inequities are not random; they have been created and sustained over time. Inequities will not disappear on their own. It is essential to use a racial equity lens when changing the policies, programs, and practices that perpetuate inequities, and when developing new policies and programs.
- 4 Be data driven:**
Measurement must take place at two levels—first, to measure the success of specific programmatic and policy changes; and second, to develop baselines, set goals, and measure progress. Using data in this manner is necessary for accountability.
- 5 Partner with other institutions and communities:**
Government work on racial equity is necessary, but insufficient. To achieve racial equity in the community, government needs to work in partnership with communities and institutions to achieve meaningful results.
- 6 Operate with urgency and accountability:**
When change is a priority, urgency is felt and change is embraced. Building in institutional accountability mechanisms using a clear plan of action will allow accountability. Collectively, we must create greater urgency and public commitment to achieve racial equity.

What is a Racial Equity Tool (RET)?

Racial equity tools are designed to integrate explicit consideration of racial equity in decisions, including policies, practices, programs, and budgets. It is both a product and a process. Use of a racial equity tool can help to develop strategies and actions that reduce racial inequities and improve success for all groups. Simultaneously, use of racial equity tools incorporates new processes of decision-making and participation that build community capacity, foster meaningful engagement and genuine participation in the decision making process, and delivery of service that better represents communities' needs and priorities. Institutionalizing the use of the RET results in governance structures that are more equitable, accountable, and transparent; and produce racially equitable outcomes.

The toolkit is designed to:

- Ensure that government actions and decisions are crafted to achieve truly equitable outcomes,
- Engage communities of color in decision-making, understand the root causes of existing disparities and how the City's actions can make these better (or worse)
- Use data to identify current racial disparities and those most impacted by our actions
- Identify inequitable consequences or burdens on communities most impacted,
- Identify needed strategies and resources to ensure equity in our actions and decision making.
- Identify how progress on racial equity will be tracked and measured over time, and how to report back to stakeholders

This RET is Portland’s first attempt to structure a racial equity analysis tool outside of the budget process. The RET structure and process will improve over time. Our goals for this first iteration are for an RET that:

- Builds on those existing tools currently in place
- Provides a foundational framework for bureaus to modify if necessary
- Is simple, effective, and immediately usable

Use of an RET is an important step to operationalizing equity; however, it is not sufficient by itself. We must have a much broader vision of the transformation of government in order to advance racial equity. To transform government so that it benefits all, we must normalize conversations about race, operationalize new behaviors and policies, and organize to achieve racial equity.

This manual provides background, instructions, definitions, and considerations as you work through the process to finalize a racial equity analysis. In the appendix you will find a worksheet to complete that captures your research, analysis, and findings. The worksheet will ultimately help you articulate a proposal for change.

Why is the City of Portland using a RET?

The demographics of the United States are rapidly shifting, with people of color projected to be the numerical majority by 2050. As a city that is also growing and changing, Portland is known for its livability and opportunity. Yet not all populations share in this experience. In Portland and Multnomah County, communities of color continue to experience high levels of disparities in all indicators of quality of life. According to *The Racial Equity Strategy Guide*:

“Currently, race predicts where we live, where we work, how well we do in school, how long we will live and the likelihood of our involvement in the criminal justice system. As Portland becomes more racially and ethnically diverse, these outcomes become critical both for individuals and for regional health and prosperity.”

These current inequities are sustained by historical legacies and systems that repeat patterns of exclusion. Communities of color and low-income populations have historically been under-served by programs and investments, and underrepresented in decision-making. From the inception of our country, government at all levels have played a role in creating and maintaining racial inequity. Governmental laws, policies, and practices created a racial hierarchy and determined—based on race—who benefits and who is burdened.

While a key success of the Civil Rights Movement included making racial discrimination illegal, government institutions have strong practices that are difficult to change. After the Civil Rights victories, instead of redesigning government to advance racial equity, many of the same structures and practices became race-neutral, resulting in the same inequitable outcomes for communities of color. Without intentionally changing governing mechanisms, and bringing race and racial equity into decision making, governments’ will continue to perpetuate racial inequities.

As local government, the City has a responsibility and obligation to proactively address disparities and work toward racial equity. This responsibility is a moral imperative and the principled case that race should not be a determinant of one's quality of life. It is also necessary for our collective prosperity. Research on economic impacts of racial inequities reveals massive amounts of lost dollars, in terms of earnings, public expenditures, and economic output. Including racial equity considerations in government actions also results in better governance; increasing efficiency and effectiveness of public programming. Reducing disparities would increase purchasing power, raise tax revenues, increase economic and social growth, and help us to remain globally competitive. Legally, Title VI of the Civil Rights Act, along with other Civil Rights laws and statutes at the federal, state, and local levels, and City of Portland policy commitments including the Portland Plan, the Comprehensive Plan, Citywide Racial Equity Goals and Strategies, compel us toward effective, equitable governance—both in process and impacts.

Title VI of the Civil Rights Act: No person in the United States shall on the ground of race, color, or national origin be excluded from participation in, denied the benefits of, or subjected to discrimination under any program or activity receiving Federal financial assistance. As a public entity, the City of Portland must take steps to assure that for all we:

- *Provide meaningful, inclusive engagement*
- *Provide and ensure equitable benefits of programs and services*
- *We do not discriminate or what we do does not result in discrimination: our government policy, practices, programs, and services (whether through actions or inactions - intentional or unintentional), does not result in disparate treatment or disparate/disproportionately adverse impacts (inequitable impacts).*

Portland's RET was designed within the above context in mind. It is explicitly structured to help meet the City's obligations under Civil Rights Title VI and the Public Involvement Principles and the City's vision for racial equity detailed in the Portland Plan and the Citywide Racial Equity Goals and Strategies.

Portland is among national leaders in this work, but is not alone. Local and regional jurisdictions across the country are using a racial equity tool of some sort. Some, such as the City of Seattle, Washington and counties like Multnomah, Oregon and Dane, Wisconsin have been doing so for years. Our own Bureau of Planning and Sustainability (BPS) has a tool that also informed this City-wide tool. A description of existing tools is found in Appendix A.

In 2016, all bureaus developed Five-year Racial Equity Plans to achieve the Citywide Racial Equity Goals and their own bureau-specific racial equity goals. These plans were informed by an in-depth organizational assessment which asked about each bureau's approach to incorporating racial equity considerations into their decision making. As a result of this inquiry, the majority of bureaus included actions in their plans to begin using a structured racial equity analysis on major policies, programs, and procedures. Bureaus requested OEHR to develop this structured analysis for use City-wide. This RET is the response to the bureaus' request.

OEHR contracted with the Government Alliance for Racial Equity (GARE) to provide all bureaus a training on the use of their Racial Equity Tool. A follow up survey of participants indicated a version of their tool was desired for use by the City of Portland. OEHR then worked with GARE and eight other bureaus over three months to modify GARE's tool.

Piloting and testing this RET will be critical to building skills, and making changes to be more effective and usable. OEHR can work with bureaus to modify the RET to fit their unique needs while still maintaining the integrity of the RET's framework.

Who should use it?

A racial equity tool can be used at multiple levels of the organization and policy process, and in fact, doing so will increase effectiveness. As government works as an entire system, all government staff as public servants can and should use the tool as it applies to their sphere of work.

Government staff: The routine use of a racial equity tool by staff provides the opportunity to integrate racial equity across the breadth, meaning all governmental functions, and depth, meaning across hierarchy. For example, policy analysts integrating racial equity into policy development and implementation, and program managers integrating racial equity into budget proposals at the earliest possible phase, increases the likelihood of impact. Program staff integrating racial equity into program operations, implementation, and service delivery will ensure that communities impacted receive the benefits of the intended action and operations are routinely assessed for effectiveness.

Elected officials: Elected officials and decision makers have the opportunity to use a racial equity tool to set broad priorities, bringing consistency between values and practice. When our elected officials are integrating racial equity into their jobs, it will be reflected in the priorities of the City, in direction provided to department directors, and in the questions asked of staff. By asking simple racial equity tool questions, such as "How does this decision help or hinder racial equity?" or "Who benefits from or is burdened by this decision?" on a routine basis, elected officials have the ability to put theory into action.

Community advisory bodies: Community advisory bodies and act as a link between community and government. They make recommendations on policy, procedural, resource allocation, and planning to bureaus and inform City Council decisions. Community advisory bodies can use the RET to drive towards

[Portland Citywide Principles of Public Involvement](#)

- *Partnership*
- *Early Involvement*
- *Build Relationships and Community Capacity*
- *Inclusiveness and Equity*
- *Good Quality Process Design & Implementation*
- *Transparency*
- *Accountability*

a more equitable membership composition and better work. Community advisory bodies could also use this tool to also ask questions of government to encourage accountability.

What support exists for bureaus?

OEHR is a central point of contact for questions, training, and support during the process. In order to increase support for bureaus, OEHR is convening a cohort of bureaus using the RET. Monthly meetings of Co-leads will be an opportunity to share challenges/successes, receive guidance on managing this process, and solicit advice from peers. Co-leads will also be encouraged to support each other and increase each other's capacity.

ONI's Citywide Public Involvement Best Practices Program is available to consult on appropriate engagement strategies and tools.

Resources available include the RET webpage, which includes background and training materials, sample materials, frequently asked questions, and contact information for specific assistance.

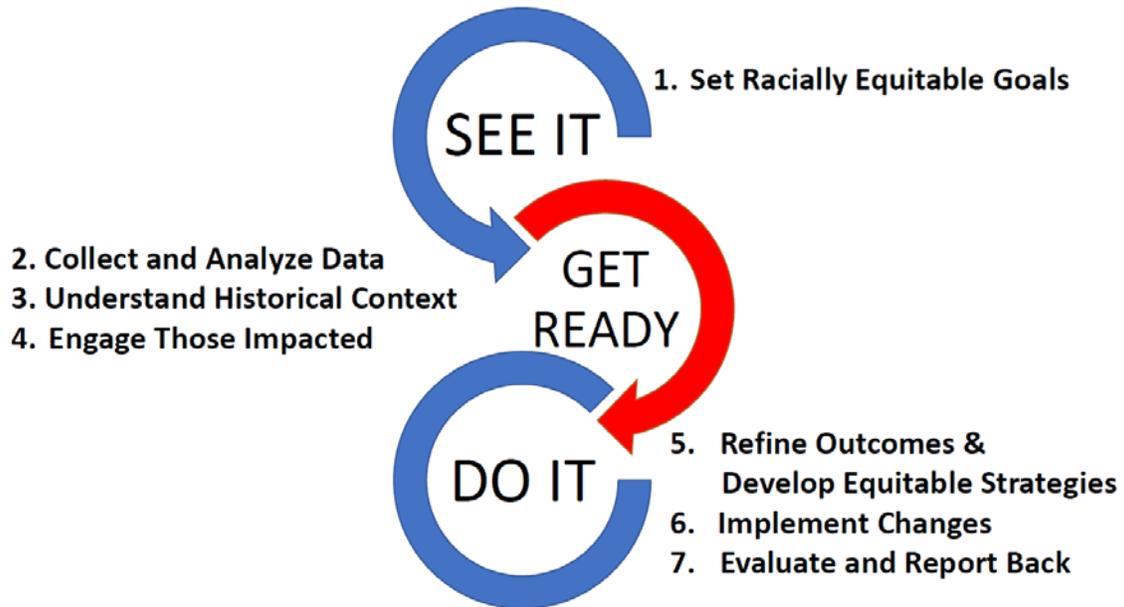
Additional training on use of the RET is also being provided by OEHR on a quarterly basis.

The Racial Equity Toolkit

The Racial Equity Toolkit lays out an iterative process and a set of questions to assess impacts on racial equity and make changes.

1. **Set Equitable Outcomes.** Leadership communicates equitable outcomes to guide the analysis.
Purpose: Orient and commit the process to equity-focused goals.
2. **Collect and Analyze Data.** Research and collect data on racial disparities and identify those most impacted
Purposes: Change the information informing the proposal to identify disparities and those most impacted.
3. **Understand Historical Context.** Research the history of racial injustice relevant to this proposal to better understand the root causes of disparities and which communities were most impacted.
Purpose: Inform/change the analyst's historical frame of reference.
4. **Engage Those Most Impacted.** Commit to more meaningful strategies for engagement, identify which communities of color may be impacted by the proposal, engage impacted communities in decision making and develop community ownership of the proposal.
Purposes: Change the user's relationship with those most impacted, shift power, and change the information informing the proposal.
5. **Develop Racially Equitable Strategies & Refine Outcomes.** Identify potential impacts, who benefits and who is burdened, commit to strategies that advance racial equity and mitigate harm, and refine the proposal's outcomes.
Purpose: Create a proposal for change.
6. **Implement Changes.** Make a plan for implementation and identify what resources are needed to eliminate/decrease disparities and make necessary changes to the proposal.
Purpose: Establish commitment and support for changes.
7. **Evaluate / Accountability / Report Back.** Develop a system of evaluation including ongoing community partnerships and opportunities to make further changes.
Purpose: Create accountability and measure change.

RACIAL EQUITY TOOLKIT



This section provides a description of each component of the toolkit and the associated resources available. When you are ready to use the RET, please use the RET worksheet. Working with your team, discuss and answer the question as a team. Make sure to allot enough time for a meaningful discussion of every response.

Before you begin, the worksheet prompts you to write down a clear description, including the intended purpose(s), of the policy, program, practice, or procedure (for the sake of brevity, we refer to this as a “proposal” throughout this document.)

Step 1: State Desired Equitable Outcomes

This step will help the bureau’s leadership commit to racial equity at two levels, the end conditions in the community and at the jurisdiction, bureau, or program level. These levels share a common systemic approach to measurement. This approach emphasizes the importance of beginning with a focus on the desired “end” condition we aim to impact.

Being clear about the racial equity outcome is critical to achieving the goal of the RET, which is to calibrate your proposal to maximize opportunity to create racial equity and/or minimize harmful impacts for communities of color. This calibration occurs when you analyze the proposal on how it will achieve the equitable outcomes, then adjust accordingly.

We refer to “results” as the end conditions in the community we aim to impact. A strongly crafted result names the elimination of a racial inequity that will result from an equitable benefit for specifically identified communities of color that could be impacted by a City decision. They are usually caused by structural issues and thus not easily changed by one actor alone. However, it is still important to move forward even if all the actors are not yet aligned and ready to advance racial equity.

Community indicators are the means by which we measure results. They should always be disaggregated by race. Again, your proposal’s actions should have a reasonable chance of influencing the community indicators you choose. For example, a bureau’s workforce strategy may choose an indicator like the racial disparity found in unemployment for men ages 18-34. It is ok if the proposal is not at a scale to show a measurable impact on this disparity, the measure can still function to keep the proposal oriented on racially equitable “end conditions” in the community. The performance measures will have a more direct causal relationship with the proposal’s actions.

Examples of results and community indicators:

	Desired Result	Community Indicator
Seattle, WA	Eliminate racial inequities in rental housing for Native Americans, African American, Latinos, Asian/Pacific Islanders, and immigrants and refugees.	Rental housing cost burden disaggregated by race (paying more than 30% of household income on housing costs)
Dane County, WI	Neighborhoods and people are safe and racial disproportionalities in the criminal justice system are eliminated.	Incarceration rates disaggregated by race

Outcomes are a product of actions by a jurisdiction, bureau, or program. Actions should have a reasonable chance of influencing the community indicators and contributing to results. Performance measures quantify your actions, which allows for monitoring of the implementation of these actions. Performance measures respond to three different levels:

1. Quantity- how much did we do?
2. Quality- how well did we do it?
3. Is anyone better off?

The enormity of racial disparities can sometimes feel overwhelming. Clarity of actions and their associated measures will increase the likelihood of impact. Quantifying your performance measures can help achieve clarity.

Although measuring whether anyone is better off as a result of a decision is highly desired, we also know there are inherent measurement challenges. You should assess and collect the best types of performance measures you are able to.

Examples of performance measures:

	Desired Outcome and Measure
Seattle, WA	900 youth/young adults of color participating in the Youth & Young Adults Program made academic progress by achieving at least one of the following: GED completion, grade progression, credit retrieval, passing HSPE scores, on-time graduation
Dane County, WI	75% of Dane County employees believe their department seeks input and assistance on decision making from communities of color.

Many of the service and program level racial equity outcomes and measures do not exist. This is an opportunity to create them. However, some of community level goals and indicators may already have been committed to by the City and should be used in your analysis. Below is a list of resources to find

equity goals that the City or individual bureaus already committed to. The precedent set by these is a good start for developing your results and outcomes. However, they are likely imperfect and incomplete and will need modification to meet the needs of the proposal under review.

- [Portland City-wide Goals and Strategies](#)
- [Portland Plan Equity Framework](#)
- [Comprehensive Plan](#)
- [Bureaus Racial Equity Plans](#)

Your equity outcomes will need to be checked continuously throughout the process based on information collected in later steps. Each step requires iteration so these equitable outcomes will likely change to be more specific, more quantifiable, and more focused on race.

Also, there may be pre-existing goals already established for this proposal that are not equity related. You are asked to note these and will be challenged to re-orient them toward equitable outcomes.

At the end of this step you should be able to answer the following questions:

1. What are the intended equitable results (in the community) and what community indicators measure those results?
2. What are the intended equitable outcomes (within your organization) and what performance measures will monitor the success of your proposal?

Note: Steps 2-4 are interrelated. They all have a shared purpose of collecting new information to determine the potential impact on communities of color. Understanding the historical context can inform the data collection methodology but also illuminate root cause of current day data showing racial disparities. Qualitative data gathered from community engagement can fill gaps in information left by your collection of quantitative data. They all serve as a form of a community impact assessment., a common practice used by many jurisdictions. This is an opportune time to research and identify alternatives or supporting strategies for later analysis and consideration.

Step 2: Collect and Analyze Data

Using data appropriately will allow you to focus your proposal on relevant racial inequities and assess whether you are achieving your desired outcomes. When proposals are committed to racial equity, it is not just an aspiration, but there is a clear understanding of relevant racial disparities and community needs and the proposal's strategies and actions are measured to monitor their performance in eliminating those disparities.

One important note, Steps 2-4 can be done simultaneously or in a variety of sequences. However, collecting some data on disparities and community needs, before engaging the community can avoid fatigue of communities of color who may have already collected data on disparities in the past. OEHR recommends looking at data previously collected on disparities and needs. A list of some data resources is provided at the end of this step.

Step 4 will help you collect qualitative data. Using knowledge and expertise of a diverse set of voices, along with quantitative data is necessary. Sometimes missing quantitative data can speak to the fact that certain communities, issues, or inequities have historically been overlooked. For example,

sometimes data sets treat communities as monolithic group without respect to subpopulations with differing socioeconomic and cultural experience. Using this data could perpetuate historic inequities.

Data should be used to identify which racial and ethnic communities you should engage in this process. Data can also tell you which communities are experiencing disparities relevant to your proposal. For example, an analysis of a new fee for a Parks Bureau recreational service should collect community level data disaggregated by race at both the city and neighborhood level on income, public health outcomes, and other relevant quality of life outcomes. That same proposal should also collect performance level data disaggregated by race on the use of that service, use of private alternatives, impacts of previous fees on user behavior, and other measures of access or barriers to the service.

You should begin to research, identify, and collect information on proposal alternatives or supportive strategies. These should be identified, throughout and informed by, Steps 2-4. It will help your process to begin this research as early as possible; identifying impacts (including through pre-existing research) may be necessary for later analysis.

Not finding the ideal data is highly likely. Data gaps and barriers to collection should be noted. Resources and methods to collect this data could be part of the strategies you propose as a result of this toolkit.

This step will help you answer the following questions:

1. What are the racial demographics of those living, working, or socializing in the area impacted by the proposal (city, neighborhoods, city government)?
2. What are the relevant disparities for communities of color (i.e. safety, housing, access to green space, jobs, wealth, transportation etc)? This should include disparities related to current, relevant programs and services.
3. What performance/service level data do you have available for your proposal? Is it racially disaggregated? This should include data associated with existing programs and policies.
4. Are there data gaps? What additional data would be helpful in analyzing the proposal and how can you obtain it?

Quantitative Data Resources:

Federal

- [American FactFinder](#)
- [Center for Disease Control](#)
- [US Census Quick Facts](#)

State

- [State of Black Oregon](#)
- [Latinos in Oregon](#)

Regional

- [Equity Atlas](#) (1,000 Friends of Oregon)
- [Unsettling Profile](#) (Communities of Color, African-American, African Immigrant, Asian & Pacific Islander, Latino, Native American, Slavic)

City

- [Portland Maps](#)
- [Gentrification and Displacement Study](#)

- [Portland Redlining Map](#)
- [Opportunity Maps](#)
- [Equity Atlas \(PolicyLink and PERE\)](#)

Much more data can be found in these repositories :

- [Regional Equity Atlas website.](#)
- [ONI website](#)

Step 3: Understand Historical Context

It is important to use a historical frame of reference that accounts for the barriers to opportunity and explicit oppression that people of color faced throughout history. Some historical research into your organization, relevant field, and/or the geography your proposal targets can uncover useful information to contextualize your analysis and hopefully inform strategies to repair any harm done.

Your research can also identify which racial and ethnic communities were negatively impacted by your organization and/or similar proposals to yours and should therefore be engaged in this process. Past harm is likely to still have current day impacts on people's quality of life and most certainly on communities' lack of trust in government. This context is useful when developing community engagement strategies and crafting a specific community engagement plan. Below are some examples of analysis and programs that first looked at the historical policies that led to racial disparities:

- [Portland Housing Bureau's N/NE Neighborhood Housing Plan](#)
- [Seattle's Equity and Growth Analysis](#)

Finding relevant local historical information on racial injustice requires persistence. Your Human Resources and Procurement liaisons may be able to provide the history of barriers people of color faced in attaining employment in city government or contractors of color faced in securing public contracts.

Other public resources are listed below:

- [Oregon Encyclopedia](#)
- [Why Aren't There More Black People in Oregon](#)

At the end of this step you should be able to answer the following questions?

1. What actions has your organization taken in the past that disproportionately harmed communities of color?
2. Have communities of color been inequitably impacted or denied access by similar or related types of proposals in the past? Please describe.
3. Will any historical disparities/impacts be a determining factor in the ability to benefit from this proposal? Please describe.

Step 4: Engage Those Most Impacted

This step will help your team engage with those most impacted in deciding how this proposal can be most equitable.

“Public involvement,” “public participation,” and “community engagement” are all synonymous terms that refer to a process in which members of the public who are most impacted by something participate in the *decision-making* about it. Public involvement is cyclical, repetitive, and impacts driven. It is rooted in the theory and practice of participatory democracy and good governance. Each process is a

microcosm of democracy in action. It is an inextricable part of institutional racial equity work. In fact, racial equity in government cannot be realized without meaningful engagement of communities of color.

There exist many reasons why the RET includes a section on public involvement and why your team should do it well. Most are familiar with the values based case; it's inclusive and empowering, it is a means to reaching equitable outcomes, and it builds community ownership and capacity. For those who are not compelled by these reasons, there are also business, legal and policy cases for public involvement. Government routinely experiences the expensive consequence of not conducting good public involvement early on. Not doing it often means spending additional resources (i.e. staff time and money) to address and redirect projects, and to rebuild trust and relationships. Civil Rights Law, the Comprehensive Plan, Portland's Public Involvement Principles, and Portland's Racial Equity Goals & Strategies all require and/or support public involvement.

Public involvement work in government is often conducted in the forms of information sharing and "outreach," which typically involves one-way communications, attendance at community events, holding open houses, and town hall meetings. These can be effective ways of sharing information about decisions that have already been made and gathering feedback that may or may not impact final decisions. However, deeper engagement that involves co-decision making, such as inviting community leaders to participate in prioritization of programs and services, budget decisions, planning, and policy development, are more authentic and impactful. These types of engagement are more proactive as opposed to reactive and can be housed in empowered task forces, advisory bodies, and change initiatives that follow a collective impact model.

Despite common misperception, public involvement work requires a deep skill. Among other things, it involves reflection, humility, policy and programs analysis, fostering collaborative and productive relationships, complex process design, facilitation, implementation, evaluation, and employing various tools, etc. In order to be effective, City staff doing this work must conduct some strategic pre-work, which should include:

- Become familiar with the communities of color in Portland, the history of oppression, and its impact on these communities
- Build ongoing, mutually respectful, and beneficial relationships with these communities (i.e. No one-offs or processes that only serve the City's needs)
- Identify and analyze inequities and disparate impacts of your bureau's programs and services. Identify possible budget allocation, policy, procedural, and practice solutions. Be prepared to bring this information to the table when you engage community.
- Familiarize yourself with supportive tools and resources, many of which are listed below.

As you design and implement community engagement policies, procedures, practices, and plans:

- First review the IAP2 Spectrum of Public Participation and determine what level(s) of engagement you will employ for your proposal. It's important to be clear upfront about the level of decision making community will have in each process and to use appropriately matched method(s) and tool(s).

- Engage community at all major decision points (e.g. program and service policy changes, budget and resource allocation decisions, development and planning, etc) and use a community impact assessment early on and throughout.
- Be clear internally and with community about the intended outcome of a process and who has what level of decision-making authority. Consider the different levels of engagement and use appropriate methods and tools. The RET worksheet asks you to use the IAP2 continuum of public participation to identify the type of engagement and decision making authority you are using.
- Make involvement possible and the experience valuable. Make everything accessible, act on the advisement and feedback given. This includes, but is not limited to, providing child care and language translation services, and holding meetings after regular working hours and in a space that is ADA accessible.
- Where possible, compensate community experts who are giving of their time and expertise. Community leaders give what most consultants are paid handsomely for and many are struggling to make ends meet.

The opportunities for community engagement are as extensive as the strategies and tools available to support the work. These instructions are incomplete by design because the menu of methods and tools is broad and there are a number of factors to consider. Some example methods and tools for impactful community engagement include:

- Reaching a larger volume of people by using a digital engagement platform and/or tools. Digital engagement allows a bureau to gather feedback on proposed policy changes and could be used for voting activities like participatory budget decision making.
- Including community in bureau budget decisions by way of a well-structured and functioning bureau budget advisory committee with good representation from community. Various facilitation and decision making tools need to be considered and adopted to conduct business effectively.
- Ensuring bureau program and service priorities are responsive to community need. This would involve relationship building with community based organizations that serve as cultural hubs to many Portlanders, gathering feedback in many forums, including well designed and facilitated meetings, and taking action on the feedback provided.

In terms of when to do what, community engagement is not a one-time step. Rather, it is ongoing and required throughout the whole process from beginning to end. In an ideal world, City staff would involve community before developing a proposal. Unfortunately, proposals are often developed first and community is engaged after a decisions are made.

The steps and instructions above should help you answer the following questions:

1. Which communities of color did Steps 2 and 3 identify as most impacted or denied access?
2. Which type of engagement will you use based on the [IAP2 spectrum](#)?
3. How will you engage those most impacted? Describe your proposal's community engagement strategies. Public engagement should prioritize opportunities to empower and collaborate.
4. What did those engaged tell you about how your bureau currently creates and/or contributes to inequities and disparate outcomes?
5. What did they tell you about the potential benefits or burdens resulting from this proposal? Did they identify any unintended consequences?

6. What did they tell you about the community needs and priorities? What results and outcomes do they want? Did they identify ways to mitigate unintended consequences?

Resources:

- [Portland's Citywide Public Involvement Best Practices Program](#) regularly provides strategic advisement and consulting to bureaus on the conceptualization, development, evaluation, and improvement of public involvement policies, processes, and practices.
- [Community Engagement Liaisons Program](#) can be contracted with for various projects
- Community impact assessments. A Portland specific community impact assessment is in development. Race Forward and Policy Link have examples
- [IAP2's Spectrum of Public Participation](#) and Arnstein's Ladder of Participation
- [Portland's Public Involvement Principles](#) and examples
- BIP#9
- Comp Plan, Ch. 2
- Collective impact resources

Step 5: Develop Racially Equitable Strategies & Confirm/Modify Outcomes

This step is designed to affect change in your proposal. Informed by your historical research, data collection, and stakeholder input, you should step back to assess your proposal's outcomes from step 1 and identify strategies that will help advance racial equity.

Steps 2-4 should have given you new information to either affirm or change the equitable outcomes and performance measures you identified in step 1. Now is your opportunity to make any necessary changes to your responses in step 1 before going further into the process of making changes to your actual proposal.

One common deficiency of a proposal is a lack of understanding of the demographics of who benefits and who is burdened. Steps 2-4 should have provided you enough information to identify any differences in how a proposal potentially impacts different groups.

Tradeoffs should also be clear by now. Many governmental decisions are complex and nuanced, offering both benefits and burdens (ex. property taxes to fund poverty reduction programs). When tradeoffs are not understood, then the negative unintended consequences are not mitigated. It is important to surface these potential consequences and act to mitigate them to the maximum extent possible.

We often tend to view proposals in isolation. Because racial inequities are perpetuated through systems and structures, it is important to also think about complementary approaches that will leverage a proposal's impact on racial inequity. Expanding your proposal to integrate strategies or broader partnerships will increase the likelihood of addressing root causes. For example, downstream interventions designed to provide a social safety net for those experiencing poverty, while essential and worthy of ongoing support, should be complimented with strategies that decrease the need for these interventions. Strategies may be bold and outside the City's direct control, like State reform to property taxes, but should be identified nonetheless.

There is a growing canon of research into local governments' racial equity best practices. This body of work is an excellent resource for teams looking for ways to change and/or compliment their proposal. Your research may have yielded alternatives and/or supporting practices. Again, communities of color may have already proposed solutions. Their reports and proposals should be mined for content that can be included your proposed changes. A few national and local resources are provided below:

- [Government Alliance on Race and Equity issue briefs](#)
- [OEHR Promising Practices Research](#)
- [PolicyLink tools](#)
- Local sources of recommendations can be also found in the resources listed in steps 1-4

The toolkit asks you to identify strategies to 1) change your proposal, 2) mitigate the unintended consequences, and/or 3) compliment your proposal. Sorting strategies this way helps to clarify what action needs to be taken to approve any changes and implement them. You are also asked to clearly identify which communities of color benefit from each strategy and additional impacts, as you have with your initial proposal (you may need to return to the information from Steps 2-4 to clearly identify impacts of each strategy).

You may identify a large list of relevant strategies. One effective exercise to narrow your list is to assess both the effectiveness and feasibility of each. You are asked to rank each strategy by each criteria. Some actions may have low feasibility, but are extremely effective at achieving equitable outcomes; the intent of this ranking exercise is to not dismiss these actions, but present information on the considerations that need to be made to move these actions to implementation. You can rank how effective each action is at improving equity, in terms of 'Low', 'Medium' or 'High' using the following considerations:

- Whether the action is a known best practice
- Whether the action has had past success in making an impact and at what scale
- Whether the action was identified by stakeholders

Also, in terms of 'Low,' 'Medium,' or 'High,' rank the feasibility of implementation of each action by using the following considerations:

- Financial costs of implementing,
- Downstream financial costs of not implementing
- Non-financial resource needs (staff time, partnerships, etc.)
- Political feasibility of implementation
- The capacity of the responsible party to implement the action
- How long the action will take to implement

In the final step of this toolkit you are asked to report back to all those engaged in this process. Now is the time to scan your proposed changes to the proposal to determine if they align with what you heard from stakeholders.

This step will help you answer the following questions and complete an exercise:

1. Given what you have learned, how will the proposal increase and/or decrease racial equity? List tradeoffs if any.
2. Are there more equitable results and outcomes to include in identifying equitable outcomes (step 1)? If so, revise accordingly.

3. Exercise: Draft strategies to advance racial equity or mitigate unintended consequences. Are there changes to your proposal? Are there complimentary/additional strategies to your proposal? Rank their effectiveness (dream big!) and feasibility (be realistic).
4. How did you select each strategy? Does a strategy align with what you heard in step 4? Is it a known best practice?

Step 6: Implement Changes

Now that you know the unintended consequences, benefits, and impacts of your proposal and have developed appropriate strategies it is important to focus on implementation. A solid implementation plan will help establish commitment and support for your proposed changes from your leadership and the community.

It is important to first clearly articulate each change you recommend to the proposal. This includes new equitable outcomes and strategies. This may mean substantive changes to an original proposal. Then determine what authority is needed to approve each change and what information they will need to make a decision.

Critical information to provide decision makers includes any resources needing to be re-allocated or added (both staff time and budget), what is the timeline, what type of ongoing engagement is needed with stakeholders, what additional barriers may prevent individuals from impacted communities from benefitting fully, and what mechanisms of accountability will be put in place to ensure successful implementation. This practical side of your recommendations should also be informed by the data and engagement collected during this process. This is also where an overall ranking of strategies could help decision makers prioritize strategies.

A quick exercise to identify weaknesses in your proposed changes is to ask whether you it is:

- Realistic?
- Adequately resourced (staff and budget)?
- Adequately resourced with accountability mechanisms?
- Adequately resourced to ensure on-going data collection, public reporting, and community engagement?

If the answer is no to any of these questions, what resources or actions are needed?

At the end of this step you should be able to answer the following questions?

- What changes do you recommend for your proposal? Describe the changes and any other alternatives for decision makers.
- What is the plan for implementation? Resources (budget & staff), engagement, communications, delivery mechanisms, accountability, etc...
- What support and authority do you need to make the changes?

Step 7: Evaluate / Accountability / Report Back

This step will help you create accountability, measure change, and communicate effectively. As leaders in the field, the City is creating and implementing a new tool and as with any new endeavor, there will likely be missteps. These are opportunities for learning and improvement.

Data will be important in seeing whether your proposal has worked. Developing mechanisms for collecting this data and evaluating progress will help measure whether racial equity is being advanced. Hopefully your performance measures were selected with practicality of collection in mind and adequate resources were obtained to follow through on collection. Surveys, service level tracking, and impact assessments are excellent tools for measuring success.

How you communicate about your racial equity proposal is also important for your success. Poor communication about race can trigger implicit bias or perpetuate stereotypes, often times unintentionally. Use a communications tool such as the [Center for Social Inclusion's Talking about Race Right Toolkit](#) to develop messages and a communications strategy.

This step should help you answer the following questions:

1. How will impacts and performance be documented, evaluated, and reported? What methodology will you use?
2. What are your messages and communications strategies that will help advance racial equity?
3. How will you continue to partner and deepen relationships with communities of color to make sure your proposal is working and sustainable for the long haul?

Completed Tool

Now it is important to loop back with all the stakeholders involved to provide comments on the product this toolkit. This is your chance to learn and improve the proposal and hear feedback on the process itself. A public comment period including at least a survey is recommended. It is also an opportunity to raise awareness about racial inequities and the City's role in addressing them. Posting the completed toolkit on your bureau's website and acknowledging the recommendations in the bureau's regular channels of communication is also recommended.

Finally, you can present your findings and recommendations to decision makers for finalization.

Wait, you are not done yet. Regardless of when you used this RET, you should prepare to use it again on an ongoing basis. Using it at different phases of a project will allow new opportunities to be identified and implemented. Strategies that are currently infeasible may later become possibilities (ex. raising the minimum wage was not politically feasible 4 years ago). Innovative promising practices may prove to be effective over time. Also, evaluating results means you will be able to make any needed adjustments to maximize impact.

Implementation Considerations

When should it be used?

Early Design:

We should begin accounting for equity at the earliest stages of our planning and decision making processes. Using a racial equity tool early means that:

- individual decisions can be aligned with organizational racial equity goals and desired outcomes,
- that we identify potential missing information and/or gaps in needed impacts,
- we can address needed changes or support systems early.

Use of the tool should continue throughout the development and implementation process. The tool or different steps of the tool, can be brought back into discussion as the type of decision-making evolves (from scoping, design, implementation, and evaluation).

Continuous, Circular, Iterative, Encompassing Process:

A RET can be applied at every stage of a proposal, from conception through implementation. Best use of the RET is to start early, and conduct the analysis from continuous improvement/evaluation perspective.

Equity Toolkits are not linear. Steps will often be circular, reinforcing, and overlap. For example, going through the analysis may result in the development of supplemental policies or services in addition to the original proposal. This may require walking through the analysis or part of the analysis again. Lack of impact data may identify the need for community engagement to identify or verify potential impacts; given that effort, engagement strategies should then be incorporated into evaluation to revisit the proposal's effectiveness. As the work evolves, so should the equity analysis in order to be responsive to new information and circumstances.

How is this used effectively?

The RET is designed to be both a process and a product. It is used as a discussion guide for team conversations and a map of particular procedures to recalibrating proposals. Some preparation is required in advance to gather the resources necessary for a manageable process and the implementation of a final product. Below is some guidance to prepare your bureau and project team.

PROJECT TEAMS

Bureau's should identify lead(s) who will oversee the analysis. Leads may work with their leadership to recruit staff to form a Project Team, a small group who will shepherd the entire process. The form and composition of your Project Team will vary depending on the proposal being analyzed; however, the function of your team will include:

- Project Design - Designing the scope, structure, and timeline of the process.
- Project Management - Coordinating the meetings and communications, producing materials, and developing deliverables.

- Research and Systems Change Analysis –Analyzing structures and systems for burdens on people and communities of color. Synthesizing information gathered to identify gaps in racial equity best practices and report on findings and recommendations.
- Data Collection and Analysis – Collecting quantitative data and presenting it in a useful manner. Designing information gathering instruments and facilitating discussions to solicit qualitative information.
- Planning– Designing exercises and facilitating discussions to identify equitable outcomes, performance measures, and strategies.
- Community Engagement – Designing and implementing meaningful community engagement strategies. Good communication is also important; explaining the purpose of this process to stakeholders, providing updates on the process, and being a point of contact for anyone with questions.
- Racial equity focus - Maintaining a clear focus on racial equity throughout all stages of the process, working with any resistance that arises, and providing equity resources for participants who lack the skills needed to meaningfully participate.

Some considerations as you compose the Project Team include:

- Authority –The Project Team will need to ask staff in different divisions/programs/departments to provide information and to take various actions. They need to have sufficient authority to make these requests. This could be done by either having upper management staff on the team or by explicit and public authorization from the Director to oversee the project.
- Expertise – Team members will need to collectively possess a robust set of skills to fulfill the functions listed above. People with a strong racial equity analysis, some experience with policy analysis and/or program evaluation, and a good project manager are especially important.
- Familiarity – All team members should be very familiar with the City’s philosophy on racial equity and the language we are using.
- Time – The Project Team should be given dedicated time for this analysis. The time commitment will vary depending upon the expertise of the team members, the complexity of the proposal being analyzed, the depth of community engagement needed.
- Composition – Each Project Team will look different and be a different size. Ideally, team members would represent the demographic diversity of the bureau. Racial/ethnic diversity is especially important. Cross multi-disciplinary teams are necessary for strong analysis.
- Silos - Just as disparities do not usually have one cause, most proposals will not be entirely isolated to the work of one bureau. For the best use, consider other bureau charges, programs, services, and work, when selecting team members.

THE BUREAU

The RET process may require bureau resources to implement: time, money, skills, and effort. Bureaus are expected to be willing to change their policies, practices, programs, and procedures as a result of this process. These expectations should be explicitly acknowledged.

Racial equity training is a helpful pre-requisite for meaningful participation on the RET team. Additional training on use of the RET is also being provided by OEHR on a quarterly basis.

What if there is not enough time?

As stated earlier, implementation of the toolkit may require significant investment of time and resources. It also requires competency in a number of skills, most of which are new to government employees. It will take time for bureaus to attain these competencies. The best way to build skills is in the use of the RET itself.

However, the reality of working in government is that there are often unanticipated priorities that are sometimes inserted on a fast track. Even with a short time frame, meaningfully answering a few questions relating to racial equity can have a meaningful impact, both on the framing used to approach the work and on the outcomes. We suggest that the following questions be answered for quick turn-around decisions:

- What are the racial equity impacts of this particular decision?
- Who will benefit from and be burdened by the particular decision?
- Are there strategies to advance racial equity or mitigate unintended consequences?

How can personal and institutional barriers be overcome?

Personal barriers to effectively using the RET will present themselves throughout the process. Understanding these barriers is key to overcoming them.

- **Difficulty:** Individuals experienced with old tools may feel less competent and frustrated with new tools. The good news is, people can master the new tool through deliberate practices.
- **Lack of motivation/commitment:** The scope and the scale of the implementation can appear too big and immobilize people. Three interrelated elements can effectively generate motivation/commitment: (1) Clarity of the outcomes, (2) capabilities (having what it takes to get the desired outcomes: ability, tools, information, training, etc.), and (3) positive consequences (rewards) for individuals (what's in it for me?) and for the organization.
- **Getting tired:** Implementation requires people to think, do, and behave differently. People may want change but they don't usually want to be changed, so they may resist and you, the change agent, may get tired. Three strategies help to counter the fatigue: (1) having change champions close to the actions, (2) Acknowledge desired efforts, not just results, and (3) pinpoint positive consequences (rewards).
- **Getting lost:** Difficulties, lack of motivation, and fatigue can make people get lost in the process. They lose track of where they started and where they want to be or go. A chart of the process is helpful and it should include (1) What you believe are the key process milestones, (2) How the milestones will be measured, (3) When the measures will be taken (intervals), (4) Baseline of performance, and (5) Target performance.
- **Getting Too Busy:** In some cases, significant time allocation is necessary for an effective use of a RET. Work time will need to be dedicated. As the analysis evolves, additional time allocation and flexibility may be needed to be appropriately responsive.

Institutional barriers are also present and may feel more challenging to overcome.

- **Existing policies:** You should prepare your bureau to be able to handle situations in which the results of the RET seems to conflict with federal, state, or local laws and policies.
- **Structures:** There are likely existing tools, procedures, criteria, and practices making it difficult to implement the new tool. Be prepared to inventory these for reform. Also, there is also a likelihood that necessary structures are not in place to use the RET. Community engagement is a critical component of the RET but some bureaus may have not dedicated staff or knowledge of external resources to conduct quality engagement. They will have to develop this capacity or

bring on a consultant. Likewise, bureaus may not have the necessary information to support the analysis. If a gap is recognized (e.g. level of service data disaggregated by race and ethnicity), that bureaus begin efforts to collect that data for future needs, and look for potential proxies. The information collected each time you use the RET should be documented and archived for later and routine analysis.

- **Lack of leadership support:** Leadership may or may not openly and strongly supporting the new tool. Step 1 is an important opportunity to garner leadership buy-in upfront.
- **Entrenched Interests:** The toolkit is intended to integrate racial equity considerations into an already determined proposal. There are likely stakeholders with interests in maintaining the pre-existing assumptions, goals, and practices.

Strategies to overcoming these barriers include:

- **Systematizing the use of the Racial Equity Toolkit.** The RET will be piloted at first and used voluntarily. They City can then look at opportunities to integrate it into routine operations, such as policy briefing forms, capital infrastructure planning, and base budget building.
- **Building the capacity of Bureau Equity Committees.** Training is not just to cultivate skills for individual employees, but can also build the skill of BECs to provide bureaus with the internal technical assistance with the RET, including creating a learning culture.
- **Use the RET on an iterative basis to address complex proposals.** Most decisions are complex, and there are numerous pros, cons, and trade-offs. Using the RET iteratively allows for nuances to be addressed over time.
- **Maintain accountability.** We can build the expectation that managers and directors routinely use the RET by including its use in their job descriptions, work plans, and performance evaluations. OEHR is also available to review completed RETs for accuracy and depth of analysis.
- **Identify Opportunity for Change:** This tool is best used when the analysis has the potential to change or modify the proposal. This is why using RET's are best in early design. Additional resources and strategies may need to be developed to support a proposal that results in inequitable impacts but has does not have the ability to change.
- **Outside Consultants:** External consultants can expertise and relieve capacity constraints, especially for the more time consuming activities like research, drafting materials, and community engagement.

How does a RET fit with other strategies?

The RET is designed to avoid duplication and pull from as many existing resources; pre-identified equitable outcomes, current engagement processes or structures, disaggregated data already being collected, and existing strategies that could achieve equitable outcomes with some reform. The use of Portland's RET will tie together as many existing resources for equity as possible.

As noted in the introduction to this manual, the RET is also designed to complement existing equity tools such as the Racial Equity Plans and the Budget Equity Tool. Use of the RET is an important step to operationalizing equity but is not sufficient by itself. We must have broader vision of the transformation of government in order to advance racial equity. A comprehensive set of tools is needed to achieve that vision.

Appendix A: Other Racial Equity Tools and Resources

There are many different types of Racial Equity Toolkits and Tools that have been utilized in different jurisdictions for different purposes. This toolkit incorporates elements of many of these tools.

[Bureau of Planning and Sustainability Equity Toolkit: Decision Support Tool:](#) This tool is intended help BPS implement the Equity Framework by providing step by step guidance to help BPS staff analyze how their work can achieve its greatest potential.

[Multnomah County Equity and Empowerment Lens:](#) The Equity and Empowerment Lens (with a racial justice focus) is a transformative quality improvement tool used to improve planning, decision-making, and resource allocation leading to more racially equitable policies and programs.

[Racial Equity Toolkit: An Opportunity to Operationalize Equity; Government Alliance on Race and Equity:](#) This is the primary tool from which Portland is basing its RET.

[Racial Equity Toolkit to Assess Policies, Initiatives, Programs, and Budget Issues; Race and Social Justice Initiative, City of Seattle:](#) The Racial Equity Toolkit lays out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity.

[Equity and Social Justice Tools and Resources; King County, Washington:](#) The Equity Team developed an Equity Impact Review tool that is a process and a tool to identify, evaluate, and communicate the potential impact – both positive and negative of a policy or program on equity.

[Racial Equity Toolkit: Implementing Greenlining’s Racial Equity Framework:](#) This racial equity toolkit is designed to provide policymakers, advocates, and others with an easy-to-follow guide to applying a racial equity lens to any policy issue.

[Seattle Public Utilities Equity Planning and Analysis; Seattle Public Utilities:](#) SPU focuses on the impact of the utility and disparate racial outcomes, and also consider the intersection with other socio-economic conditions and data.

[Budget Equity Assessment Tool; City of Portland:](#) This tool is a general set of questions to guide city bureaus and their Budget Advisory Committees in assessing how budget requests benefit and/or burden communities, specifically communities of color and people with disabilities.

[Racial Equity Tools:](#) This site offers tools, research, tips, curricula and ideas for people who want to increase their own understanding and to help those working toward justice at every level – in systems, organizations, communities and the culture at large.

OEHR and ONI’s “Civil Rights Title VI Administrative Equitable System/Model:” While in development, this model or system places equity tools into the broader context of systems change and City processes. The RET is designed as a first step toward this more robust approach.

Appendix B: Glossary of Terms

Adverse Impacts: refers to practices or policies that appear neutral but have a discriminatory effect on a protected group. Source: Office of Equity and Human Rights (OEHR)

Civil Rights Title VI: refers to Federal law. No person in the United States, on the grounds of Race, Color, or National Origin, shall be excluded from participation in, denied the benefits of, or subjected to discrimination under any program, service, or activity of a public entity, like the City of Portland, that receives federal assistance.

Communities of Color: is a term used primarily in the United States to describe communities of people who are not identified as White, emphasizing common experiences of racism. Source: OEHR

Discrimination: refers to practices or policies that may be considered discriminatory and illegal if they have a disproportionate "adverse impact" on persons in a protected class. Source: OEHR

Disparate Impacts: refers to practices or policies that may be considered discriminatory and illegal if they have a disproportionate "adverse impact" on persons in a protected class. Source: OEHR

Diversity: includes all the ways in which people differ, and it encompasses all the different characteristics that make one individual or group different from one another. Source: UC Berkeley Center for Equity, Inclusion and Diversity

Ethnicity: a category of people who identify with each other based on common language, ancestral, social, cultural, or national experiences. Source: *Oxford English Dictionary*

Equity: When one's identity cannot predict the outcome. Source: OEHR

Race: a non-scientific classification of human beings created by Europeans (Whites) which assigns human worth and social status for the purpose of establishing and maintaining privilege and power. Source: adapted from Ronald Chisom and Michael Washington, *Undoing Racism: A Philosophy of International Social Change*

Racial Disparity: A significant difference in conditions between a racial group and the White population that is avoidable and unjust. For example, African-Americans are underrepresented in City of Portland management positions when compared to the percentage of African-Americans in the general population or the representation of Whites in management positions. Source: OEHR

Racial Equity: when race does not determine or predict the distribution of resources, opportunities, and burdens for group members in society. Source: OEHR

Racial Equity Framework: An understanding of the root causes of racial disparities, an analysis of the structures that perpetuate these disparities, and the ability to deploy critical strategies to undoing those structures (i.e. community self-determination, shifting power, etc...) in order to replace them with structures that produce equitable outcomes. Source: OEHR