



## Metro | Agenda

Meeting: Council Retreat  
Date: Thursday, Sept 6, 2012  
Time: 2 p.m. to 4:30 p.m.  
Place: Cooper Mountain Nature House

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I. Background

II. Agency responsibilities and project options

III. Council guidance and agreement

IV. Summary and next steps

Adjourn

# Metro | Agenda

Meeting: Council Retreat  
Date: Thursday, Sept 6, 2012  
Time: 2 p.m. to 4:30 p.m.  
Place: Cooper Mountain Nature House  
18892 SW Kemmer Rd Beaverton, OR 97007  
Outcome: Council agreement on process proposal to develop an agency-wide equity strategy

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I. Background	2:00
– Vision and Framing for the process	
II. Presentation of proposal	2:20
III. Council discussion	2:40
*Break*	3:00
IV. Budget estimate	3:10
V. Risk assessment exercise	3:20
VI. Council guidance and agreement	3:40
VII. Summary and next steps	4:10
Adjourn	4:15



Date: Thursday, August 16, 2012  
To: Metro Councilors  
From: Nuin-Tara Key, Senior Regional Planner  
Subject: September 6<sup>th</sup> Council Retreat: Staff Memo Equity Strategy Proposal

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Per the Metro Council's request at the June 5<sup>th</sup> Council retreat, Metro staff has prepared a draft proposal and scope of work that outlines a process to develop an agency-specific equity strategy. The following Memo provides a brief summary of the work completed to date and outlines the objectives of the proposal that will be presented to Council at the September 6<sup>th</sup> retreat.

The **intent** of the upcoming retreat is to present staff's proposed approach for developing an equity strategy within the context of Metro's roles and responsibilities.

The **goal** for the retreat is to receive guidance from the Metro Council on how best to move forward with the proposal for developing an agency-specific equity strategy. The Metro Council will be asked to weigh in on the proposed process for Phase 2 and provide direction on next steps. Council will also be asked to consider that, by supporting Phase 2 it implies a commitment to completing Phase 3, or implementing the agency-specific equity strategy. Lastly, Metro Council will have the opportunity to weigh the opportunity costs, risks, and benefits of developing an equity strategy.

## Background

In 2010, the Metro Council adopted equity as one of the region's six desired outcomes, and more recently in 2011 directed Metro leadership and staff to initiate the development of an organizing framework that consistently incorporates equity into all Metro decisions. Given the scale of effort needed to strategically move Metro's equity work forward, project staff designed a three-phase approach to developing an Equity Framework for Metro. The intended outcome of the three-phased approach is to develop an equity framework that provides the structure and support needed to advance equity as one of the region's six desired outcomes.

Metro staff completed Phase 1 (*Metro Equity Inventory Report*) and presented the findings and recommendations from this work to the Metro Council

### Equity Framework

#### Phase 1 | Metro Equity Inventory Report

By engaging both Metro staff and external stakeholders, the Equity Inventory Report provides a snapshot of how Metro currently incorporates equity considerations into agency activities. In an effort to inform Phase 2, the report captures a number of findings and recommendations that emerged through the yearlong research project.

#### Phase 2 | Defining a strategy (*proposed*)

The Phase 2 engagement process should result in two outcomes: first, the region—including community partners and stakeholders—defines and focus the agency's equity strategy. Second, and again through an engagement process, Metro should develop an Equity Action Plan.

#### Phase 3 | Implementing the strategy (*proposed*)

Once an equity strategy is chosen, implementing this strategy will increasingly guarantee that Metro leadership and staff consistently consider equity at the beginning phase of program, policy and project development, ensuring equity considerations become actionable by staff and measurable during evaluation.

at a retreat on June 5<sup>th</sup>. In response to Council’s direction at the retreat, staff has developed a draft proposal for Phase 2 (*Defining a Strategy*). The intended outcomes of Phase 2 are, through an engagement process, to develop an agency-specific strategy for advancing equity and to develop an equity action plan. Upon successful completion of Phase 2, it is recommended that Metro implement the equity action plan (Phase 3).

## Council Direction

At the June 5<sup>th</sup> Council Retreat, Councilors emphasized that Metro staff and leadership are dedicated to advancing equity but, without shared strategies or best practices, the results are inconsistent. Council also supported the recommendation that the agency’s practices need to be applied consistently and that in order address equity at a regional level, Metro must lead by example.

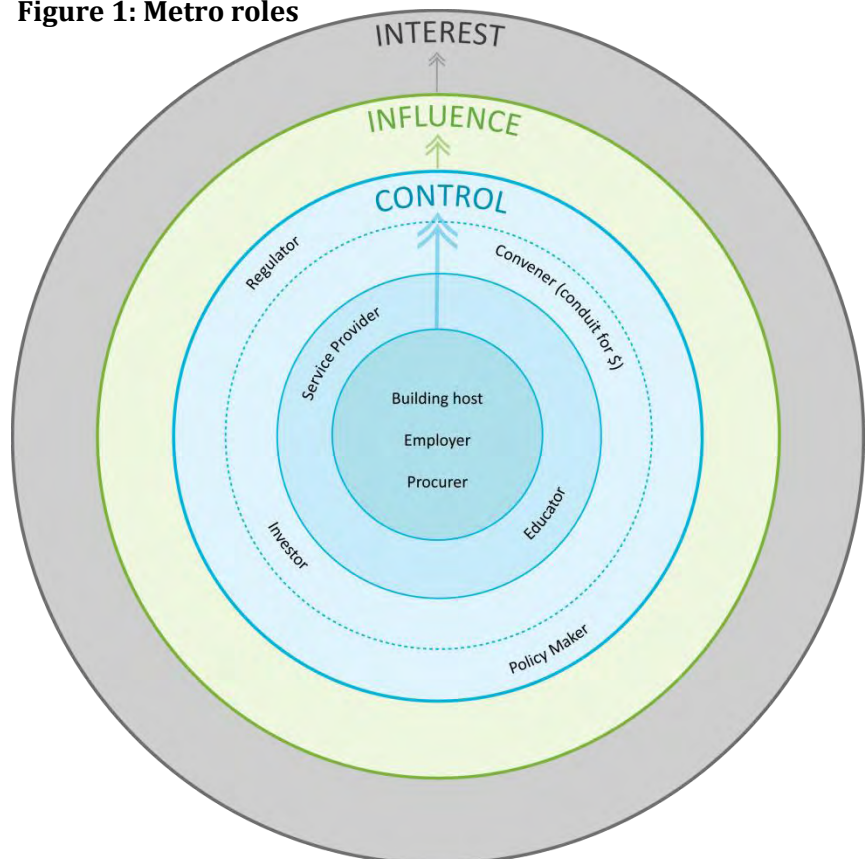
Councilors also stated that there is a strong need and desire to establish authentic, ongoing, community relationships. Council discussed the need to convene Metro’s partners in the equity community to assist with a critical and honest review of Metro and to provide advice on how best to move forward. Some councilors emphasized the need to establish clear roles, responsibilities, and expectations for the Council and partners.

In addition to grounding this work in the region’s desired outcomes, Council also provided an organizing framework for considering Metro’s role—as an agency or institution—in advancing equity. It was recommended that staff consider the implications of developing an equity strategy across all of Metro’s roles and return to Metro Council with options of how far to go with this initial effort, or process for developing an equity strategy.

Figure 1 provides a conceptual model of Metro’s “roles”, as outlined at the June Council Retreat. Staff used this model to help frame the process proposal for Phase 2.

The roles outlined in Figure 1 are intended to represent an outline or model of Metro’s roles and responsibilities. They are not intended to capture the full nuance of Metro’s level of control across all functions. Some of the roles included in the figure require significantly more collaboration and stakeholder participation than others; however, across all of these areas Metro retains some element of control, even if limited or shared.

**Figure 1: Metro roles**



## Staff response

In light of the considerations raised at the June retreat, the Metro Council directed staff to develop a draft proposal for Phase 2 that would outline a process and scope options for how to develop an agency-specific equity strategy.

In response, staff's proposal seeks to:

1. Provide an evidence-based engagement process
2. Build on existing strengths and efforts
3. Strengthen new partnerships
4. Build internal capacity around equity
5. Build external capacity and knowledge around Metro's roles and responsibilities
6. Coordinate with and support Metro's diversity program
7. Define Metro's strategy
8. Develop an Equity Action Plan to be implemented during Phase 3

The purpose of Phase 2 (*Defining a Strategy*) is to—through an engagement process—develop an agency strategy for advancing the region's equity outcome within the context of Metro's unique roles and to develop an Equity Action Plan to guide implementation during Phase 3 (*Implementing the Strategy*).

At the retreat, staff will present a process to answer three research questions. In regard to research question two, the Metro Council will be presented a series of options for future consideration. The three research questions are:

**Research Question 1 |** Within the regions six desired outcomes, what are the regional inequities and where are there disparities?

**Research Question 2 |** How do Metro's roles relate to the inequities that exist across the region's desired outcomes; what is the relationship of Metro's roles to these disparities?

**Research Question 3 |** What is Metro's strategy to advance equity within the context of the agency's roles?

At the September 6<sup>th</sup> retreat, the Metro Council will provide guidance on whether or not the proposed process is the right approach; give input on the research questions; and direction to staff on how to move forward.

There are existing agency responsibilities that help provide context for the *proposed* Equity Strategy proposal. First, because Metro receives Federal funding, the agency is responsible for meeting a series of Federal requirements that align with, and provide guidance for, Metro's effort to advance equity as a regional outcome. There are also a number of State laws that provide guidance for Metro's equity work. Second, Metro's existing Diversity Program provides a strong foundation for Metro's work to advance the region's equity outcome. The following is a brief overview of these existing responsibilities and efforts as they relate to Metro's equity related efforts.

The following outline provides a high-level summary of the legal requirements that could influence Metro's equity related efforts; each requirement is characterized as either affecting internal or external responsibilities or programs.

### **Legal framework for equity**

- I. Title VI of the 1964 Civil Rights Act
  - a. Provides that "No person in the United States shall, on the ground of race, color or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal assistance."
  - b. Agencies have adopted very specific requirements in order to provide funding to recipients. U.S. Department of Transportation through the FTA and FHWA have detailed circulars that dictate MPO requirements for Metro. Focus is now on serving Limited English Proficiency populations and environmental justice issues in transportation planning decisions.
  - c. Executive Order 12898 Federal Actions To Address Environmental Justice In Minority Populations and Low-Income Populations.
    - i. Required all Federal Agencies to make achieving environmental justice part of their mission.
    - ii. Tied to Title VI obligations
  - d. FTA Circulars on Title VI obligations and Environmental Justice.
  - e. U.S. Department of Justice LEP Guidance
  - f. Impacts **external** Metro programs and activities in the Metro region
- II. Title VII of the 1964 Civil Rights Act
  - a. Prohibits discrimination in employment based upon race, color, religion, sex or national origin.
  - b. Impacts equity around Metro's workforce (**internal**).
- III. ORS Chapter 659A
  - a. Prohibits discrimination under Oregon state law and includes additional protected classes based upon sexual orientation, gender identity, disability and domestic violence.
  - b. Impacts equity issues around Metro's workforce (**internal**).

IV. Americans with Disabilities Act

- a. Title I-prohibits discrimination in employment against qualified individuals with a disability. Requires that employers accommodate those with qualifying disabilities.
  - i. Impacts **internal** Metro equity issues.
- b. Title II-applies to the operation of State and Local governments.
  - i. Prohibits discrimination against qualified individuals with a disability in all programs, activities and services of local governments.
  - ii. Required removal of barriers both physical and structural within a certain time period after passage.
  - iii. Expands upon requirements of Rehabilitation Act which required governments to provide access to disabled individuals.
  - iv. Impacts **external** Metro equity issues.

V. Oregon Public Accommodations law

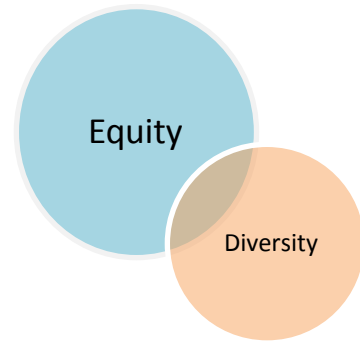
- i. Oregon law provides that it is illegal to discriminate in places of public accommodation on the basis of race, sex (including pregnancy), sexual orientation, national origin, religion, marital status, physical or mental disability, or age (18 years of age and older).
- ii. Addresses **external** equity issues for Metro.

VI. Age Discrimination in Employment Act

- a. Prohibits discrimination based upon age if over 40.
- b. Impacts equity issues for Metro workforce (**internal**).

### **Metro's Diversity Program**

With the update of the Diversity Action Plan and the hiring of the Diversity Program Manager, diversity and equity are often used interchangeably at Metro. While these are both important focus areas, they are not synonymous and the advancement of each requires different strategies and actions. Additionally, while the Diversity Program Manager should be intimately involved in the work to advance equity, this position should not be tasked to lead the development of an equity strategy and framework. Given the breadth of responsibilities tasked to this position the Diversity Program Manager does not have the capacity to devote moving the agency's equity work forward.



While the Diversity Action Plan does not specifically advance equity, certain strategies and actions in the plan present opportunities to leverage existing work throughout the agency. Additionally, the creation of the Diversity Program Manager position presents an opportunity to coordinate future efforts to advance equity within the current investments to increase diversity and cultural awareness at Metro.

Because the Diversity Program addresses a number of Metro's most centrally controlled roles (i.e. building host, employer, procurer; see Figure 1 in the *Council Retreat: Staff Memo*, dated 8/16/12), the program not only supports Metro's effort to advance equity, but also ensures the long-term success of a strategic agency-specific equity strategy. This is not to say that Metro's equity strategy should not also address these central roles, but that Metro is already committed to, and making advancements in, these areas. An equity strategy would not only support these efforts, but also provide a strategy for the agency's responsibilities that extend beyond these central control areas.



Materials following this page were distributed at the meeting.

## Metro's value of respect and definition of diversity

Metro's Diversity Action Plan is founded on our organizational value of respect:

We encourage and appreciate diversity in people and ideas. We embrace diversity in people and ideas within our workplace and our community. Everyone is treated with care and appreciation. We promote an atmosphere of equality and personal integrity and seek to understand the perspective of others. We strive for a culture supported by honesty and trust. Above all, we demonstrate respect for each other.

Metro defines diversity as the variance or difference amongst people.

This variance includes race, ethnicity, gender, age, religion, nationality, language preference, socioeconomic status, disability, sexual orientation, gender identity and diversity of thought. These differences are tied to a variety of other characteristics such as experience, work styles, life experience, education, beliefs and ideas.

Metro's philosophy regarding diversity:

Metro's diversity philosophy is built upon our commitment to creating, establishing, and maintaining a diverse and inclusive culture through increased internal awareness and diversity sensitivity, employment recruitment and retention, committee membership and public involvement, and procurement practices. Metro embraces diversity in such a way that it includes understanding the strength of individual and group differences, respecting the perspectives of others, and communicating openly. We strive to create an environment where all participants value and celebrate each other's contributions, skills, and experience and a workplace where all staff are encouraged to thrive and reach their highest potential.

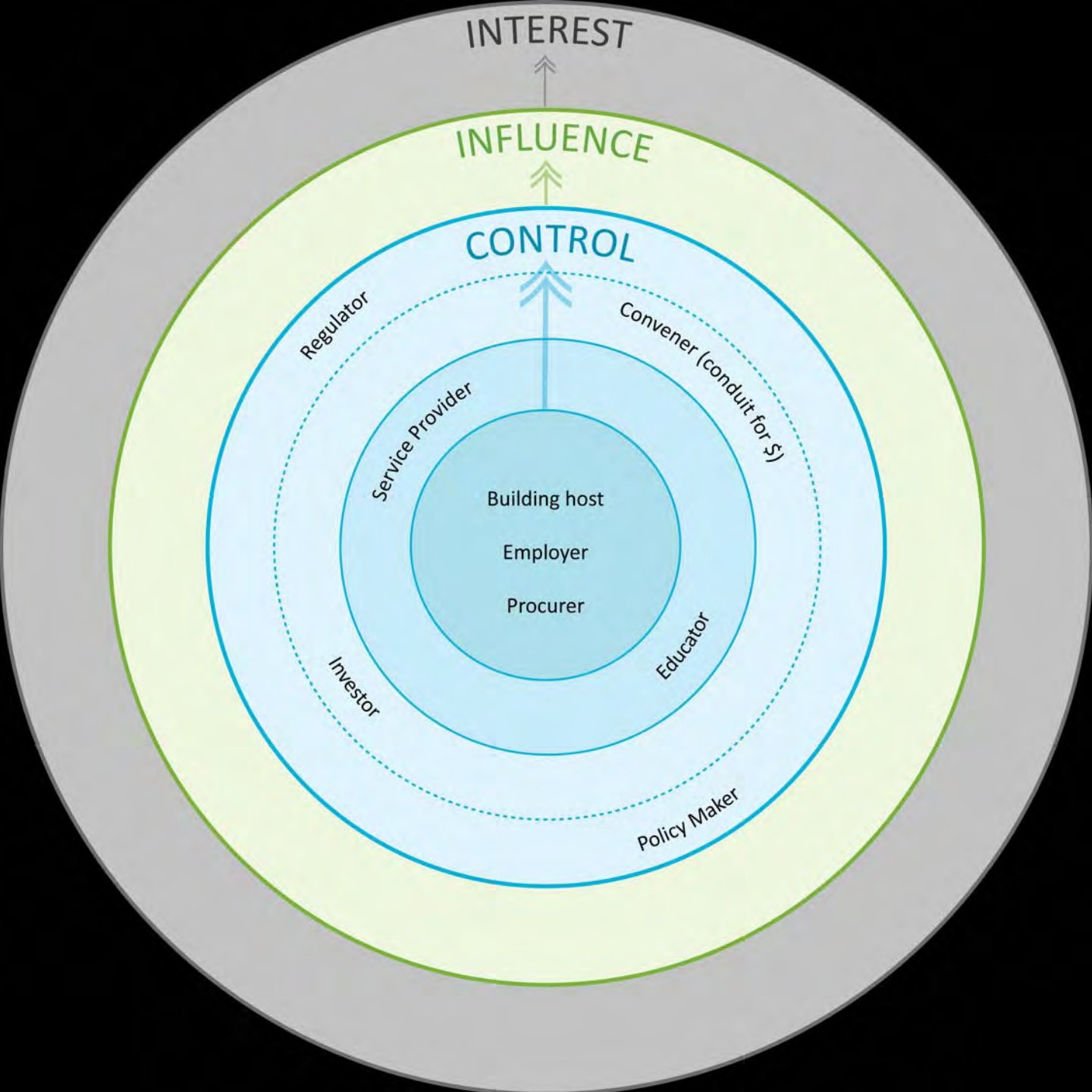
## Equity

Region's Desired Outcome:

Equity: The benefits and burdens of growth and change are distributed equitably.

Framework (adapted from the Northwest Health Foundation's definition of Equity):

- Equity is the **means** to healthy communities and an **end** that benefits us all.
- Equity is about addressing **historical inequities**.
- Equity requires the **intentional examination** of systemic policies that perpetuate disparities.
- Equity requires the identification of the **barriers** to fair practices.
- Equity ensures that all **communities** can shape their own present and future and achieve their full potential.



# Project Proposal | Metro Equity Strategy

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Per the Metro Council's request at the June 5<sup>th</sup> Council retreat, Metro staff has prepared a proposal and a draft scope of work to develop an agency-specific equity strategy.

## Steps

### Step 1 | Equity Baseline for the Region's Outcomes

Establish the evidence to demonstrate the type and nature of inequities and disparities relative to the adopted Regional Outcomes and identify the dynamic of these inequities to projected demographic shifts.

*Process check-in: Because the results of the regional Equity Baseline will impact the scope of the proceeding (proposed) process, Metro Council will be engaged to reassess the resource needs and scope for completing Step 2.*

### Step 2 | Relationship Map

Define Metro's relationship to the inequities and disparities documented across the region's desired outcomes.

*Range of potential options for Council consideration after completing Step 1:*

Council Option 1: Only the direct service roles are "mapped" to the Equity Baseline.

Council Option 2: Only the planning and policy roles that we have control over are "mapped" to the Equity Baseline.

Council Option 3: Both the direct service and direct control planning and policy roles are "mapped" to the Equity Baseline.

### Step 3 | Agency Strategy

Prioritize Metro's approach for advancing equity relative to the disparities most directly related to Metro's roles.

## Research Questions

**Research Question 1** | Within the regions six desired outcomes, what are the regional inequities and where are there disparities?

### Major process elements

1. **External Engagement:** Establish a "coalition" of stakeholders to partner with Metro throughout the entire strategy development process.
2. **Internal Engagement:** Establish an internal coordination and engagement plan to build on existing efforts.
3. **Relate Greater Portland Pulse Indicators to Regional Outcomes:** Identify how the Greater Portland Pulse indicators relate to the five regional outcomes (other than "Equity").
4. **Develop and apply an equity lens:** Engage "coalition" to define the relevant and appropriate equity measures to identify the disparities across GPP Indicators. Identify the structural nature of these inequities.

**Deliverable:** An *Equity Baseline* for each of the region's five outcomes aside from equity. By engaging with stakeholders and community partners Metro will develop an equity lens for each of

the region's desired outcomes; this equity lens will provide measurable equity indicators that serve as the foundation for a fact-based approach to identifying Metro's Equity Strategy.

**Research Question 2** | How do Metro's roles relate to the inequities that exist across the region's desired outcomes; what is the relationship of Metro's roles to these disparities?

**Major process elements**

1. **Convene an internal work team:** Collect information from departments/areas within the areas [Option 1, 2 or 3] to identify Metro's relationship to the disparities across the Region's desired outcomes.
2. **External engagement on the Equity Inventory:** Building on the Equity Inventory Report, identify any additional issues with Metro's current process to advance equity.
3. **Develop a prioritization approach:** After documenting the relationship between the 'Outcome inequities' and Metro's roles, identify how to prioritize the agency's efforts to advance equity.

**Deliverable:** A *Relationship Map* that identifies Metro's relationship to the inequities documented in the Equity Baseline. It is anticipated that across each of the desired outcomes there will be some equity issues that Metro can affect directly; issues where Metro only has an indirect relationship; and other issues still where Metro has no influence or leverage points.

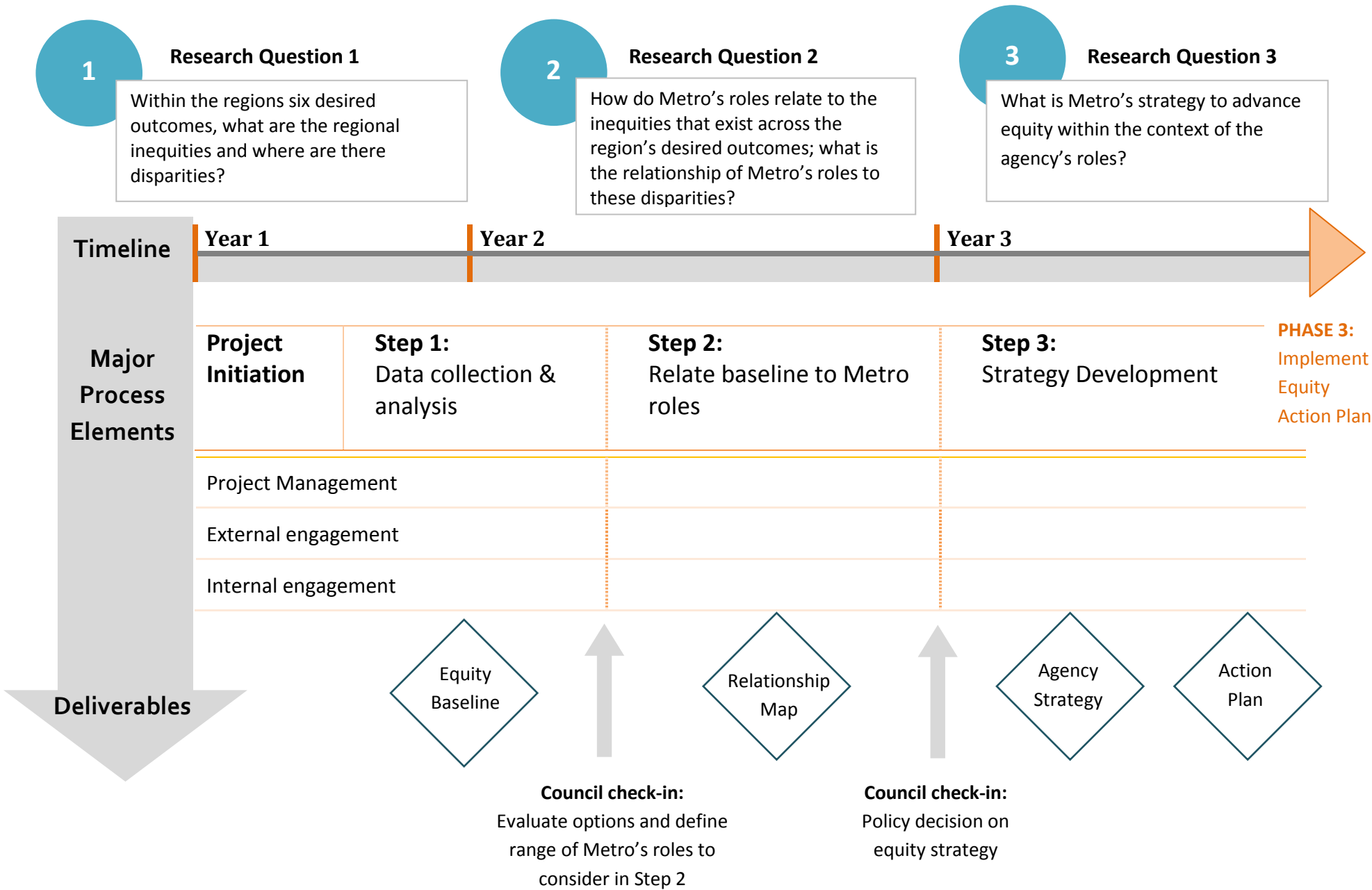
**Research Question 3** | What is Metro's strategy to advance equity within the context of the agency's roles?

**Major process elements**

1. **Implement prioritization approach:** Identify the agency-wide equity strategy that will best address existing inequities within the context of Metro's functions.
2. **Agency Equity Strategy:** Develop and adopt an agency-wide equity strategy policy.
3. **Implementation Plan Scope:** Develop and adopt a scope of work to develop an Equity Action Plan.
4. **Funding Opportunities:** Pursue additional funding opportunities to support implementation of the Equity Implementation Plan.

**Deliverables:** Agency-specific Equity Strategy Policy and an Equity Action Plan. Based on the findings of Steps 1 and 2, prioritize Metro's approach for advancing equity relative to the inequities most directly related to Metro's roles. The equity issues that are most directly impacted by Metro (as defined by the *Equity Baseline* and the agency's *Relationship Map*) should define the agency's strategy for advancing equity.

**Upon completing Phase 2 (*Defining a Strategy*), it is intended that Metro undertake Phase 3 (*Implementing the Strategy*).**



## DRAFT BUDGET AND TIMELINE

<b>Enhanced Data Collection (LEP) budget</b>			
Budget amendment ( <i>new</i> )		\$146,000	
Sub-total		\$146,000	

## Equity Strategy budget

Project steps	PROJECT INITIATION & STEP 1 (estimates)	STEP 2  (range estimates)	STEP 3 & EQUITY ACTION PLAN (range estimates)
<b>Timeline</b>	FY 12/13	Year 2	Year 3
<b>Staff confidence</b>	<b>75%</b>	<b>50%</b>	<b>25%</b>
Budget amendment ( <i>new</i> )	\$300,000		
Reallocated (existing)	\$110,000		
Sub-total	\$410,000	\$170,000 - \$300,000	\$125,000 - \$350,000
Total Range estimate			\$705,000 - \$1,060,000
<i>Timeline and total cost is dependent on scope and scale of effort. Estimates for Steps 2 and 3 are less accurate given dependencies on the outcome of Step 1.</i>			

Total FY 12/13 amendment estimate (with LEP Budget)	\$446,000
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Opportunity costs of inaction:

- 1. Maintain an inefficient use of public dollars, staff time, and political capital because of inefficient and uncoordinated efforts to advance equity
- 2. Lose ground with partners working to advance equity
- 3. Limit Metro’s ability and opportunities to receive funding (federal and philanthropic)
- 4. Limit effectiveness of meeting federal and regulatory requirements; risk being out of compliance with increasingly complicated federal requirements
- 5. Inhibit Metro’s ability to get ahead of economic and demographic shifts that could affect regional prosperity
- 6. Reduce the region’s effectiveness of advancing region’s desired outcomes

BENEFITS	
WHAT COULD BE ACHIEVED?	WHAT IS THE LIKELIHOOD OF IT HAPPENING? (Rank “High”, “Medium” or “Low”)
Better internal coordination and improved efficiency gains across agency	
Build internal and external capacity and knowledge	
Develop Metro’s leadership role around regional equity	
Metro is better positioned for grants and funding opportunities	
Support successful achievement of federal and regulatory requirements	
Ensure higher success in advancing desired region’s desired outcomes	
Build lasting relationships with new partners	



RISKS	
WHAT COULD GO WRONG?	WHAT IS THE LIKELIHOOD OF IT HAPPENING? (Rank “High”, “Medium” or “Low”)
Consensus around indicators cannot be achieved	
Expectations are raised that Metro can address issues outside of the agency’s direct control	
Expectations are raised that Metro will add additional responsibilities not currently part of the agency’s core functions/roles	
Partners do not support the process (partners feel they are “being studied” rather than partnering to identify issues and share solutions)	
Process for defining <i>Regional Outcomes Equity Baseline</i> with partners stalls around issue of “addressing” past inequities	
Metro Council spends large amount of political capital without benefit of gaining political support	
Metro loses autonomy or ownership over the process	
Metro cannot engage the partners that are needed to ensure success and long-term support because of limited partner capacity	
Underestimate resource needs	

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**Metro** | *People places. Open spaces.*

September 6, 2012

Kaiser Permanente Community Fund  
221 NW Second Avenue, Suite 300  
Portland Oregon 97209  
(503) 220-1955

Dear Selection Committee:

Metro Council is excited to submit a letter of support for the Coalition of Communities of Color (CCC)'s capacity building grant proposal, *Foundation for Regional Equity: Leadership, Vision and Engagement*.

The Coalition of Communities of Color and Metro have worked to strengthen an authentic partnership to better advance our shared goals around Equity. While this partnership is relatively new, Metro is excited for the opportunity to strengthen a long-term working relationship with the Coalition.

Further, Metro is working to improve the agency's ability to advance equity as one of the region's six desired outcomes. Metro recently completed an Equity Inventory Report that evaluated how equity considerations are currently incorporated into agency activities. Coalition staff reviewed the inventory and provided invaluable insight into how to communicate our current efforts and suggestions on how to improve our current practices.

Metro continues to work to build internal capacity to advance equity as well as support our partners' capacity to engage with Metro in regional decision-making. Metro also recognizes that equity issues transcend local jurisdictional boundaries and, as the regional government, Metro is well positioned to support the development of a common language when evaluating equity.

The three strategies within the CCC's proposal not only support the agency's capacity building and regional convening goals, but also support collective leadership development. This effort will not only benefit Metro and the Coalition directly, but will also extend throughout the region given Metro's critical role as regional convener and the CCC's broad member base. By partnering with the CCC, Metro is embarking on a process to support the advancement of equity across the region.

Metro Council is confident that the Coalition of Communities of Color is well suited to carry out this work and is eager to partner on this effort. This grant from the Kaiser Permanente Community Fund would ensure that future collaboration is possible and productive.

Sincerely,

Council President Tom Hughes  
On behalf of the Metro Council

# METRO NOT GETTING THE MESSAGE

**Our Community Wants Good Jobs.**  
**Not shortcuts and more irresponsible contractors.**

Janitors, community leaders and their allies have urged Metro over and over again to do the right thing by investing in a responsible janitorial company that invests in good jobs with living wages and affordable healthcare. **Metro is insistent on leading the race to the bottom by hiring janitorial contractors who invest little in their employees – ultimately putting profits before workers.**



**CONTACT TOM HUGHES**  
METRO COUNCIL PRESIDENT

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**Tell Metro to  
do the right  
thing by  
investing in a  
responsible  
janitorial  
contractor**





