

Council work session agenda

Tuesday, November 9, 2021

10:30 AM

**<https://zoom.us/j/471155552> or
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10:30 Call to Order and Roll Call

Work Session Topics:

10:35 Equity Performance Measures Budget Note- Outcomes and Budgeting [21-5614](#)

Presenter(s): Andrew Scott (he/him), Metro
Reed Brodersen (he/him), Metro
Domenica Clark (she/her), Metro

Attachments: [Staff Report](#)
[Attachment 1](#)
[Attachment 2](#)

11:20 Redistricting Process Update + Scenarios [21-5615](#)

Presenter(s): Anne Buzzini (she/her), Metro
Clint Chiavarini (he/him), Metro

Attachments: [Staff Report](#)

11:50 Chief Operating Officer Communication

11:55 Councilor Communication

12:00 Adjourn

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Equity Performance Measures Budget Note- Outcomes and Budgeting
Work Session Topic

Metro Council Work Session
Tuesday, November 9, 2021

EQUITY PERFORMANCE MEASURES BUDGET NOTE – OUTCOMES AND BUDGETING

Date: October 21, 2021
Department: Office of COO/DEI
Meeting Date: November, 9 2021
Prepared by: Reed Brodersen, Equity Analyst, DEI

Presenters:
Andrew Scott, DCOO
Reed Brodersen, Equity Analyst, DEI
Domenica Clark, Hatfield Fellow, OCOO
Length: 45 minutes

ISSUE STATEMENT

Metro Council's *Equity Goals and Corrective Measures Budget Note* and the associated Impact Evaluation Project aim to clarify, set targets for, and effectively measure progress towards our racial equity goals in order to improve our decision-making, resource allocation and accountability to BIPOC communities.

To deliver on the Budget Note, the Office of the COO and DEI have worked with Metro's departments and visitor venues to articulate, compile, and/or re-confirm the racial equity outcomes and goals that guide their work. These outcomes have been compiled for Council's review during the November 9 work session. In an upcoming December work session, Metro Council will review *interim equity performance metrics* and provide guidance to departments and venues around targets for priority racial equity goals.

The racial equity outcomes and goals for each department or venue, along with any associated performance metrics, will be formally integrated into the annual budget process to support transparency and effective decision making. The proposed plan is being presented to Council for feedback to ensure it meets the expectations outlined in the Budget Note.

ACTION REQUESTED

Ask questions about the Work Plan and Department and Venue racial equity outcomes. Provide feedback on the proposed process for integrating racial equity outcomes into the budget process.

IDENTIFIED POLICY OUTCOMES

The Strategic Plan to Advance Racial Equity, adopted in 2016, identified the need for Metro improve its capacity to measure impact towards racial equity. Various efforts have built towards this goal since 2016 (see Background), and two projects aim to continue this progress – the Equity Goals and Corrective Measures Budget Note and the Impact Evaluation Project.

Budget Note: The first phase of this work aims to deliver on the intended outcomes of the Budget Note, which include:

- Supporting Council in better holding departments and venues accountable to racial equity goals by providing equity performance metrics for Metro Council to be able to monitor progress.
- Metro Council and agency leadership are better able to allocate resources to address racial inequities through more meaningful integration of racial equity outcomes, goals and metrics into the annual budget process.

Impact Evaluation: The longer-term Impact Evaluation work looks to expand on the Budget Note by pursuing the following outcomes:

- All departments and work teams can tie their work to agency and department-level racial equity outcomes, goals and metrics and analyze impact using readily available methods and tools.
- Equity evaluation and measurement is consistent and high-quality across the agency and staff in each department can support evaluation needs as they arise.
- Metro is accountable to and trusted by greater Portland's communities of color and communities of color feel and know the positive impacts Metro is making.

During the November 9 Council work session, Councilors will support Staff in delivering on the Budget Note by reviewing racial equity outcomes for Metro's departments and venues (Attachment A) and providing feedback on the proposed plan to integrate outcomes, goals and metrics into the budget process (Attachment B).

POLICY QUESTION

Does the proposed plan to integrate racial equity outcomes, goals and metrics into the budget process meet Council's needs for information to make equity-informed decisions?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Forwarding commitments in the Strategic Plan

The Strategic Plan to Advance Racial Equity called on the agency to deeply embed evaluation and measurement into its equity work to support successful and impactful delivery of the Plan's goals and actions. While the agency has made significant progress in some departments and programmatic areas, much work is left to ensure consistent and high-quality evaluation of impact.

Building on past learning and successes

Since the Strategic Plan's adoption, a variety of efforts have worked to fill the evaluation and measurement needs for the agency. These provide a strong foundation for ongoing efforts and, in some cases, will act as ongoing supplements to the Budget Note and Impact Evaluation projects. These efforts include:

- Impact Evaluation Project: In 2017 and 2018 the Impact Evaluation Project was started in order to define and measure the impacts for each goal of the Strategic Plan.

Leadership, staff and community leaders undertook a collaborative process to further define intended racial equity impacts and started to explore potential metrics for evaluation before the project was put on pause. This new iteration of the Impact Evaluation project picks up where its predecessor left off.

- **Regional Barometer:** The Regional Barometer project sought to standardize and make publicly accessible a host of data related to Metro's Six Desired Outcomes. This effort primarily focused on community-level data that spoke to the conditions and experiences of greater Portland residents in order to better inform Metro's work. This tool continues to be available to Metro staff and the public.
- **Budgeting for racial equity:** Each year since the adoption of the Strategic Plan, Metro leadership, Finance and Regulatory Services, DEI and department staff have innovated to more meaningfully include racial equity into the annual budget process. The COVID-19 pandemic and associated budget crisis marked a particularly significant shift, with the formalization and implementation of a Budget Equity Tool and additional work by some departments to more thoroughly analyze equity impacts of budget decision.

BACKGROUND

Budget Note Synopsis

Council has declared that racial justice and equity guide all Metro policies, programs, and services. In order to assure that Council has the information to set objective measureable goals and evaluate whether Metro is having an equitable impact and providing equitable access and use of its services to all residents and visitors of the region, Council has directed the COO to establish equity performance measures that can be used in future budget processes to guide Council decisions (*FY2021/22 Budget Note 6: Equity Goals and Corrective Measures*). Furthermore, the Strategic Plan to Advance Racial Equity (SPAREDI) calls on Metro to effectively evaluate and measure progress towards our racial equity goals.

Budget Note Work Plan

Compile and confirm outcomes

August – October 2021

Work with Departments and Venues to compile racial equity outcomes from existing racial equity plans, strategic guiding documents, synthesis of community engagement, etc. Confirm relative priority and continued relevance with leadership teams.

Inventory and Gap analysis

October – January 2021

Compile a report documenting existing tools and metrics already used to measure impact towards racial equity outcomes as well as critical gaps or areas in need of further effort or investments.

Performance metrics and budgeting

October 2021 – April 2021

Synthesize useful existing metrics or qualitative information for use by department and agency leadership as well as Metro Council to inform the FY2022/23 budget process.

Impact evaluation project

March 2022 – December 2022

Standardize an evaluation framework agency-wide and build staff capacity to deploy equity evaluation and measurement tools. Furthermore, deliver a comprehensive set of standard evaluation and analytical approaches and metrics to be used agency-wide to measure progress towards the goals of the Strategic Plan.

ATTACHMENTS

- Attachment A: Department and venues equity outcomes report
- Attachment B: Memo on equity outcomes integration into budget process
- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☐ No
- What other materials are you presenting today? N/A



Department and Venue Racial Equity Outcomes

Equity Goals and Corrective Measures Budget Note

Issued October 21, 2021

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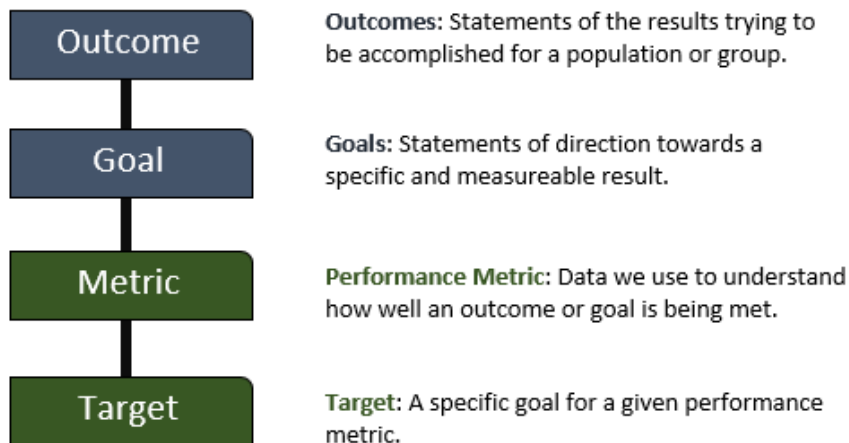
Background

Introduction

The *Equity Goals and Corrective Measures* Budget Note calls on departments and venues to provide standard equity performance metrics for Metro Council to be able to monitor progress towards racial equity. The Budget Note also called for these equity performance metrics to be utilized in Metro’s annual budgeting process to guide decision-making, prioritization and resource allocation.

This report is an important step in that direction – articulating department and venue racial equity outcomes to set the foundation for what we are trying to measure. Included here are outcomes for 13 of Metro’s 15 departments and venues (all but the Office of Metro Attorney and Office of the Auditor). These are collected from department and venue racial equity plans, strategic and guiding documents or crafted through collaboration with department leadership and racial equity leaders. These outcomes may continue to evolve through the completion of this budget note.

Definitions



Process

As we work towards specific and measureable metrics, and targets to set the pace for our efforts, we first had to develop a shared understanding of the results we are trying to achieve – statements of our intended *outcomes*.

To compile these outcomes for each Department and Venue the Project Team worked with department staff to compile racial equity outcomes and goals from the Strategic Plan to Advance Racial Equity, department or venue racial equity plans, other guiding or strategic documents and investment measure or program-level declarations of outcomes.

Over the months of September and October, these outcomes were discussed with department and venue leadership and racial equity leaders to re-confirm their salience and priority and discuss new additions or urgent community needs. In some cases, departments had implicit understandings of their racial equity outcomes, but these needed to be formally articulated.

Next Steps

Now that we have a clear understanding of direction – the impacts we are trying to have – we will work towards performance metrics to understand how well we are achieving those impacts. In October and November the Project Team and Project Steering Committee are supporting departments and venues in articulating their efforts towards their racial equity outcomes, what data they have to speak to the success of those efforts and what their measurement and evaluation gaps are. Quality data that can help inform decision-making will be advanced as *interim performance metrics* for Metro leadership and Council, and the analysis of needs will be delivered in a report in early 2022.

Strategic Plan to Advance Racial Equity

Metro's Strategic Plan to Advance Racial Equity (SPAREDI) sets the direction for the agency. Departments and Venues use its five goals to guide their own outcomes, and help define the dimensions of impact we have. The SPAREDI's goals include:

- Goal A: Metro convenes and supports regional partners to advance racial equity
- Goal B: Metro meaningfully engages communities of color
- Goal C: Metro hires, trains and promotes a racially diverse workforce
- Goal D: Metro creates safe and welcoming services, programs and destinations
- Goal E: Metro's resource allocation advances racial equity

External Departments

Waste Prevention and Environmental Services

The following racial equity goals were drawn from the 2030 Regional Waste Plan (RWP) and the 2018-2022 Property and Environmental Services Department Diversity, Racial Equity and Inclusion Work Plan (WPES DEI Work Plan).

1. **RWP Goal 1:** Increase engagement of youth and adults historically marginalized from garbage and recycling decision-making by enhancing civic engagement and leadership opportunities.
2. **RWP Goal 2:** Increase the percentage of garbage and recycling system revenue that benefits local communities and companies owned by people of color and other historically marginalized groups.
3. **RWP Goal 3:** Ensure that all jobs in the garbage and recycling industry pay living wages and include good benefits.
4. **RWP Goal 4:** Increase the diversity of the workforce in all occupations where people of color, women and other historically marginalized communities are underrepresented.
5. **RWP Goal 6:** Reduce product environmental impacts and waste through educational and behavioral practices related to prevention and better purchasing choices.
6. **RWP Goal 10:** Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.
7. **RWP Goal 11:** Address and resolve community concerns and service issues.
8. **RWP Goal 12:** Manage all garbage and recycling operations to reduce their nuisance, safety and environmental impacts on workers and the public.
9. **RWP Goal 13:** Invest in communities that receive garbage and recyclables from the Metro region so that those communities regard solid waste facilities as assets.
10. **RWP Goal 14:** Adopt rates for all services that are reasonable, responsive to user economic needs, regionally consistent and well understood.
11. **RWP Goal 16:** Maintain a system of facilities, from smaller recycling drop-off depots to larger full-service stations, to ensure equitable distribution of, and access to, services.
12. **WPES DEI Work Plan Strategy 1:** Meaningfully engage and educate PES employees on diversity, racial equity and inclusion.

Parks and Nature

The following racial equity outcomes and sub-outcomes were drawn from Park and Nature's 2021/2022 Racial equity work plan, REDI Action Plan, Metro's 2019 Bond Measure and Parks levy, as well as conversations held between the DEI Team and Park and Nature's leadership team, Ruby Joy White, Scotty Ellis, Beth Cohen and Gaylen Beatty. Outcomes for the Parks and Nature Bond and Parks Levy will be updated as work to more clearly define the racial equity impacts of these programs is completed.

Racial equity plan outcomes

1. **Economic equity:** Communities of color prosper economically from the business of Parks and nature in greater Portland.
2. **Environmental equity:** Communities of color in greater Portland enjoy the benefits of clean land, air and water and have equitable access to safe and welcoming parks, trails and natural areas.
3. **Cultural equity:** People of color connect with nature and with one another in the region's parks and nature system.

Parks and Nature Bond: Advance racial equity through community bond investments

1. Serve communities through inclusive engagement, transparency and accountability.
2. Meaningfully engage with communities of color, Indigenous communities, people with low incomes and other historically marginalized communities in planning, development and selection of projects.
3. Prioritize projects and needs identified by communities of color, Indigenous communities, low-income and other historically marginalized groups.
4. Set aspirational goals for workforce diversity and use of COBID contractors and work to reduce barriers to achieving these goals; demonstrate accountability by tracking outcomes and reporting impacts.

Parks levy: Increase access to nature for people.

1. Provide people with access to local rivers and natural areas
2. Ensure programs and facilities support the needs of underserved communities
3. Increase visitor services in Metro's parks, including replacing or adding restrooms, group picnic areas, trails and playgrounds
4. Provide more nature education programs, including for children from low-income families and communities of color
5. Fund grants for community nature projects

Internal Impacts

1. **BIPOC Wellness:** BIPOC staff feel a sense of wellness, connection and safety and have the tools and support they need to heal, restore and advocate for their needs.
2. **Internal Capacity and Training:** Bring all Parks and Nature staff to a high level of racial equity comprehension
3. **Accountability to anti-racism:** White staff have advanced racial equity competencies and actively participate in disrupting racism and demolishing White Supremacy
4. **Hiring and Retention:** Parks and Nature hires more BIPOC staff, improves retention of BIPOC staff, and hires staff with advanced racial equity competencies

Oregon Zoo

The following racial equity outcomes and sub-outcomes were drawn from the Zoo's strategic plan, Equity Action Plan, as well as a conversation held between the DEI Team and Zoo Leadership on September 7th, 2021.

1. **Hiring and retention:** Cultivate workforce development for communities of color and support inclusive and equitable hiring practices.
 - a. Our staff, including those in leadership positions and those who connect our guests to the mission, represent diverse cultural backgrounds
 - b. People from marginalized communities see the zoo as a desirable place to work, and are motivated to apply
2. **Access and belonging:** Provide access to the zoo, its services and programs equitably with a priority on communities of color, and ensure zoo experiences are welcoming and inclusive.
 - a. Guests are able to fully access Zoo programming by ensuring full ADA compliance and inclusive facilities.
 - b. Develop programming that is culturally relevant and barriers are removed to access of programs.
3. **Community engagement and partnerships:** Meaningfully engage communities of color and partner with community-based organizations to advance racial equity.
 - a. Targeted outreach to underrepresented guest audiences, especially communities of color.
 - b. Develop partnerships with specific community-based organizations that are co-created and provide funding support.
4. **Training and development:** Meaningfully engage and educate employees on racial equity, diversity and inclusion
5. **Resource allocation:** Prioritize diversity and equity in contracting and procurement processes
6. **DEI capacity building:** Ensure sustainable, long-term integration of diversity, equity and inclusion into the zoo's operations

Planning and Development

The following racial equity outcomes and objectives were taken directly from the Planning and Development Departmental Strategy Achieving Racial Equity. The plan is organized around five goals, including the four goals outlined below, and a fifth one on accountability. Since this is an accountability exercise, we focused on the four below. We acknowledge that our Department has grown since our plan was written in December 2018 and now includes the Research Center as well as a new Housing Team. For that reason, we identified actions that would cut across the all aspects of the existing department.

1. **Power:** To establish avenues of power for people of color by creating pathways to decision-making, including committees, workgroups and other organized bodies. We will create engagement and participation structures that empower people of color.
2. **Influence:** We will use our influence to direct decision-making, resources and planning processes to ensure that people of color in the region have access to and benefit from quality jobs, affordable housing, safe and reliable transportation, clean and a health environment.
3. **Innovation:** We remain committed to innovation by devoting resources and time to reflection and experimentation in urban planning. We recognize that work aimed at achieving racial equity is inherently innovative, and considering this, we will explore new ideas, practices and approaches.
4. **Culture:** We will shift culture by normalizing conversations about race and racial equity, both internally and with our partner agencies. We will break down barriers in the field of urban planning for people of color, engage organizations that provide training for people of color and hire people of color.

Visitor Venues

Portland 5

The following racial equity outcomes and goals were drawn directly from conversations between the DEI Team and P5's leadership team.

1. P5 has strong relationships with, and supports, community arts organizations and local production companies, with a particular focus on BIPOC, LGBTQIA and youth-led organizations
 2. P5 has strong relationships with culturally-specific producers and organizations offering culturally-relevant programming
 3. P5 recruits, hires, retains and promotes a diverse workforce
 4. Audiences and staff of color, and people with disabilities feel safe and welcome in P5 spaces.
 5. Communities of color in greater Portland can access affordable, culturally-relevant programming at P5
-

Expo Center

The following racial equity outcomes, goals and actions were drawn from Expo's five-year strategic plan as well as venue-wide conversations around racial equity held in fall 2019. These should be viewed as a starting place for further conversation with Expo staff and leadership.

1. Black and Japanese Americans can grieve, honor, and remember their histories at the Expo site.
2. Communities of color and people of all religions view, access and enjoy Expo as a community gathering place.
3. Communities of color throughout the region benefit from the economic activity catalyzed by the Expo Center.
4. Expo advances equity through resource allocation by contracting with businesses owned by people of color and women.
5. People of color and other marginalized communities feel safe and welcomed at Expo and can see themselves and their interests represented in programming.
6. Expo hires, retains, promotes and fully supports employees of color.

Oregon Convention Center

The following racial equity outcomes and sub-outcomes were drawn the OCC's Racial Equity Action Plan, as well as a conversation held between the DEI Team and OCC Leadership.

1. The Oregon Convention Center utilizes its sphere of influence to advance racial equity.
2. The Oregon Convention Center has strong relationships with, and fosters opportunities for clients hosting diverse group events.
3. The Oregon Convention Center is equitable in its hiring practices.
4. The Oregon Convention Center has formal onboarding, training, professional development and performance review programs that support and improve retention of a racially diverse workforce.
5. The Oregon Convention Center is a welcoming space for all guests.
6. All employees of color at the Oregon Convention Center feel included, valued and empowered while at work.
7. The Oregon Convention Center advances racial equity with its procurement policy and processes.
8. The Oregon Convention Center weaves racial equity throughout venue operations.

Central Services

Communications

The following racial equity outcomes and sub-goals were drawn conversations between the DEI Team and the Communications Leadership.

1. **Workforce Development:** Develop, support, retain and equip Communications staff and managers with the knowledge and skills they need to actively work to dismantle systemic and structural racism in communications and engagement.
 2. **Workforce Equity:** Develop, support and retain communications staff from Black, indigenous and other communities of color and proactively address harm, build a culture of mutual accountability and a department decision-making process that centers marginalized staff.
 3. **Meaningful Engage Communities of Color:** Create standards of practice for Metro and regional partners to co-create and evaluate external engagement practices that ensure that Black, indigenous and other communities of color are meaningful engaged and influence decision making.
 4. **Inspire Trust and Belonging and Ensure Safe and Welcoming Spaces:** Co-create and evaluate communications practices and channels for Metro and regional partners that foster a sense of belonging, understanding, trust and engagement among people of color, people with disabilities and others who face systemic oppression and barriers to access and ensure the use of words and images that do no harm.
-

Finance and Regulatory Services

The following racial equity outcomes and sub-outcomes were drawn from the FRS's actions in the Strategic Plan to Advance Racial Equity (SPAREDI) and discussions with FRS' leadership team.

1. **Procurement:** Communities of color benefit from, are involved in, and have access to financial opportunities at Metro.
2. **Budget process:** Metro allocates its resources in ways that advance racial equity and meet the needs of the region's communities of color.
3. **Workplace safety:** All employees can work safely and avoid harm through proper training, certification and the creation of safe work environments.
4. **DEI competencies:** Advance equity in financial planning and decision-making by providing high-quality and equity-informed advising and services.
5. **Equitable policies:** BIPOC employees, contractors, and communities benefit from, and are not disproportionately burdened by, Metro's financial policies and procedures.

Human Resources

The following racial equity outcomes and sub-goals were drawn from the Human Resources Strategic Plan as well as a conversation with the HR Deputy Director Holly Calhoun.

1. **Recruitment, Hiring and Retention:** To attract and retain a skilled and diverse workforce
 - a. Train and support hiring managers and interview panels to support more equitable hiring processes and outcomes
 2. **Training and Development:** Promote equitable opportunities for growth and development.
 - a. Expand access to professional training to all employees
 3. **Safety and Belonging:** To create and maintain a safe and inclusive workplace.
 - a. Create a safer environment for POC and build better systems of accountability through practices that help reduce incidences of harassment
 - b. Roll-out a policy learning series to focus on workplace inclusivity priorities including discrimination and harassment, anti-bullying, non-retaliation, gender inclusion and whistleblowing
 4. **Equitable compensation:** To provide competitive compensation and benefits to all employees.
-

Capital Assets Management

The following racial equity outcomes and sub-goals were drawn conversations between the DEI Team and the CAM Leadership.

1. **Safe and welcoming spaces:** Staff and community members of color, and other vulnerable persons, feel safe and welcomed in the Metro Regional Center, and can access the spaces and assistance they need.
 - a) Black, brown, trans and other vulnerable staff enjoy safety and security at Metro Regional Center that is achieved through trauma-informed, humane and compassionate practices.
 2. **Workforce equity:** Metro's capital projects create career pathways for women and BIPOC workers into the construction industry through full implementation of the Construction Careers Pathways policy.
 3. **Workforce development:** Grow capacity for culturally-responsive and culturally-specific strategies within the construction workforce development system.
 4. **Emergency management and resilience:** BIPOC staff and communities are centered in Metro's planning for, response to, and recovery from emergencies, Metro's emergency-related policies, programming and investments advance equitable outcomes, and marginalized communities are prioritized in Metro's regional coordination.
 5. **Climate justice:** Metro minimizes the climate and environmental impacts of our capital projects and operations, and advances climate justice through our policies, programs and investments.
-

Information Services

The following racial equity outcomes were inspired by the SPAREDI and conversation held between the project team and IS Leadership.

1. **Access:** All Metro staff have the technology and applications they need to feel connected and perform their duties.
 2. **Support:** All Metro staff can access high-quality and timely IS assistance so they can complete their duties.
 3. **Welcoming and safe:** Metro's technology and information systems support staff in feeling welcomed, supported, safe, and secure.
 4. **Inclusion:** Metro's technology and applications support inclusive experiences for community members and staff, regardless of language spoken.
 5. **Equitable benefits:** Policies and investments related to information and technology promote shared prosperity and equitable access to opportunity and choice.
 6. **Climate justice:** Metro and its staff advance climate justice by using technology to reduce carbon emissions (e.g. remote work) and minimizing the environmental impact of the technology we use.
-

Council office and Office of the COO

Office of the COO

1. **Employee experience:** Employees have equitable access to information and resources regardless of employment status, work site, wage, etc.
2. **Employee belonging:** BIPOC, LGBTQ+, variable hour and on-site employees feel included, accepted and respected by the larger Metro community.
3. **Process improvement:** Employees have the tools and support they need to create processes that maximize equitable impacts, improve accessibility and center the needs of BIPOC staff and communities.
4. **Accessibility:** People with disabilities enjoy full access to Metro's sites and services. They see their lived experiences reflected in the initiatives of an ADA program that promotes agency-wide cultural and structural change.

DEI Program

1. **Decision-making:** Racial equity is prioritized in decision-making, resource allocation and across Metro's efforts and activities.
2. **Equity-informed policy creation:** Support the co-creation and development of new Metro employee policies by centering the most marginalized staff in the design and implementation process.
3. **DEI training:** Develop a DEI training framework to increase equity literacy across the agency.

4. **Employee Resource Groups:** Improve retention rates and overall employee experience for marginalized staff through coordinated management of the People of Color, PRIDE and Black ERG's as well as the expansion of new groups.
5. **Construction Careers:** Coordinate regional jurisdictional partners and industry stakeholders to advance and implement the Construction Career Pathways Regional Framework in order to create career pathways for women and BIPOC workers into the construction industry.
6. **Civic engagement capacity building:** Invest in community-based organizations serving BIPOC communities to grow civic engagement efforts that support the development of new civic leaders, deepen civic participation throughout the region, and shape decisions towards more equitable outcomes.
7. **Impact evaluation:** Develop standard equity metrics that monitor progress towards racial equity goals across departments and programmatic areas and inform decision-making and resource allocation.
8. **Regional Investment Strategies:** Support the development and implementation of strategies to advance racial equity through funding initiatives including: analysis of racial equity benefits and impacts, capacity building of CBOs serving BIPOC communities, and incorporation of Construction Career Pathways.

Council office

1. **Leading with racial equity:** Councilors acquire the information, understanding, and tools needed to lead with racial equity in decision-making processes through training and engagement.
2. **Centering BIPOC in decision-making:** BIPOC leaders and community members are heard and centered in Council decisions.
3. **Budget management:** Councilors have the information and analysis they need to advance racial equity throughout the budget process.

Government Affairs and Policy Development

1. **Regional investment strategies:** Funding proposals center BIPOC communities in engagement, decision-making and outcomes. They are developed with thorough analysis of the potential benefits and burdens to these communities.
2. **Responsive to BIPOC needs:** The voices and needs of BIPOC communities are clearly reflected in the priorities, efforts, and outcomes of the department.
3. **Effective communications:** Metro's communication strategies are informed by and tailored to public understanding of racial equity in order to support strong leadership in racial equity.
4. **Equitable legislative outcomes:** Metro supports the creation and adoption of state legislation that benefits and lessens burdens for communities of color in the greater Portland region.
5. **Indigenous cultural competency:** Metro employees more deeply understand the Indigenous peoples and Tribes in our region: their histories, present-day communities and Metro's responsibilities relating to tribal affairs, sovereignty, and treaty rights.



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: Thursday, October 21 2021
To: Metro Council
From: Andrew Scott, Deputy COO
Raahi Reddy, DEI Director
Brian Kennedy, Chief Finance Officer
Subject: Integration of equity outcomes and metrics into FY22/23 budget process

Executive Summary

This memo outlines the staff proposal for integrating racial equity outcomes, goals and metrics into the FY 2022/23 budget process. This work intends to support stronger alignment between Metro's budget and its racial equity goals, advance transparency and accountability, and inform decision-making and prioritization of resources. The proposed plan centers on the deployment of the Budget Equity Tool, its associated reporting requirements, and structured opportunities for discussion and deliberation to advance these outcomes. Challenges and limitations are also acknowledged.

Purpose

Outline the proposed plan to integrate racial equity outcomes, goals, and performance metrics into the FY 2022/2023 budget process, a key deliverable requested in Metro Council's FY2021/22 *Equity Goals and Corrective Measures* Budget Note.

Intended outcomes for budget process integration

Standardizing the use of equity outcomes, goals and performance metrics in the budget process supports the following outcomes:

- **Inform decisions:** Provide clear and useful information to Metro's administrative leadership and Council to support more effective decision-making, prioritization, and resource allocation.
- **Support alignment:** Support the alignment of department budgets with their racial equity outcomes, goals and commitments.
- **Practice transparency:** Use the budget as a vehicle to communicate key areas of progress and/or gaps in advancing racial equity to internal and external stakeholders.
- **Build accountability:** Strengthen opportunities for Metro Council and Black, Indigenous and other communities of color to hold the agency accountable to our racial equity goals.
- **Standardize approach:** Support an equity-informed budget process through the standardization budget instructions, training, tools and reporting related to racial equity.

Proposed Plan

Staff recommends the following plan to incorporate equity outcomes, goals and performance metrics into Metro's annual budget process, and are working towards implementation for the FY 2022/23 cycle. The elements outlined here are listed chronologically, though some may overlap.

Instruct: Guide department budget processes through the Budget Equity Tool

The Budget Equity Tool will be included in budget instructions for use across the agency. The Tool advises departments on how to incorporate equity into their budget process, analyze equity considerations, and budget towards racial equity outcomes and goals. Departments may tailor this process according to context and capacity. The Tool guides departments in:

1. Convening an advisory group of equity leaders and/or staff of color
2. Designing a transparent and inclusive decision-making process
3. Conducting a racial equity analysis to understand level of alignment with racial equity outcomes and goals
4. Identifying and recommending budget considerations to advance equity goals

Support: Training and technical assistance

Provide a one-time training to department leadership, finance managers and racial equity leaders (scheduled for October 27, 2021) to build capacity for the implementation of the Budget Equity Tool and support its consistent use. FRS and DEI staff to provide continued technical assistance to departments and venues through budget process.

Design: Use Budget Equity Tool to design department budget proposals

Department leadership and finance managers engage in budget process using the Budget Equity Tool. Departments use racial equity outcomes, goals and interim performance measures to guide resource allocation by analyzing key gaps, recommending strategies to meet goals or improve performance, and daylighting constraints and trade-offs for further consideration.

Report: Document budget process and equity impacts to inform decision-making

Departments will be required to submit a two-part worksheet along with their budget proposals that speaks to equity in their budgeting process and proposal. The first worksheet requests information about the budget process, stakeholders and decision-making. The second worksheet requests an analysis of how each department or venue is budgeting towards their racial equity outcomes and goals, and includes a review of interim equity performance metrics and discussion of how they informed decision-making.

Deliberate: Metro leadership and Council use information to inform decision-making

The Budget Equity Tool and departments' consideration of equity outcomes, goals and performance metrics support transparent deliberation about the equity impacts of budget proposals and potential trade-offs at three levels:

- Department leadership: Department leaders use the Budget Equity Tool to make more informed decisions about budgeting as they draft budget proposals.
- COO/DCOO: Agency leadership Review department budget proposals and use Budget Tool reports to support prioritization of resources within and across departments.
- Council: Metro Council provides guidance on Metro's Proposed Budget and informs prioritization of outcomes.

Challenges

A variety of challenges and constraints may influence the successful implementation of this plan towards its intended outcomes, including:

- **Lack of time and staff capacity:** Departments have varying capacity (e.g. staff time, capabilities) to support a robust implementation of the Budget Equity Tool.
- **Imperfect or incomplete data:** Very few departments or venues have the capacity or tools to thoroughly track and evaluate their racial equity goals, meaning many departments will have insufficient or imperfect equity performance metrics to gauge their performance and inform decision-making. Furthermore, many equity outcomes are difficult to directly measure.
- **Squishiness of outcomes:** Improving equity outcomes is rarely simple. Outcomes may be tied to many factors (known or unknown) or require intervention from other departments or even agencies. Accordingly, budgeting towards equity outcomes may not be straightforward or linear, and will require continuous improvement and investigation.

Background and Context

The Budget Note called on the following outcomes that this proposed plan is in service of, including:

- Establish equity performance measures that will be used in the 2022-23 and subsequent budget processes to guide departments as they prepare budget submissions and to inform Council budget and policy decisions.
- Ensure that BIPOC individuals and communities, disabled individuals and allies, and women utilize, enjoy and equitably benefit from Metro programs and services, and that significant progress is made toward that goal each year.

Redistricting Process Update + Scenarios
Work Session Topic

Metro Council Work Session
Tuesday, November 9, 2021

METRO 2021 REDISTRICTING SCENARIOS AND ENGAGEMENT UPDATE

Date: November 1, 2021
Department: Council and Planning,
Development, and Research
Meeting Date: November 9, 2021

Prepared by: Anne Buzzini, Clint
Chiavarini
Presenters: Anne Buzzini, Clint Chiavarini
Length:

ISSUE STATEMENT

Every 10 years, following the completion of the U.S. Census, the Metro Council is required to evaluate whether each of its six districts are of relatively equal population, and to make adjustments to district boundaries as necessary to guarantee equitable citizen representation. The redrawn maps shift the boundaries of the six Metro Council districts to account for any uneven growth in the metropolitan region.

The U.S. Census data delivered this September indicated some districts present a significant difference from the average population; District 4 has grown in population at a greater rate than other districts in the last ten years, whereas District 1 grew in population at a slower rate.

The Metro Council has a legal requirement of three months from receipt of U.S. Census data (September 16, 2021) to complete the redistricting process. Council must adopt new boundaries in early December 2021, to meet legal timelines for redistricting, and to afford adequate notice for the appointment process for the existing vacancy in District 6.

The Metro Council Subcommittee on Redistricting will narrow down several possible scenarios to a short list for consideration by the full Council and the public. Due to the abbreviated timeline for the redistricting work, the preferred scenarios will be chosen by the Subcommittee the week of November 1 and will be available for review as soon as possible after selection. They will be attached as Attachment 1: Scenarios.

ACTION REQUESTED

Staff seeks Council feedback regarding the Subcommittee's preferred scenarios. Council, with the support of the Redistricting Subcommittee, must eventually determine the preferred scenario to complete the redistricting process.

The next Council meeting—consideration of an ordinance adopting new boundaries—is scheduled for November 30. The second reading of that ordinance is scheduled for December 7.

This timeline ensures redistricting is completed on time, and that the appointment process can move forward on schedule.

IDENTIFIED POLICY OUTCOMES

On October 21, 2021, Council adopted ordinance 21-1469, which set forth specific criteria for considering new Council district boundaries. In that ordinance, Council set a range of 0% to 5% difference in population between actual district population and the average district population.

Additionally, Council said it would consider the following communities of common interest:

- Cities under 20,000 in population
- Compact minority or underrepresented communities and groups
- Corridors identified in the 2040 Growth Plan or corridors of regional significance in the Regional Transportation Plan
- Federally-recognized transit districts within the Metro boundary
- Regional centers, town centers, and investment areas identified in the 2040 Growth Plan
- Established neighborhood associations and community planning and participation organizations
- School districts

POLICY QUESTION(S)

1. Which of the scenarios best meets the criteria?

STAFF RECOMMENDATIONS

Staff makes no specific recommendation with regard to scenarios. A summary of public feedback for Council consideration is included in the following section.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Community Feedback

Metro held a public comment period from October 15 through November 1, 2021, soliciting feedback about criteria, priorities, and whether and how any specific communities should be kept intact. The public comment information was shared with cities and counties, school boards, MPAC members, 57 community-based organizations, and 3,967 people on Metro's interested parties list. Notification of the public comment period was also noted on Pamplin Media's home page.

Metro also consulted with several community advocates for in-depth analysis of communities of common interest, particularly with regard to 82nd Avenue and Aloha.

Metro received 14 public comments, which highlighted consideration of 82nd Avenue; Aloha; East Portland and East County; Happy Valley, Milwaukie, Sellwood and Errol

Heights; NE Sandy Boulevard; unincorporated Clackamas County; and unincorporated Washington County north of Highway 26, among other issues. For full comments, see Attachment 2: Public Comments.

Legal Antecedents

US Constitution, federal Voting Rights Act, Oregon Secretary of State 2021 Redistricting Directive, Metro Charter Section 31(1), Metro Ordinance 21-1469.

BACKGROUND

At the October 21, 2021 Council meeting, Council adopted Ordinance 21-1469, which set forth criteria for the 2021 redistricting process. Jurisdictional partners, community advocates, and the general public were invited to comment on the criteria and provide feedback on relative priorities.

The Metro Council Subcommittee on Redistricting considered this feedback alongside the stated criteria to select a limited number of scenarios for broader consideration.

Metro Council is expected to first consider an ordinance adopting new district boundaries on November 30, with adoption on December 7.

ATTACHMENTS

Attachment 1: Scenarios (TBD)

Attachment 2: Public Comments—Criteria

[For work session:]

- Is legislation required for Council action? ☒ Yes ☐ No
- If yes, is draft legislation attached? ☐ Yes ☒ No
- What other materials are you presenting today? Scenarios and Public Engagement Presentation

Materials following this page were distributed at the meeting.

Equity Goals and Corrective Measure Budget Note

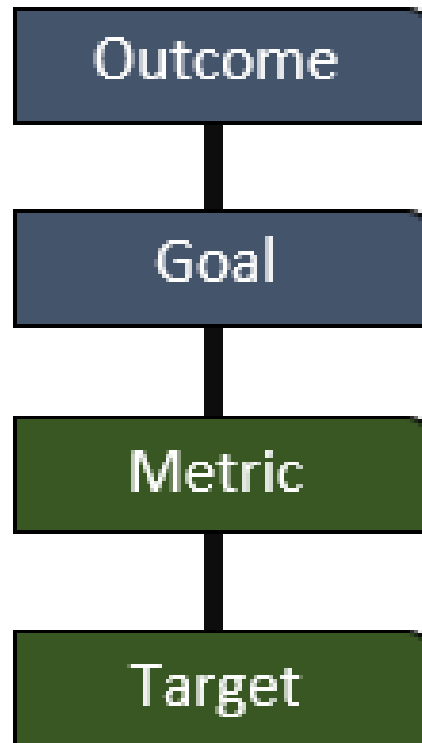
Racial equity outcomes and plan for budget integration

November 9, 2021

Budget Note Goals

- Provide standard equity metrics for Metro Council to be able to **monitor progress towards racial equity** across departments and programmatic areas.
- More meaningfully incorporate equity performance metrics into **Metro's annual budgeting process** to guide decision-making.

Where we're going



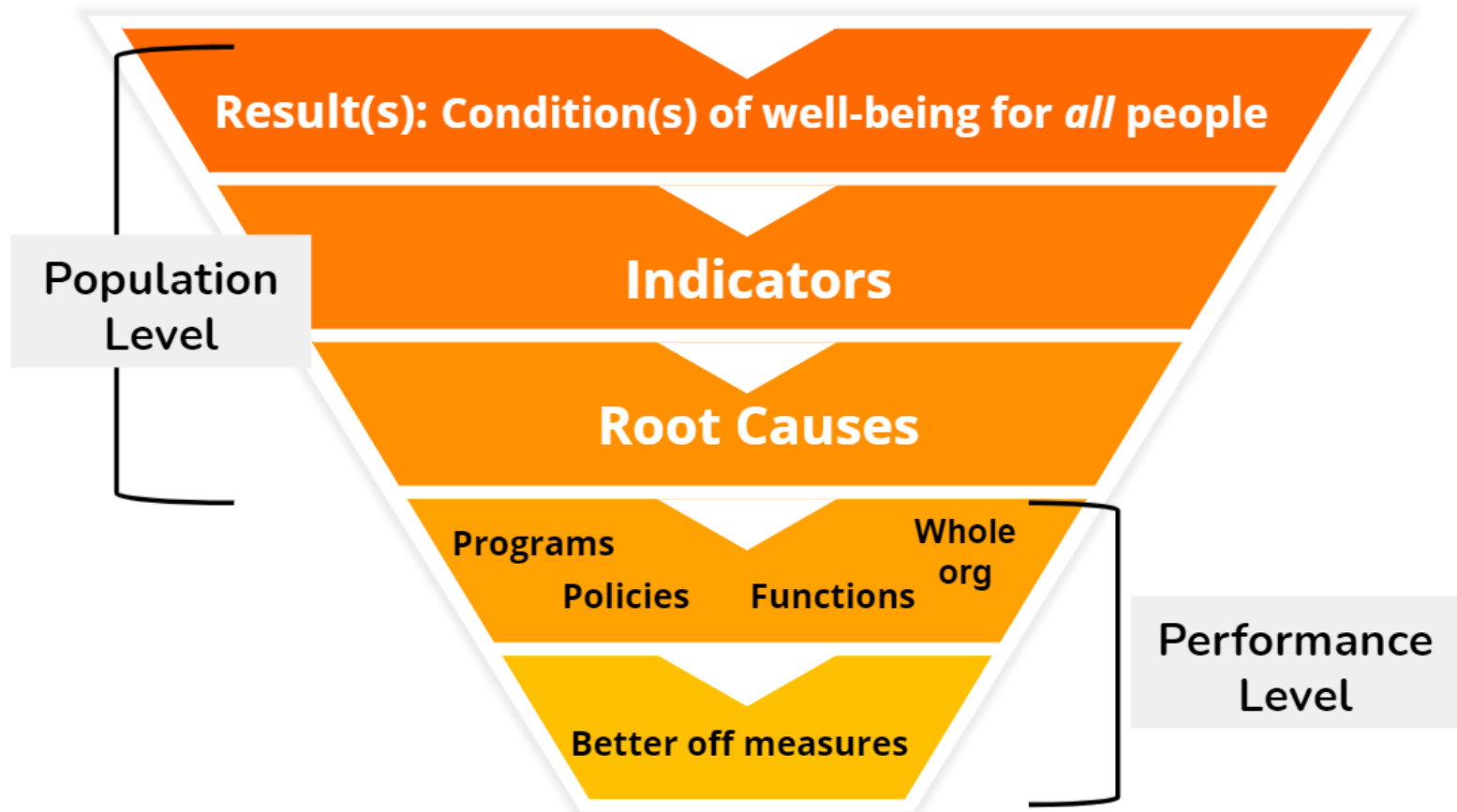
Outcomes: Statements of the results trying to be accomplished for a population or group.

Goals: Statements of direction towards a specific and measureable result.

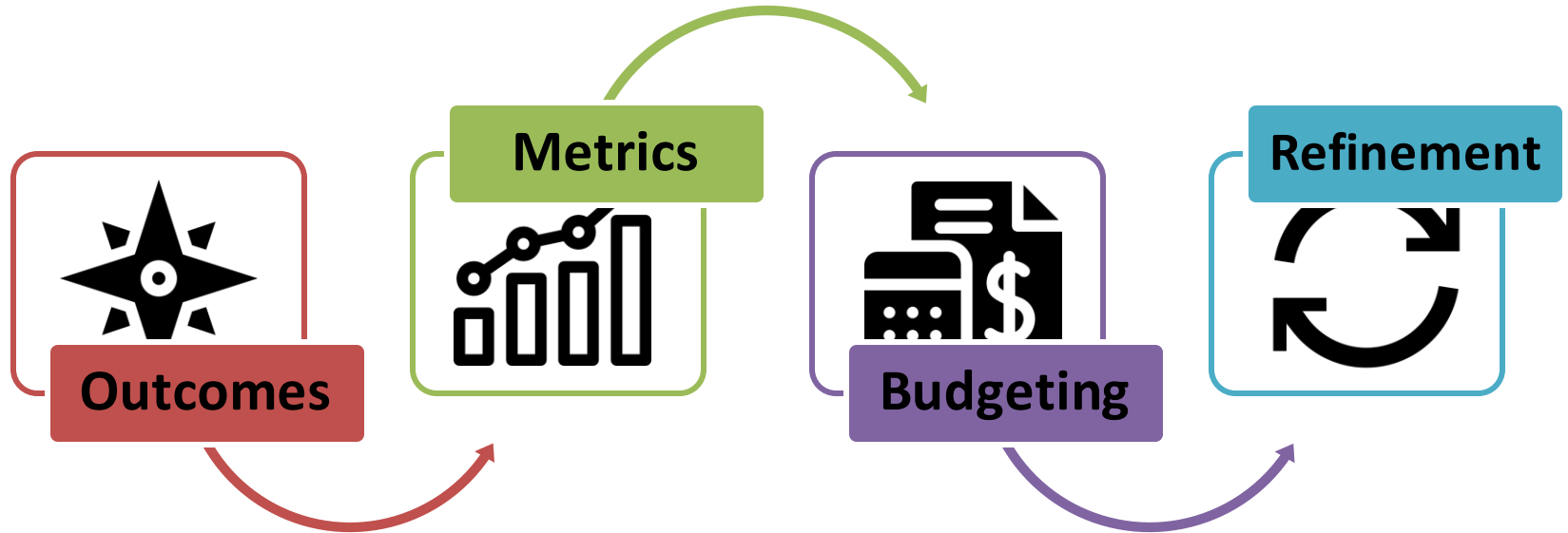
Performance Metric: Data we use to understand how well an outcome or goal is being met.

Target: A specific goal for a given performance metric.

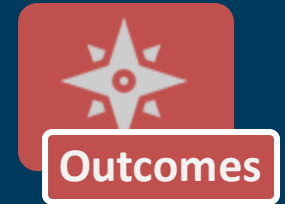
Results Based Accountability



Budget Note Work Plan

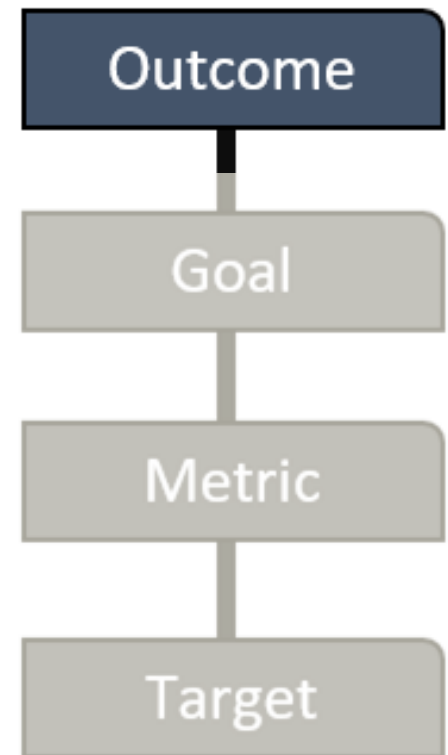


Racial Equity Outcomes

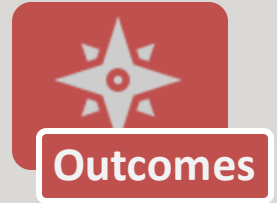


Sources

- SPAREDI
- Department equity plans
- Strategic guiding documents
- Facilitated dialogue with racial equity leaders and dept. leadership



External Departments



Goal D

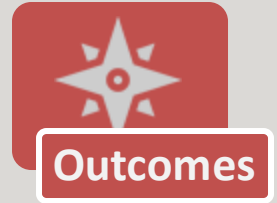
Safe, welcoming and inclusive destinations and services

Goal E

Equitable allocation of resources



Central Services



Goal B

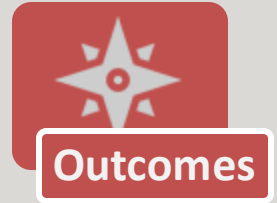
Meaningful engagement with communities and employees of color

Goal C

Recruitment, hiring, retention and promotion of employees of color



Visitor Venues



Goal C

Recruitment, hiring, retention and promotion of employees of color

Goal D

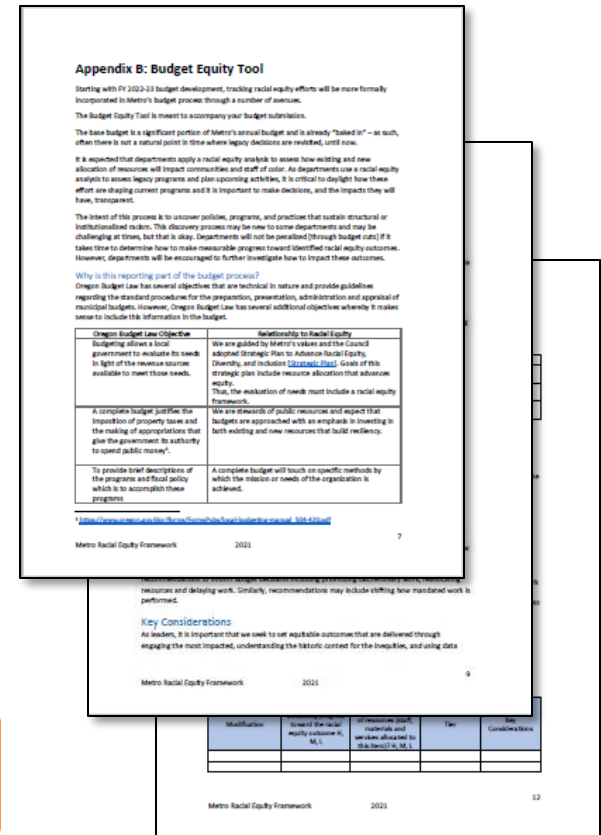
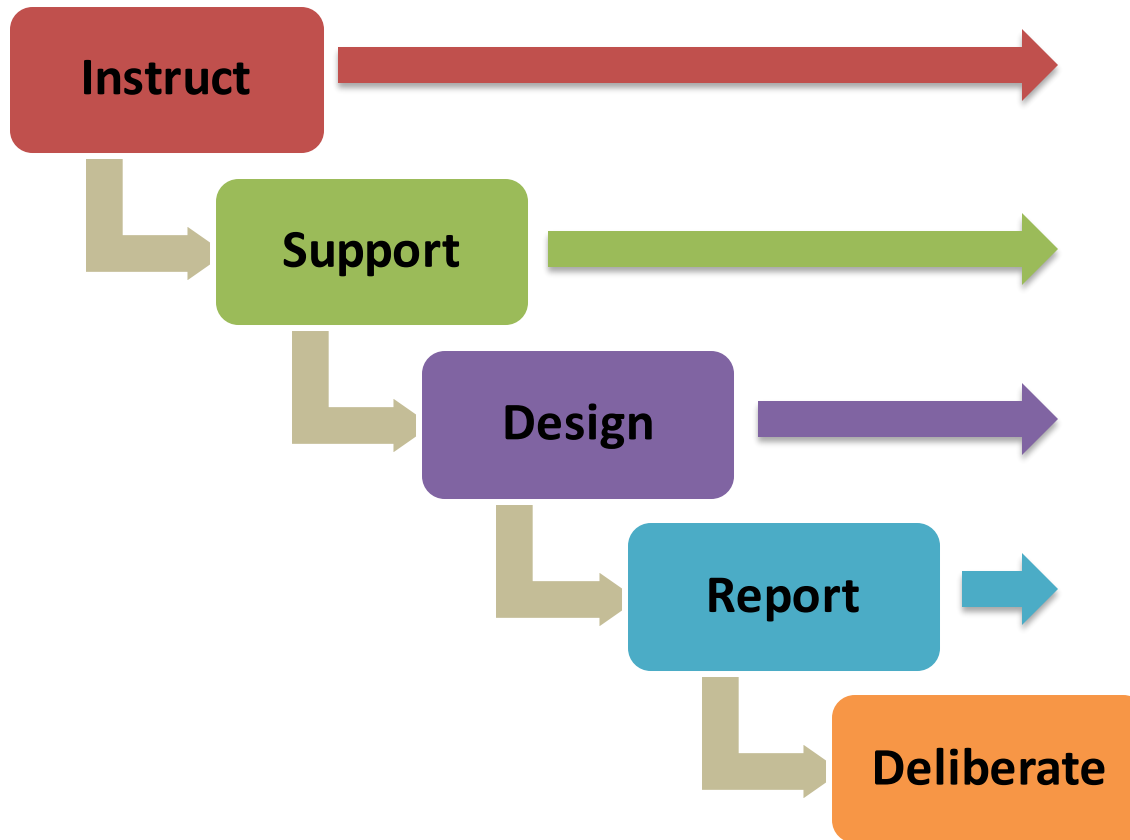
Safe, welcoming and inclusive destinations and services



Budgeting for equity



Budgeting



Budgeting for equity



Where we are headed

- Alignment throughout budget structure
- Equity analysis of base budgets
- Comprehensive equity metrics
- Improving community and staff engagement

Looking Forward

Metrics

December 2021



- Delivery of interim performance metrics
- Discuss metrics in Councilor briefings
- Incorporate into budget process

Refinement

Jan. – Oct. 2022



- Deliver Inventory and Gap Analysis (Feb)
- Impact Evaluation Project (Spring/Summer)
- Long-term metrics delivered to Council (Fall)

Discussion

- Do you have any clarifying questions about the process or deliverables?
- Does the proposed budget integration plan meet Council's needs for information to make equity-informed decisions?

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Redistricting: Public Engagement Update

November 2021

Public engagement to date

- Public comment period solicited feedback on criteria, communities of common interest, and priorities for areas to remain intact
- Reached out to 57 CBO partners; ~4k interested parties; cities and counties; schools boards; and MPAC members

Engagement results

- Received 14 public comments from advocates, individuals, and elected officials
- Conducted two small group community conversations

Engagement themes

- Keep 82nd Avenue intact, do not use as dividing line
- Reunite Aloha into one district
- Keep/reunite Cedar Mill, Cedar Hills, Bethany, and Rock Creek together
- Make it easy to identify where districts are

Timeline

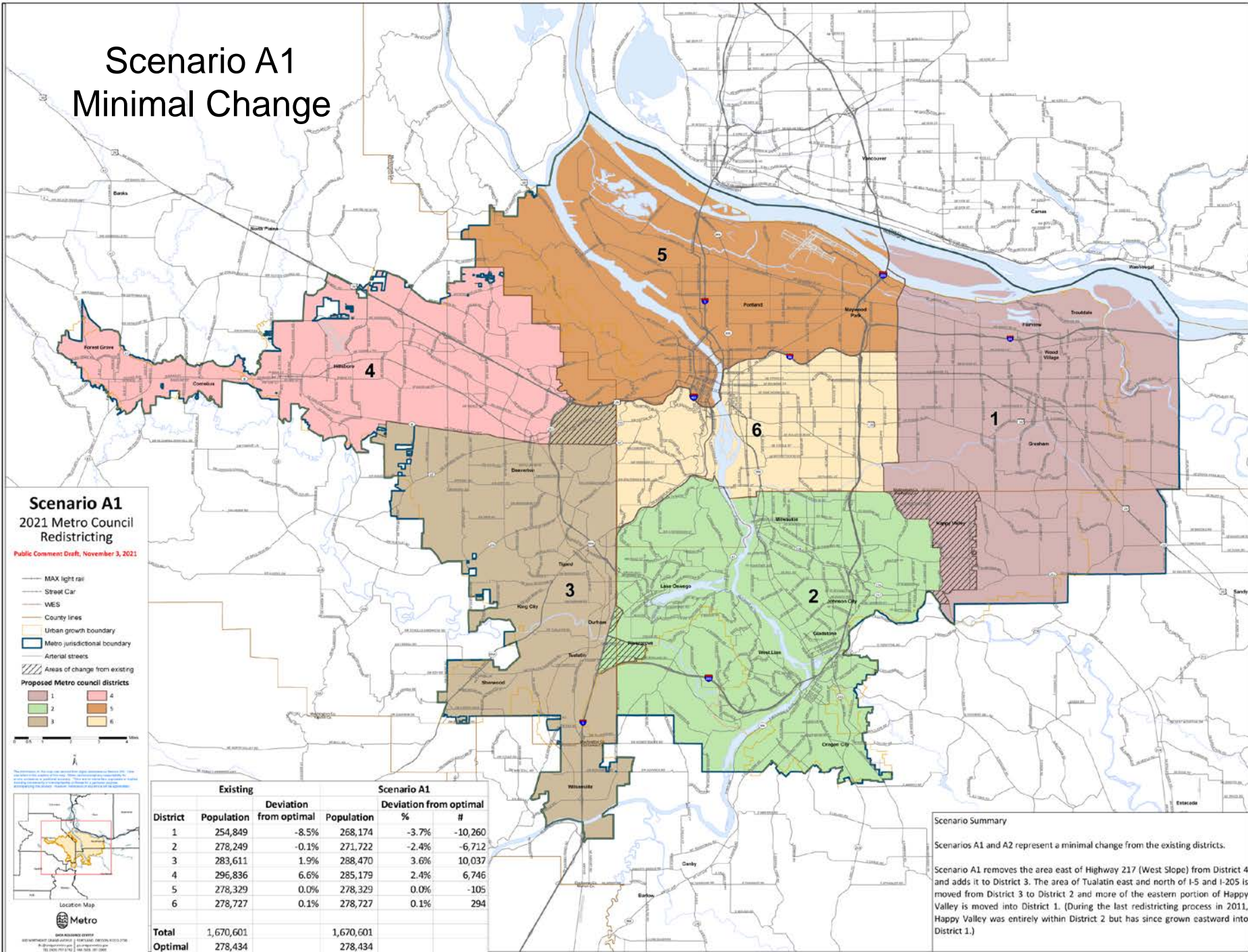
- **Oct 18-Nov 1:** Public comment period (criteria) & community conversations
- **Nov 3-14:** Public comment period (scenarios)
- **Nov 9:** Work session
- **Nov 9 & 10:** Public hearings
- **Nov 10:** MPAC
- **Nov 30:** First read
- **Dec 7:** Vote

Redistricting: Scenarios demographics and criteria analysis

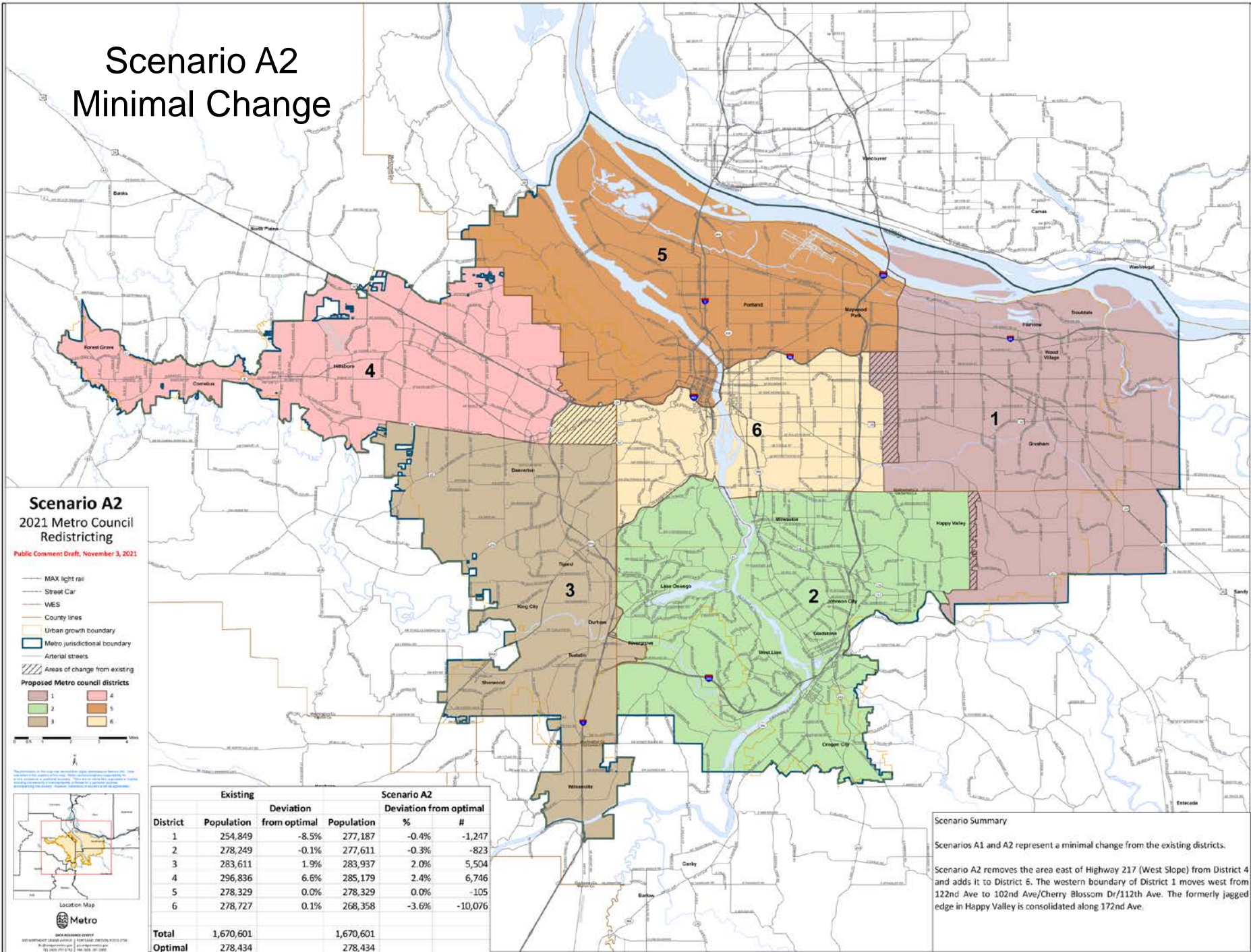
November 9, 2021

Scenario A1

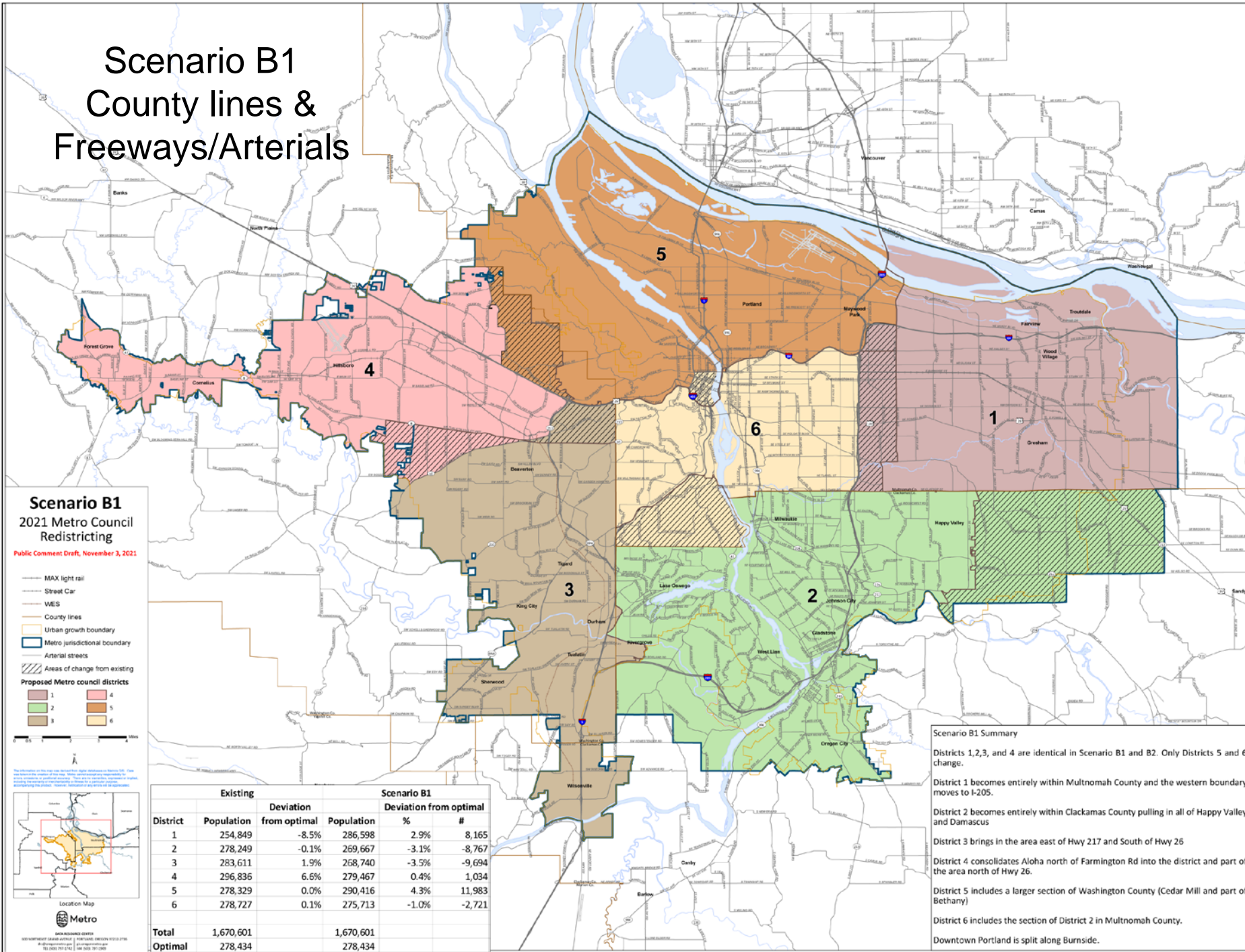
Minimal Change



Scenario A2 Minimal Change



Scenario B1 County lines & Freeways/Arterials



Scenario B2

County lines & Freeways/Arterials

Scenario B2
2021 Metro Council Redistricting
Public Comment Draft, November 3, 2021

MAX light rail
Street Car
WES
County lines
Urban growth boundary
Metro jurisdictional boundary
Arterial streets
Areas of change from existing

Proposed Metro council districts

District	Population	Deviation from optimal	Population	% Deviation from optimal	#
1	254,849	-8.5%	286,598	2.9%	8,165
2	278,249	-0.1%	269,667	-3.1%	-8,767
3	283,611	1.9%	268,716	-3.5%	-9,718
4	296,836	6.6%	279,467	0.4%	1,034
5	278,329	0.0%	277,398	-0.4%	-1,036
6	278,727	0.1%	288,755	3.7%	10,322
Total	1,670,601		1,670,601		
Optimal	278,434		278,434		

Scenario B2 Summary

Districts 1,2,3, and 4 are identical in Scenario B1 and B2. Only Districts 5 and 6 change.

District 1 becomes entirely within Multnomah County and the western boundary moves to I-205.

District 2 becomes entirely within Clackamas County pulling in all of Happy Valley and Damascus.

District 3 brings in the area east of Hwy 217 and South of Hwy 26.

District 4 consolidates Aloha north of Farmington Rd into the district and part of the area north of Hwy 26.

District 5 and 6 are oriented north-south.

District 5 includes most of east Portland from Martin Luther King Jr. Blvd on the west, to I-205 on the east.

District 6 includes North, South, and West Portland and part of Washington County north of Hwy 26.

Public Comment Draft, November 3, 2021

The information on this map was derived from digital databases in Google Earth. Use was taken in the creation of this map. Mapbox cannot accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the accuracy or completeness of the data for a particular purpose.



Existing			Scenario B2		
District	Population	Deviation	Population	Deviation from optimal	
		from optimal		%	#
1	254,849	-8.5%	286,598	2.9%	8,165
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District 6 includes North, South, and West Portland and part of Washington County north of Hwy 26

Scenario C Washington Co. reconfiguration

Scenario C

2021 Metro Council Redistricting

Public Comment Draft, November 3, 2021



Scale: 0 0.5 1 Miles

The information on this map was derived from data provided by Metro. Data was not independently verified. Metro is not responsible for any errors or omissions. This map is a general representation of the information provided. It is not intended to be used for legal purposes.



DATA SOURCE: CENTER
FOR GOVERNMENT STRATEGY
AND POLICY
ANALYSIS
1000 NE 10th St, Suite 200
Portland, OR 97232
503.281.1000

District	Existing		Scenario C			
	Population	Deviation from optimal	Population	%	#	
1	254,849	-8.5%	268,174	-3.7%	-10,260	
2	278,249	-0.1%	271,722	-2.4%	-6,712	
3	283,611	1.9%	286,020	2.7%	7,587	
4	296,836	6.6%	287,629	3.3%	9,196	
5	278,329	0.0%	278,329	0.0%	-105	
6	278,727	0.1%	278,727	0.1%	294	
Total	1,670,601		1,670,601			
Optimal	278,434		278,434			

Scenario C Summary

Scenario C consolidates Aloha into a District 4. To offset this inclusion, the Cedar Hills area (as well as West Slope) is moved into District 3.

Otherwise, Scenario C is identical to Scenario A1 (description below) for boundaries in Districts 1 and 2.

Scenario A1 removes the area east of Highway 217 (West Slope) from District 4 and adds it to District 3. The area of Tualatin east and north of I-5 and I-205 is moved from District 3 to District 2 and more of the eastern portion of Happy Valley is moved into District 1. (During the last redistricting process in 2011, Happy Valley was entirely within District 2 but has since grown eastward into District 1.)

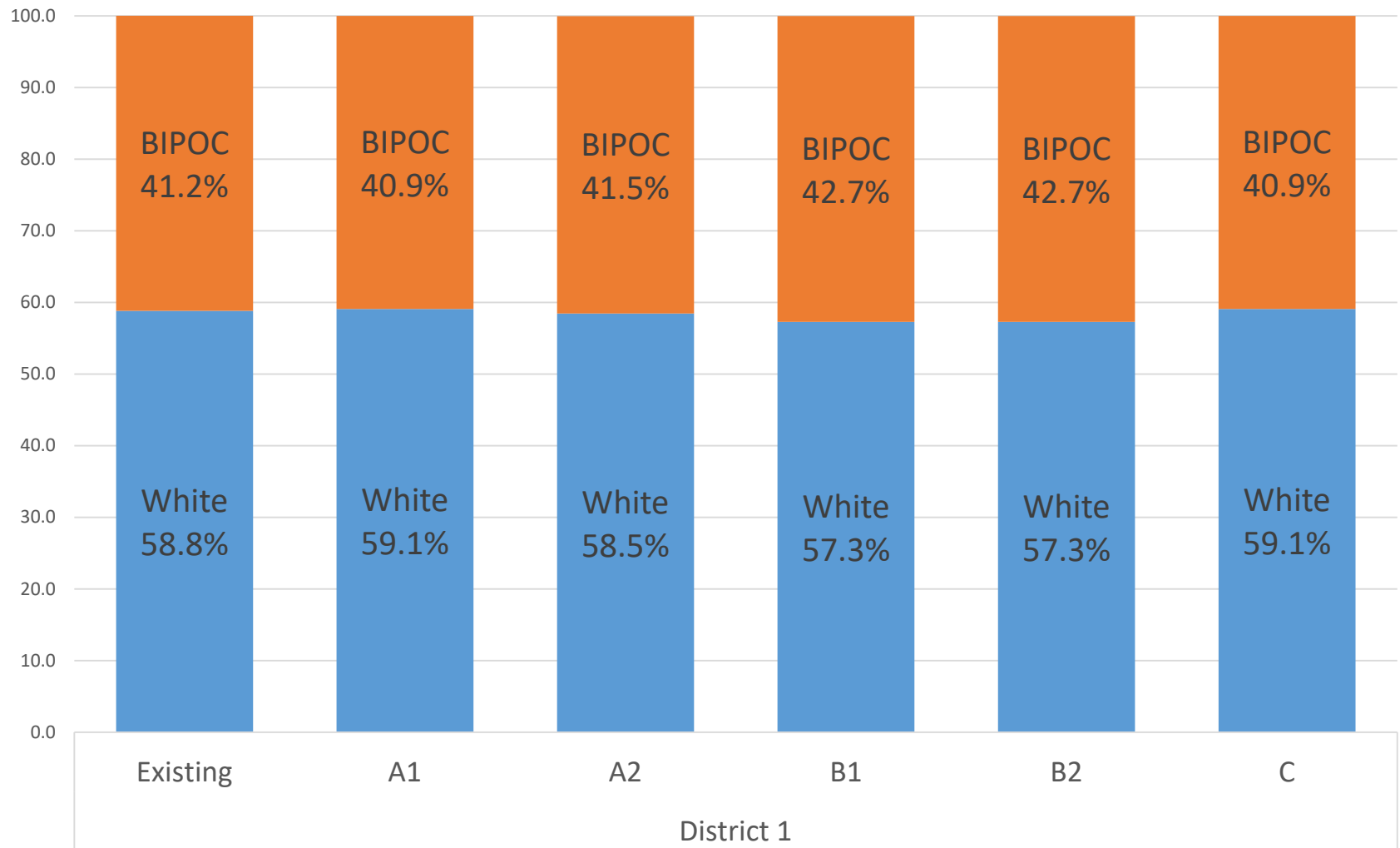
Deviation from Optimal Population

(278,434 people)

Percentage						
District	Existing	A1	A2	B1	B2	C
1	-8.5%	-3.7%	-0.4%	2.9%	2.9%	-3.7%
2	-0.1%	-2.4%	-0.3%	-3.1%	-3.1%	-2.4%
3	1.9%	3.6%	2.0%	-3.5%	-3.5%	2.7%
4	6.6%	2.4%	2.4%	0.4%	0.4%	3.3%
5	0.0%	0.0%	0.0%	4.3%	-0.4%	0.0%
6	0.1%	0.1%	-3.6%	-1.0%	3.7%	0.1%
Population						
District	Existing	A1	A2	B1	B2	C
1	-23,585	-10,260	-1,247	8,165	8,165	-10,260
2	-185	-6,712	-823	-8,767	-8,767	-6,712
3	5,177	7,587	5,504	-9,694	-9,718	7,587
4	18,402	9,196	6,746	1,034	1,034	9,196
5	-105	-105	-105	11,983	-1,036	-105
6	293	294	-10,076	-2,721	10,322	294

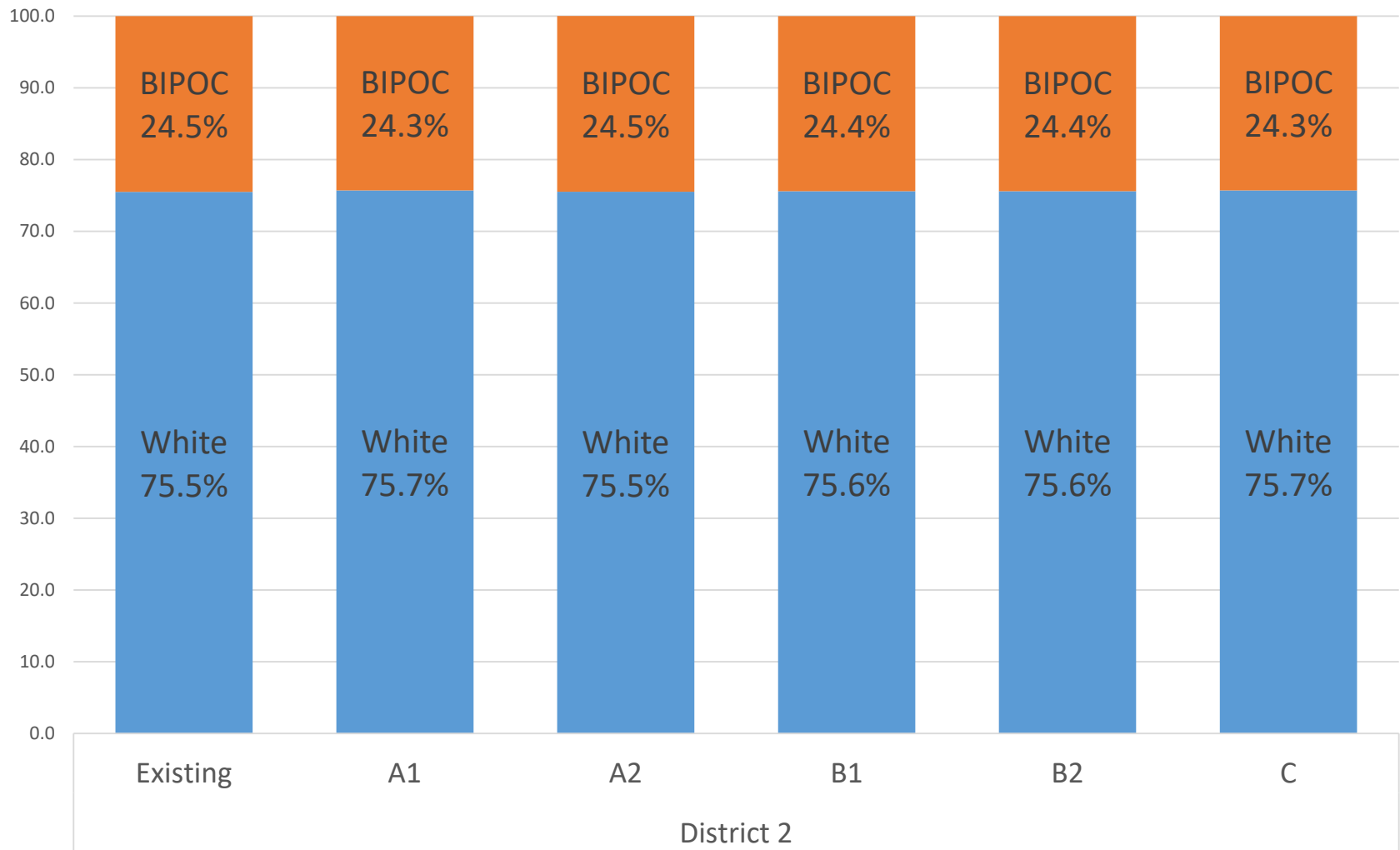
Change in BIPOC Population

District 1



Change in BIPOC Population

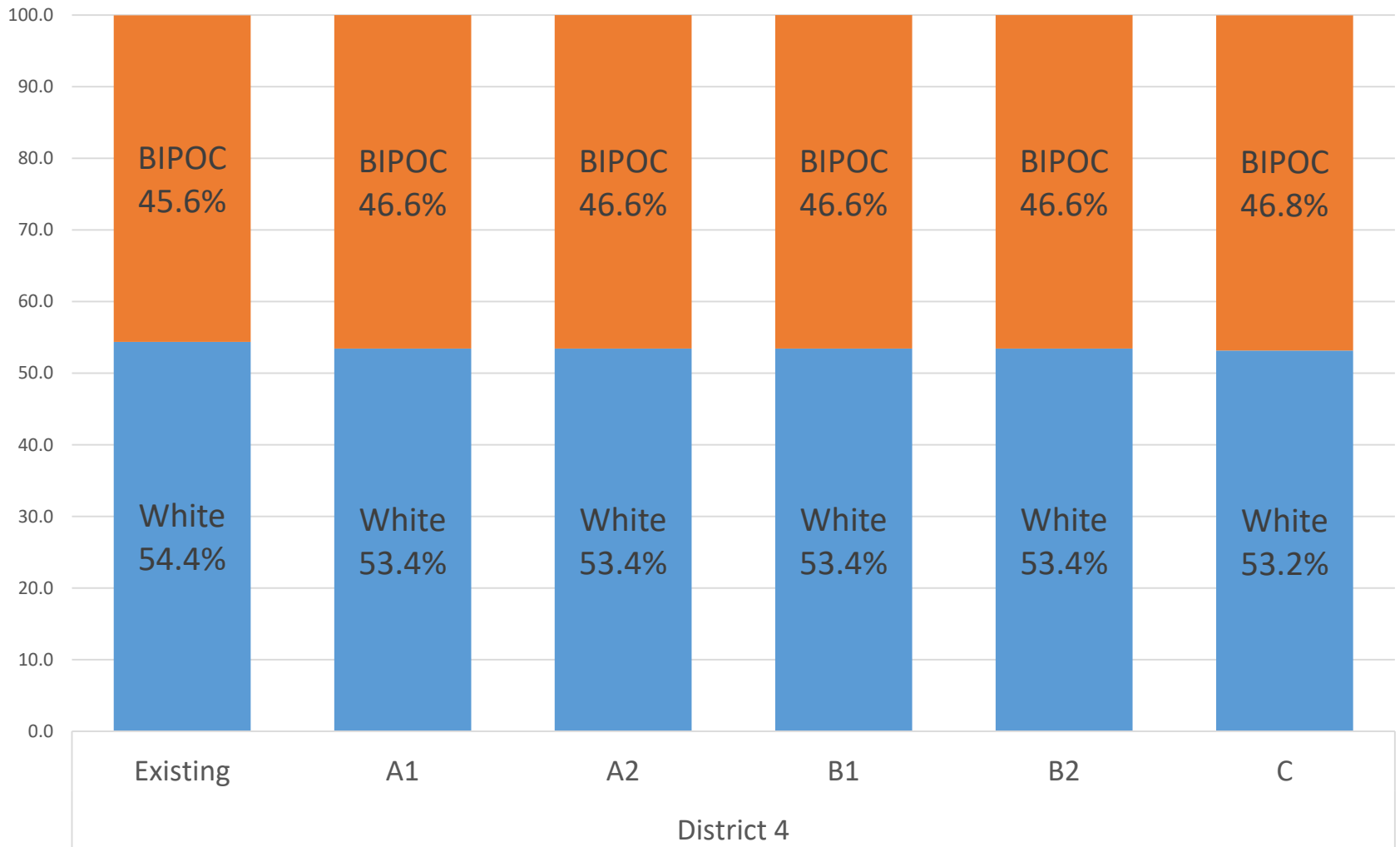
District 2



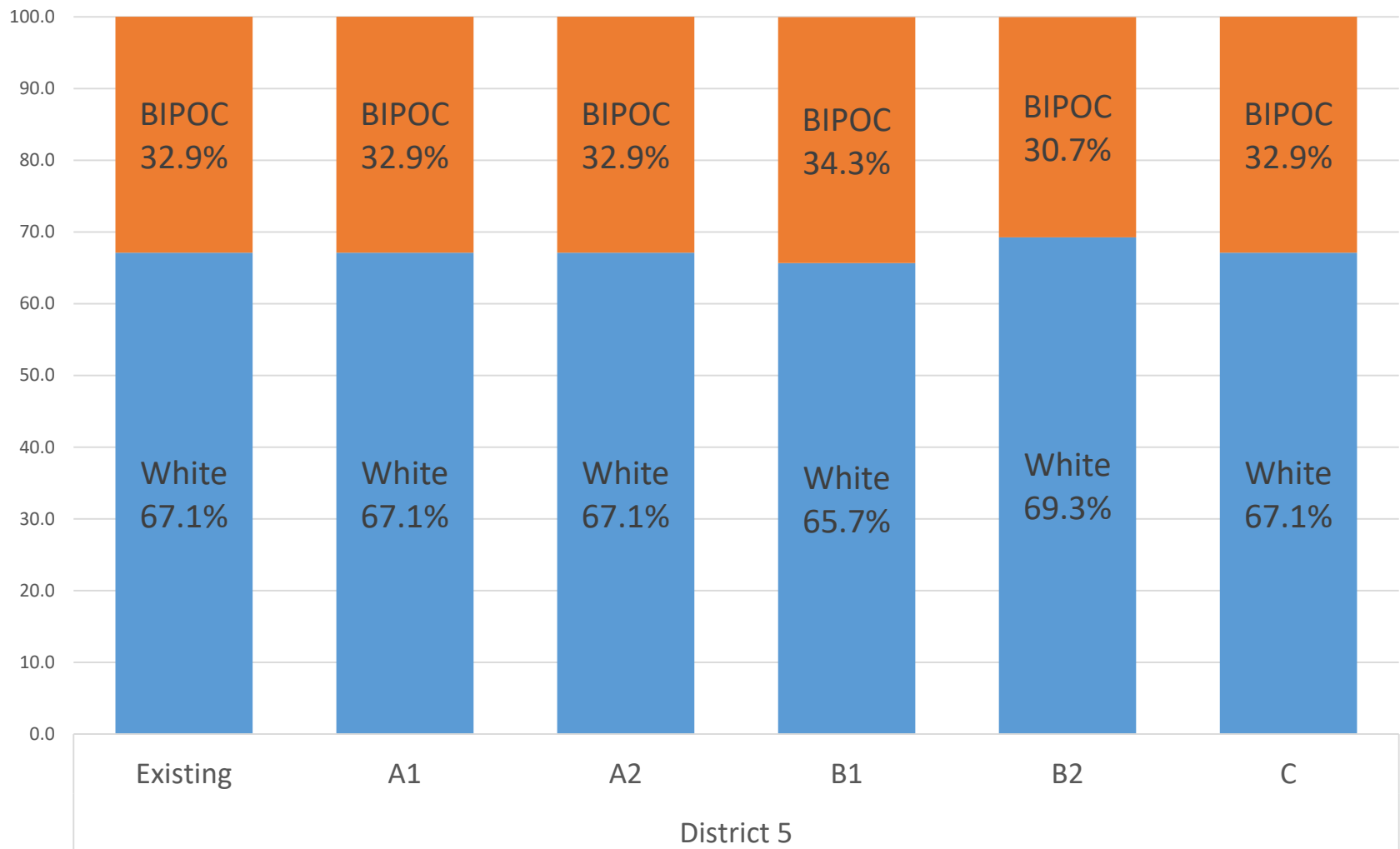
Change in BIPOC Population District 3



Change in BIPOC Population District 4

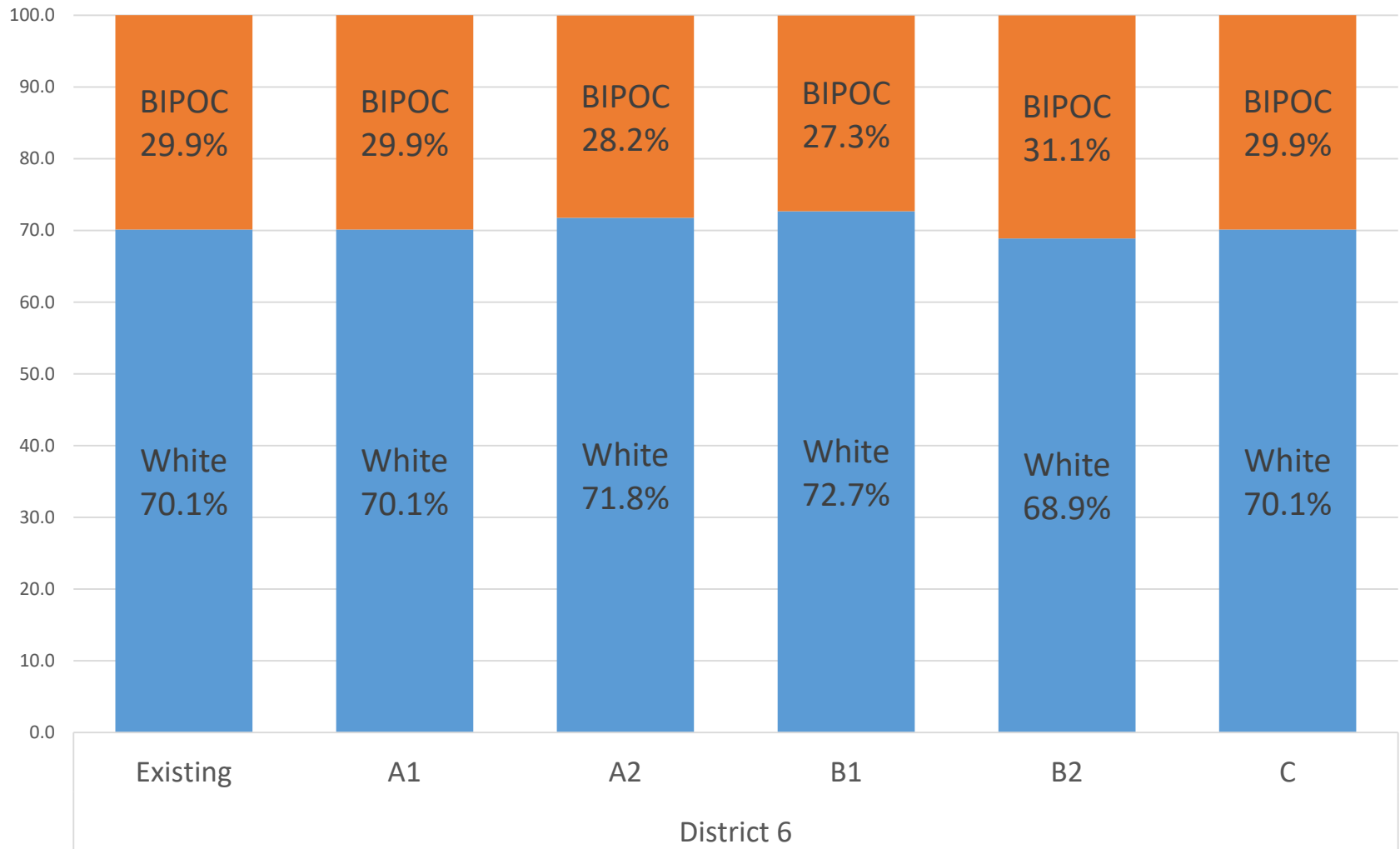


Change in BIPOC Population District 5



Change in BIPOC Population

District 6



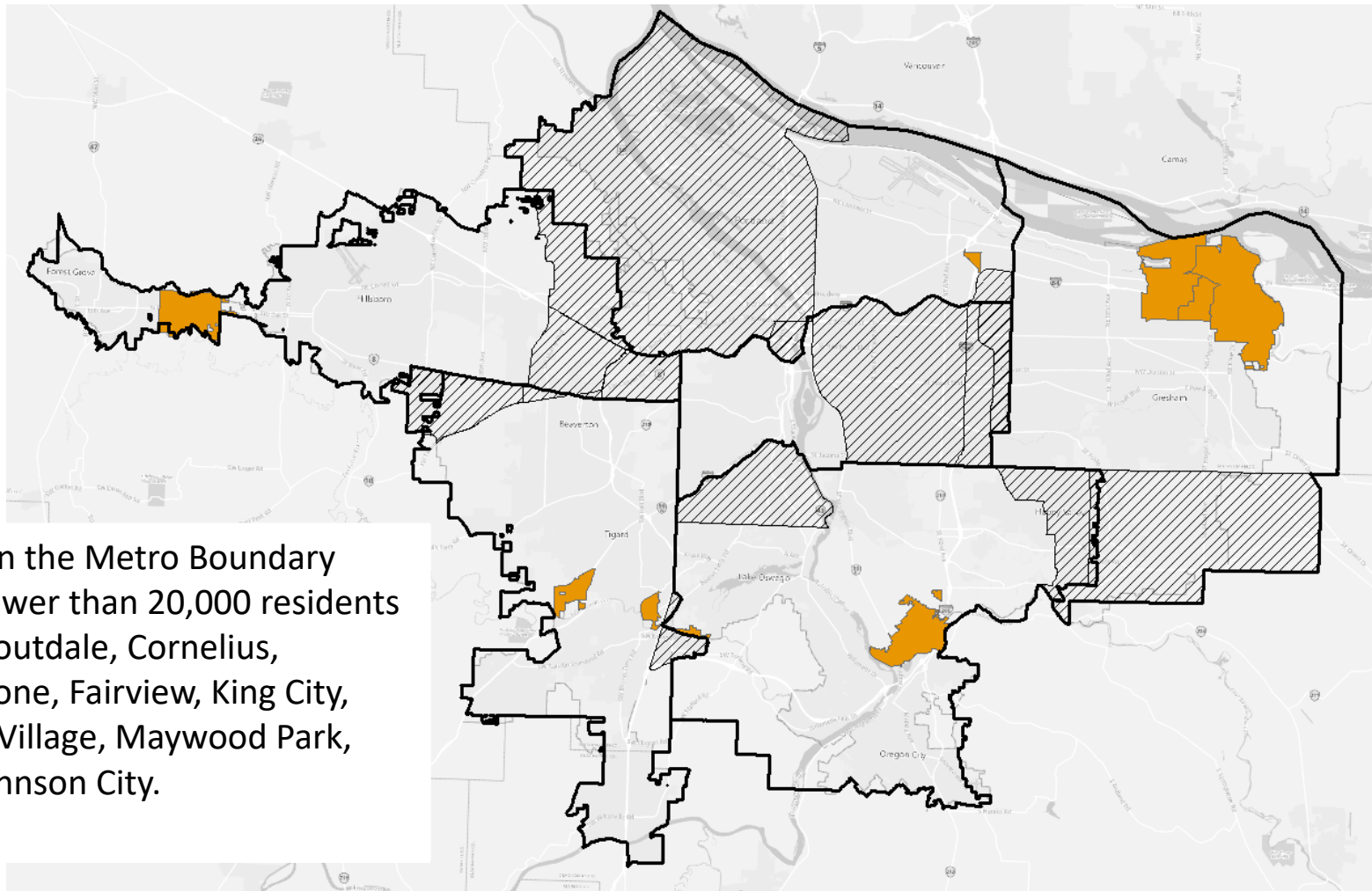
Possible shift percentages of BIPOC communities across all scenarios

	BIPOC				
	Existing	Min %	Low	Max %	High
District 1	41.2%	40.9%	-0.3%	42.7%	1.5%
District 2	24.5%	24.3%	-0.2%	24.5%	0.0%
District 3	33.6%	31.7%	-1.9%	33.6%	0.0%
District 4	45.6%	46.6%	1.0%	46.8%	1.2%
District 5	32.9%	30.7%	-2.2%	34.3%	1.4%
District 6	29.9%	27.3%	-2.6%	31.1%	1.2%

Ordinance criteria

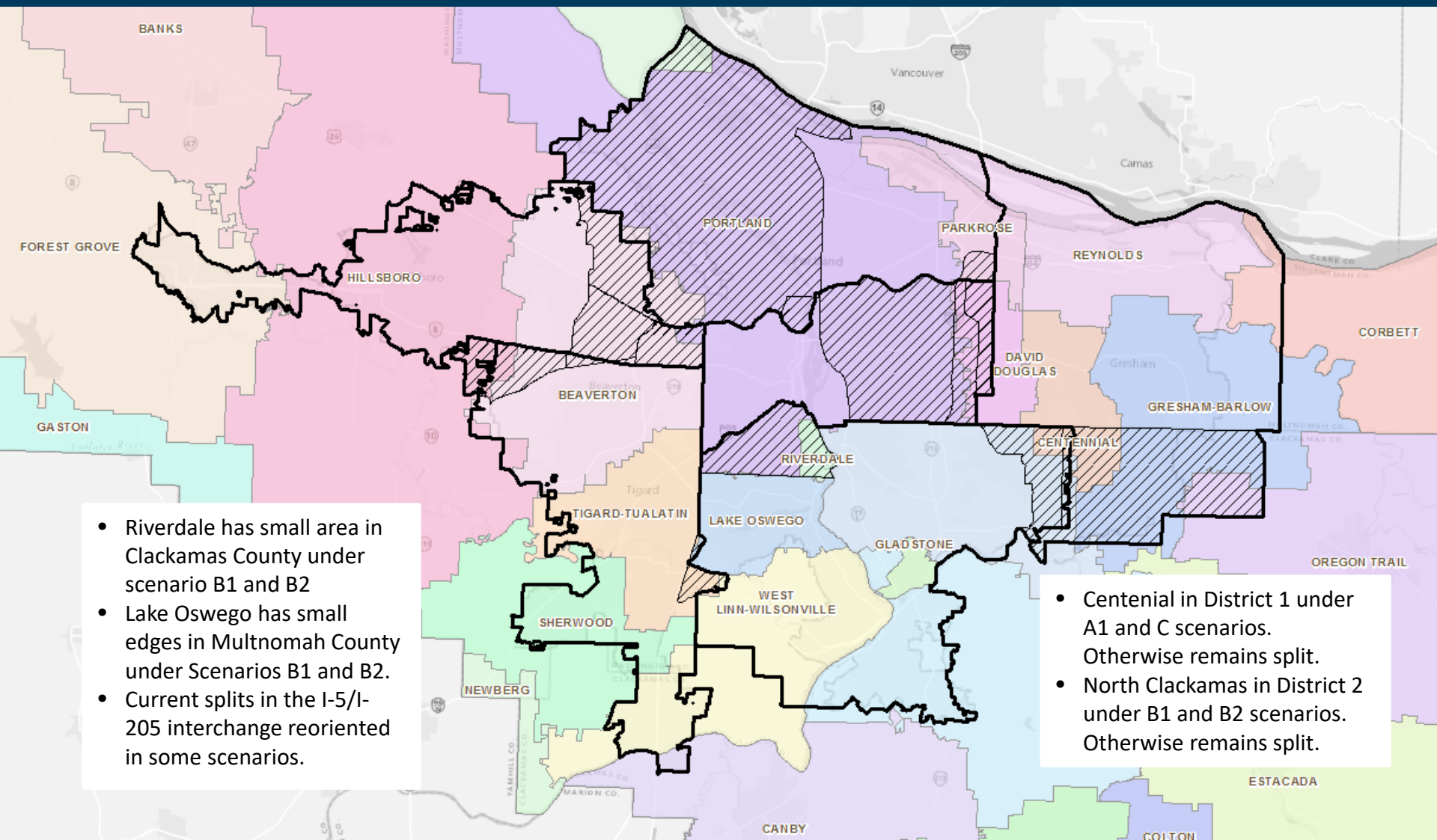
- Cities with fewer than 20,000 residents
- School Districts
- Corridors
- Federally recognized transit districts
- Regional and town centers and investment areas.
- Neighborhoods

No cities with under 20,000 residents are split in any scenario.

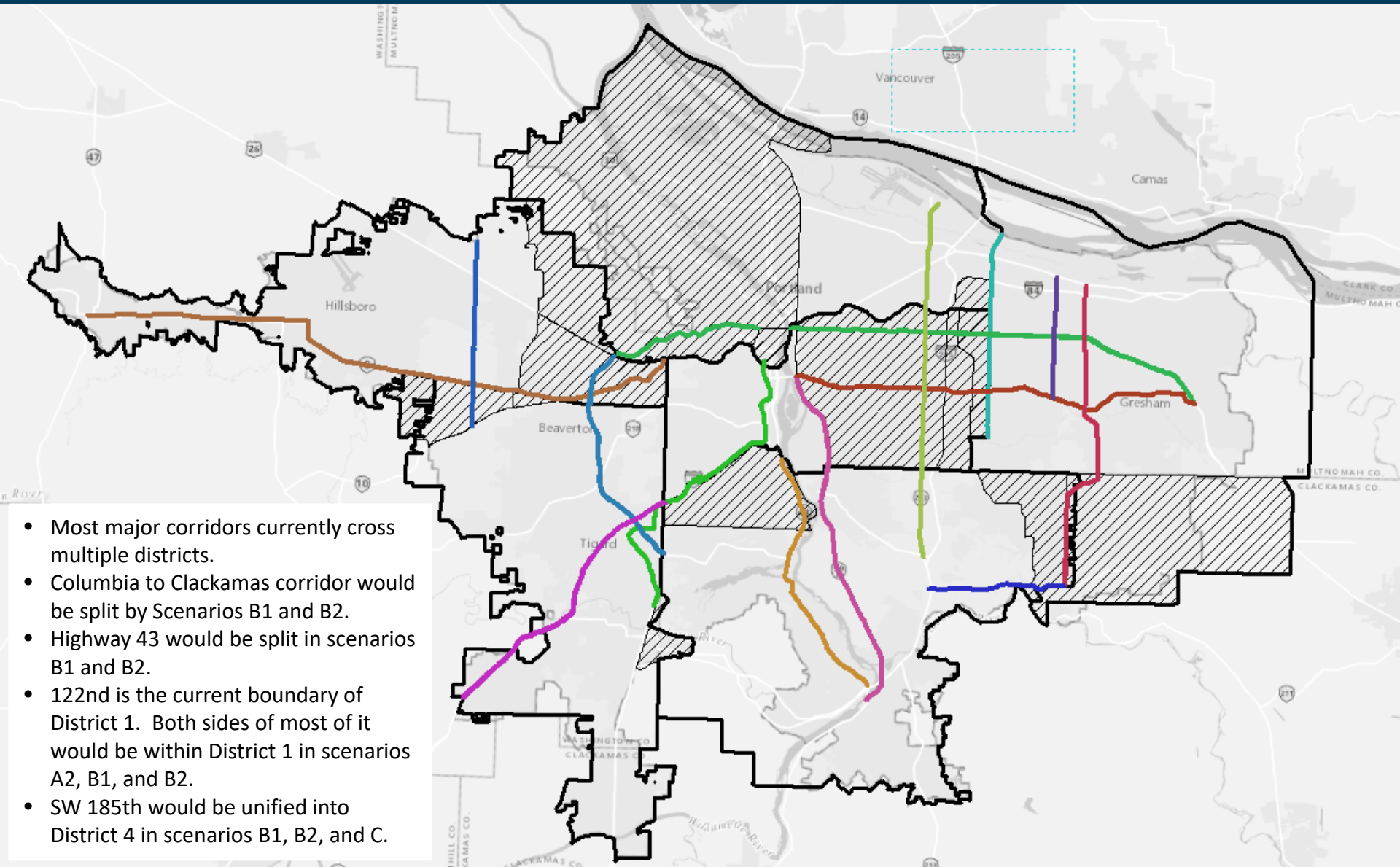


Cities in the Metro Boundary with fewer than 20,000 residents are: Troutdale, Cornelius, Gladstone, Fairview, King City, Wood Village, Maywood Park, and Johnson City.

School Districts

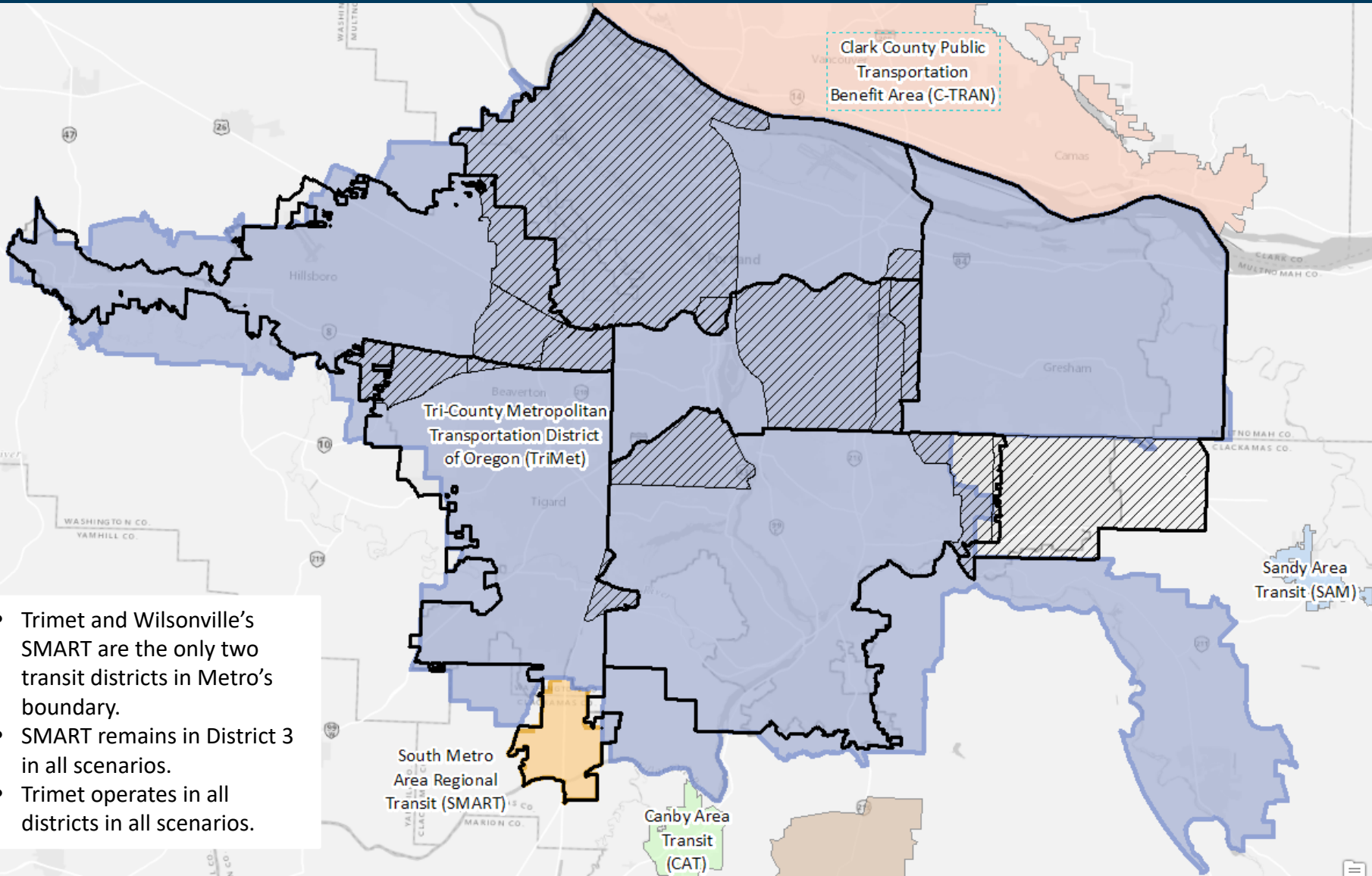


Corridors



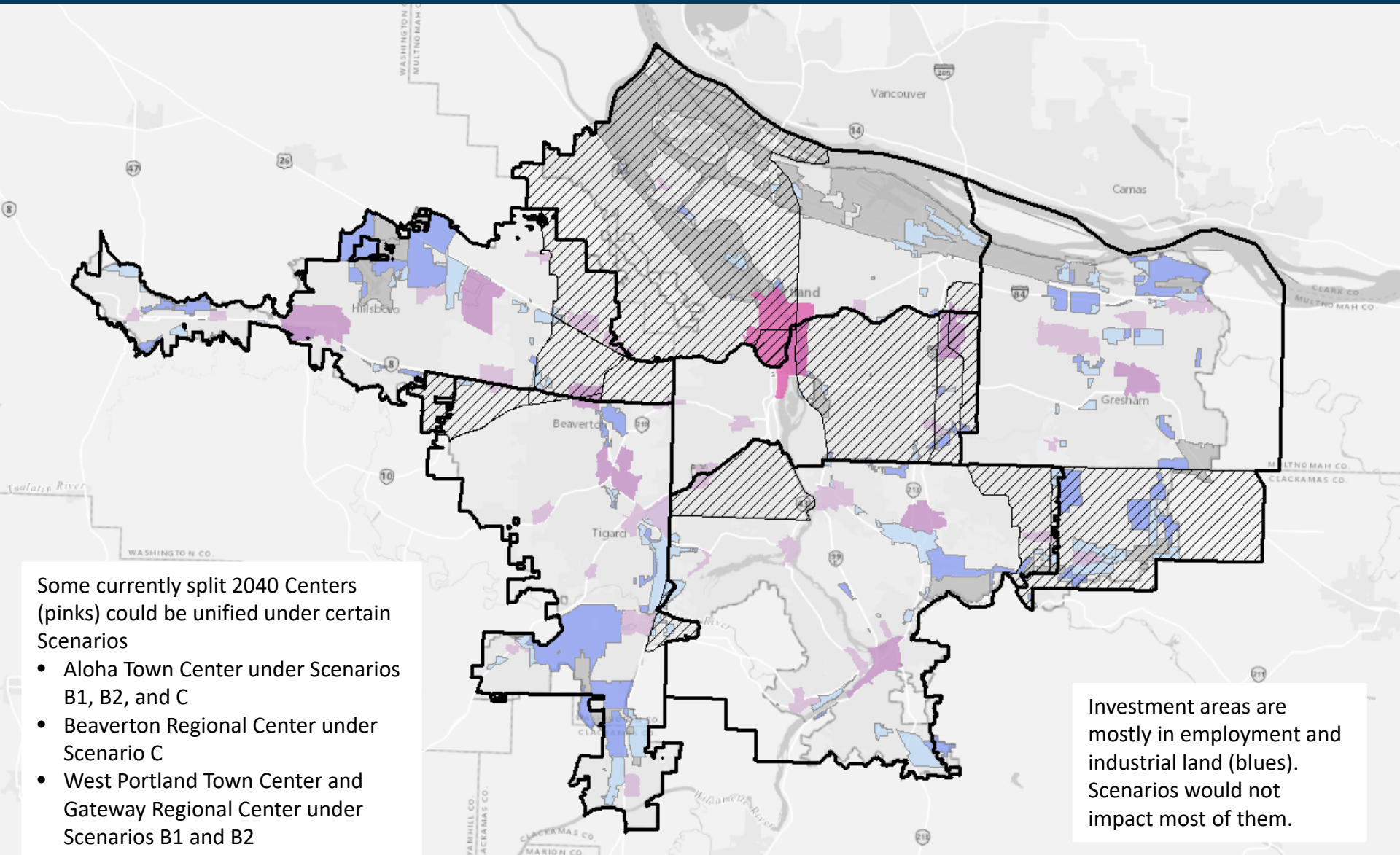
- Most major corridors currently cross multiple districts.
- Columbia to Clackamas corridor would be split by Scenarios B1 and B2.
- Highway 43 would be split in scenarios B1 and B2.
- 122nd is the current boundary of District 1. Both sides of most of it would be within District 1 in scenarios A2, B1, and B2.
- SW 185th would be unified into District 4 in scenarios B1, B2, and C.

Federally recognized transit districts

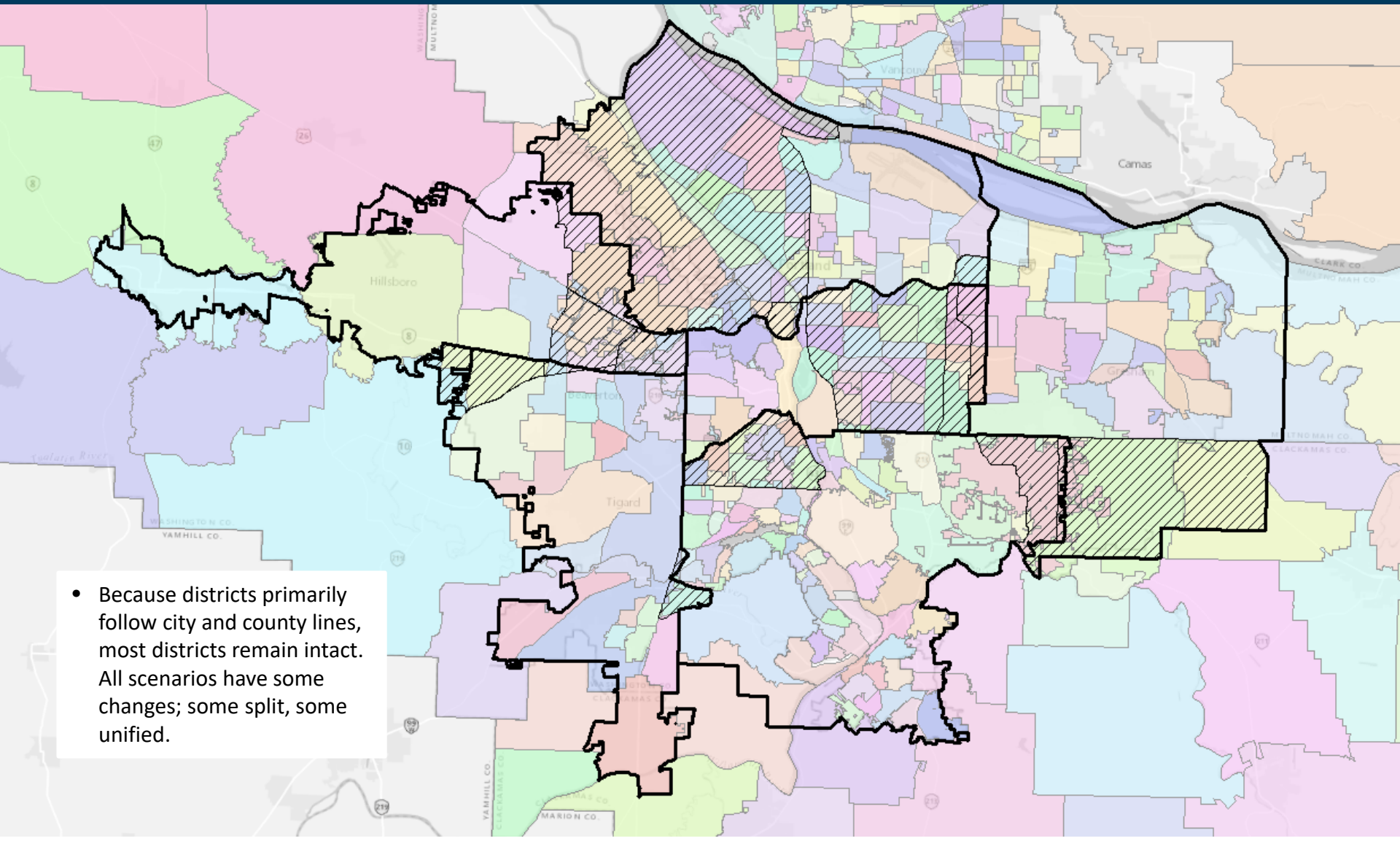


- Trimet and Wilsonville's SMART are the only two transit districts in Metro's boundary.
- SMART remains in District 3 in all scenarios.
- Trimet operates in all districts in all scenarios.

Regional and town centers and investment areas



Neighborhoods



- Because districts primarily follow city and county lines, most districts remain intact. All scenarios have some changes; some split, some unified.

Today's discussion

1. Which scenario(s) best meet the criteria?

Possible shift percentages of BIPOC communities across all scenarios

	BIPOC			Hispanic/Latinx			Black or African American			Native American/Alaskan Native		
	Existing	Low	High	Existing	Low	High	Existing	Low	High	Existing	Low	High
District 1	41.2%	-0.3%	1.5%	18.4%	-0.6%	0.0%	7.1%	-0.2%	0.5%	2.4%	0.0%	0.0%
District 2	24.5%	-0.2%	0.0%	8.8%	0.0%	0.5%	2.3%	-0.2%	0.0%	2.2%	0.0%	0.0%
District 3	33.6%	-1.9%	0.0%	15.7%	-1.4%	0.0%	2.9%	-0.2%	0.0%	1.8%	0.0%	0.0%
District 4	45.6%	1.0%	1.2%	20.8%	0.5%	2.7%	3.2%	0.0%	0.2%	1.6%	0.0%	0.1%
District 5	32.9%	-2.2%	1.4%	11.0%	-1.1%	0.0%	8.1%	-1.9%	0.0%	2.0%	-0.1%	0.0%
District 6	29.9%	-2.6%	1.2%	9.5%	-1.1%	0.0%	4.4%	-0.6%	0.9%	2.0%	-0.2%	0.0%

	Asian			Native Hawaiian and Pacific Islander			Some other race			Two or More races		
	Existing	Low	High	Existing	Low	High	Existing	Low	High	Existing	Low	High
District 1	9.9%	0.3%	1.0%	1.2%	0.0%	0.0%	1.3%	0.0%	0.0%	0.9%	0.0%	0.0%
District 2	8.4%	-0.7%	0.0%	0.5%	0.0%	0.0%	1.7%	0.0%	0.0%	0.7%	0.0%	0.0%
District 3	10.0%	-0.3%	0.0%	0.9%	0.0%	0.0%	1.6%	0.0%	0.0%	0.8%	0.0%	0.0%
District 4	17.0%	-2.2%	0.5%	0.6%	0.0%	0.1%	1.5%	0.0%	0.0%	0.8%	0.0%	0.0%
District 5	8.2%	0.0%	2.7%	0.6%	-0.1%	0.0%	2.0%	0.0%	0.1%	1.1%	-0.2%	0.0%
District 6	10.6%	-0.8%	0.8%	0.6%	-0.1%	0.0%	2.1%	0.0%	0.1%	0.8%	0.0%	0.1%

These number represent the potential shift in demographic numbers. For example, District 4 gains Hispanic/Latinx under all scenarios but to different degrees. It could gain as little as 0.5% or as much as 2.7%.