

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE	)	RESOLUTION NO. 22-5275
REIMAGINING POLICE, SECURITY, AND	)	
INCARCERATED LABOR VISION FOR JUSTICE AND	)	Introduced by Chief Operating
BELONGING	)	Officer Marissa Madrigal with the
	)	Concurrence of Metro Council
	)	President Lynn Peterson

WHEREAS, Black and brown communities are disproportionately impacted by police violence and incarceration; and

WHEREAS, Black, brown, Indigenous, queer, trans/non-binary, immigrant, people with disabilities and people with other marginalized identities have been systematically denied stability and prosperity, which are the primary foundations of safety for these communities (hereafter, “Community” or “Communities”);

WHEREAS, when a community’s basic needs are met, there is a reduction of interactions with law enforcement and criminal legal systems; and

WHEREAS, Reimagine Oregon has called on, among others, the leadership of the Metro region to make permanent structural changes to public safety systems to protect the lives and safety of black people and promote prosperity; and

WHEREAS, to continue to be a leader in advancing Racial Equity, Metro must listen to Community and commit to accountability; and

WHEREAS, Metro has touch points with Police, Security and Incarcerated Labor, and it is important that Metro be accountable for past and current harm done to Communities by said touch points; and

WHEREAS, Metro has listened to and wishes to respond constructively to Black Caucus and People of Color Employee Resource Group letter of September 2020 demanding Metro accountability and change; and

WHEREAS, Metro is uniquely positioned to work towards upstream solutions by investing in community stability; and

WHEREAS, Goal D of Metro’s Strategic Plan to Advance Racial Equity calls Metro to create safe and welcoming services, programs and destinations. This means ensuring that Black, brown, Indigenous, queer, trans/non-binary, immigrant, people with disabilities and people with other marginalized visitors and program participants feel safe and welcome and are free from harassment and discrimination; and

WHEREAS, the guiding principles of Metro’s Strategic Framework call for Metro to build back better guided by the values of Safety, Public Service, and Resilience. Metro will embody these values through the following guiding principles: Racial Justice, Climate Justice and Resilience, and Shared Prosperity; and

WHEREAS, Metro's Reimagining Policing, Security and Incarcerated Labor Project (the "Project") was initiated by the Chief Operating Officer on August 2020 and is led by queer staff and staff of color, involved over 50 Metro staff working across the agency, including frontline workers, security personnel, members of the Black, POC and PRIDE Employee Resource Groups, members of the Committee of Racial Equity, and numerous culturally-specific community based organizations, to cultivate and conceive the VISION FOR JUSTICE AND BELONGING (the "Vision"); and

WHEREAS, the Project works to advance the values of collective care, liberation, restoration, accountability, prosperity and leadership; and

WHEREAS, the Project proposes the Metro Council adopt the VISION FOR JUSTICE AND BELONGING as written in Attachment A; and

WHEREAS, the Project will work to implement the VISION FOR JUSTICE AND BELONGING through new Metro policies, programs and practices that will reduce the harm of policing, security, and the use of incarcerated labor on Black, Indigenous, and other communities and staff of color.

BE IT RESOLVED that the Metro Council adopts the VISION FOR JUSTICE AND BELONGING (as seen in Attachment A), directing the Chief Operating Officer to implement the Vision and apply it to the operations of Metro, prioritizing the participation and leadership of Black, brown, Indigenous, queer, trans/non-binary, immigrant, people with disabilities and people with other marginalized identities throughout its implementation.

ADOPTED by the Metro Council this 23rd day of June, 2022.



Christine Lewis, Deputy Council President

Approved as to Form:



Carrie MacLaren Metro Attorney

IN CONSIDERATION OF RESOLUTION NO. 22-5275, FOR THE PURPOSE OF REIMAGINING POLICING, SECURITY AND INCARCERATED LABOR VISION FOR JUSTICE AND BELONGING

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Date: June 6, 2022

Department: Office of the COO

Meeting Date: June 23, 2022

**Prepared by:**

- Punneh Abdolhosseini, Community Education and Stewardship Manager, Parks and Nature ([punneh.abdolhosseini@oregonmetro.gov](mailto:punneh.abdolhosseini@oregonmetro.gov))
- Reed Brodersen, Equity Analyst, DEI ([reed.brodersen@oregonmetro.gov](mailto:reed.brodersen@oregonmetro.gov))

**Presenter:**

Marissa Madrigal (she/her), Chief Operating Officer  
Punneh Abdolhosseini (she/her), Parks and Nature  
Reed Brodersen (he/him), Diversity, Equity and Inclusion  
Length: 30 minutes

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**ISSUE STATEMENT**

The Reimagining Policing and Security project is informed by the calls for advancing racial justice by Reimagine Oregon and other Black community leaders during a time of increased social awareness of the violence towards, and killings of Black and Brown people across the United States at the hands of police. Metro is committed to our own reimagining process in line with these demands – rethinking our relationships with the criminal legal system and approaches to policing, security, and incarcerated labor to ensure our practices live Metro’s commitments to racial equity, minimize harm and advance a more just and prosperous greater Portland.

Staff are presenting to Council to request the adoption of Metro’s Vision for Justice and Belonging. The Vision charts a new path forward for Metro in the realm of public safety and the use of incarcerated labor. If adopted, it will set the foundation for Metro’s operations moving forward and constitute a new lens for our work. If adopted, the Vision will guide departments and venues in creating work plans with short, mid-range and long-term actions that bring Metro in alignment with the Project’s values and vision.

**ACTION REQUESTED**

Adopt resolution 22-5275 for reimagining policing, security and incarcerated labor vision for justice and belonging.

**IDENTIFIED POLICY OUTCOMES**

Council adoption of the Vision for Justice and Belonging will direct the Chief Operating Officer to:

- Reduce the harm of our touchpoints with Police, Security, and Incarcerated Labor, align our practices with Black, brown, Indigenous, queer, trans/non-binary, immigrant, people with disabilities and people with other marginalized identities and staff needs, and create more inclusive and welcoming spaces and safe and stable communities.
- De-center fear, intimidation, and violence as the primary tools for creating safety and security across Metro spaces.
- Respect the rights and dignity of everyone who works with us and stop benefiting from exploitive labor but affirmatively provide people experiencing or formerly experiencing incarceration opportunities for economic stability and agency.
- Center community stability and safety for, and as defined by, Black, trans and other marginalized communities in our plans, policies, programs, investments, and code.

### **POLICY QUESTIONS**

- Should Council Adopt the Vision for Justice and Belonging by resolution?
- How would the Council like to be kept updated on the Implementation of the Vision for Justice and Belonging?

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Metro Council could:

- a) Adopt the Vision for Justice and Belonging as presented. The benefits of this are that the Vision is identical to the Vision developed through staff and community engagement.
- b) Adopt the Vision with changes. If substantive changes are desired, staff recommend further engagement with BIPOC staff and community partners before Council adoption.
- c) Request that staff continue working on the Vision and consider additional elements or conduct additional engagement.

### **STAFF RECOMMENDATIONS**

- The Chief Operating Officer recommends consideration and approval of Resolution 22-5275.
- The Chief Operating Officer recommends approval in response to calls from Reimagine Oregon, the Committee on Racial Equity, and the POC Employee Resource Group.
- The Chief Operating Officer recommends approval because the Vision was co-created by and represents the needs of BIPOC, trans and queer Metro staff, CORE and Community partners who represent communities most impacted by police violence, discrimination, and incarceration.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

### **Alignment with past direction and current commitments**

This project and the Vision for Justice and Belonging are aligned with a variety of Council-adopted plans, commitments and community feedback including:

#### Strategic Plan to Advance Racial Equity

Metro Council adopted the Strategic Plan to Advance Equity (SPAREDI) in 2016, which calls Metro into this space through the following goals:

1. Goal B: Meaningfully engage communities of color.
2. Goal C: Metro hires, trains, and promotes a racially diverse workforce.
3. Goal D: Metro creates safe and welcoming services, programs, and destinations.

#### Build Back Better framework

The guiding principles of Metro's Strategic Framework call for Metro to build back better guided by the values of Safety, Public Service, and Resilience. The Reimagining Policing and Security Project intends to re-think Metro's systems, policies, and spaces to make them work better for visitors and staff of color.

#### Reimagine Oregon

A group of Black leaders and community organizations came together in the summer of 2020 to work with elected officials across the State of Oregon to begin dismantling systemic racism in Oregon. Metro Council has been directly engaged with these conversations and has committed to delivering on a variety of investment and policy demands.

#### Committee on Racial Equity

On June 18, 2020, Metro's Committee on Racial Equity (CORE) drafted and collectively signed a letter to Metro Council calling on Council to advance safety and prosperity for the region's Black community. These agendas called for divestment in harmful systems, reinvestments in Black lives, and protection for BIPOC communities from violence.

#### Black Caucus & People of Color Employee Resource Group

In September 2020 the People of Color & Black Caucus employee resource groups (ERG) submitted a letter to Marissa Madrigal, COO titled "Demands to address systemic racism and white supremacy at Metro". These demands were based on a compilation of survey responses that the ERG received during the summer of 2020.

### **Staff and Community Feedback**

#### Employee Resource Groups

Project team members met with the Black, POC and PRIDE employee resource groups and integrated their feedback into the Vision. Highlights of feedback received from these meetings include:

- Our solutions must be adaptable and flexible to meet a wide variety of needs at different work sites.

- We must recognize that the terms “violence” and “safety” have vastly different meanings for different groups, and we need to be more explicit to build a shared understanding.
- The Vision, while ambitious, should be paired with specific and actionable commitments.
- Metro should be using all our levers of influence to advance this Vision.
- This work is not just about harm reduction, but about joy, connection, and prosperity.
- Workforce development efforts to support people exiting incarceration is critical and needs to bring people into all levels of the organization.

### Committee on Racial Equity (CORE)

Project team members met with interested members of the Committee on Racial Equity (CORE) to discuss their vision for public safety in the region and their feedback on Metro’s Vision for Justice and Belonging. Their feedback was directly integrated into the Vision.

Highlights from CORE members include:

- Workforce development must mean meaningful career ladders and/or family-sustaining wages.
- All staff should share the responsibility of creating spaces of belonging and compassionate treatment of people experiencing houselessness.
- We should prioritize the winding down of law enforcement contracts that are not meeting our needs.
- It’s important that we work to de-criminalize poverty and houselessness as part of this work.
- Creating minimum standards for procured goods and services (e.g. living wage standards) will be important to minimize use of exploitive labor.

### Community frameworks

A variety of community plans and guiding documents were referenced in the creation of the Vision for Justice and Belonging, including:

- Reimagine Oregon’s [2020 Policy Platform](#)
- PAALF’s 2017 [People’s Plan](#)
- Urban League’s 2015 [State of Black Oregon](#)

## **BACKGROUND**

The purpose of this project is to inform policies and practices that will reduce the harm of Policing, Security and Incarcerated Labor has on Black, Indigenous, and other communities and staff of color.

The Reimagining Policing, Security and Incarcerated Labor Project has worked over the last year to design and implement a process for this reimagining. The project team and dozens of Metro staff and leaders have engaged in shared learning and an assessment of Metro’s many touch points with the criminal justice system and security. Through this project, we seek to create deeper understanding about how government actions, including Metro’s

budget and policy decisions, have led to inequitable access, opportunities, and outcomes for black people in the greater Portland area. Since our last presentation to Council in the fall of 2021, the project team has worked to finalize the project vision, develop a framework for action plans, and create a decision-making framework that will support operationalizing the vision.

Since Metro is committed to taking action to dismantle racist systems, this is one of many necessary steps the agency can take to create more welcoming communities where Black, Indigenous and people of color in our regional can benefit equitably from public investments.

### **Project Conception**

Metro COO Marissa Madrigal chartered the Reimagining Policing, Security, and Incarcerated Labor project in the summer of 2020 after the murder of George Floyd, subsequent calls for racial justice in greater Portland and across the nation, and demands from Metro partners like Reimagine Oregon, Metro's Committee on Racial Equity, and Black, Indigenous and staff of color.

### **Project Design**

The project is led by an agency-wide committee and supported by four department action teams, from Waste Prevention and Environmental Services, Parks and Nature, Planning and Development, and the Visitor Venues and Metro Regional Center Operations. The internal-facing project works to center the voices of impacted staff and community members through research and engagement. The project also draws upon past and present work such as the Reimaging Oregon framework, PALF People Plan and other national conversations to guide project outcomes and direction.

### **Project Phases**

- **Shared Learning through Reimagining Policing, Security, and Incarcerated Labor Learning Cohort** *(Completed)*

The learning cohort created space for participants to gain a deeper understanding of how the law enforcement and carceral systems connect with their work. More than 40 Metro staff participated in a four-part training series and continue to engage in monthly learning sessions.

- **Internal assessment of touch points** *(Completed)*

The internal assessment inventoried Metro's touch points with Police, Security and Incarcerated Labor within the Parks and Nature, Waste Prevention and Environmental Services, Venues and Planning and Development departments. This provides a necessary context that will guide the development of the department and agency action plans.

- **Project Vision and Decision-Making Framework** *(Completed)*

The Decision-Making Framework working group, made up of staff with personal and/or professional experiences relevant to this work, drafted the vision and direction for the project to support Metro Council and leadership as they make decisions to address our touch points with police, security, and incarcerated labor to bring our work more closely aligned with our values.

- **Agency and Department action plans** *(In Progress)*

With direction from the Decision-Making Framework working group and Department teams, the Policing Committee members will develop agency-wide and department specific action plans that address their department's touch points with a set of short-, mid- and long-term actions.

- **Coordinate a process for project transition to implementation** (*In Progress*)

The project team is committed to a smooth transition as the work moves to the implementation phase of the actions plans. The COO's office is exploring longer-term staffing and resource needs and will return to the Council in the fall for discussion.

### **Advancing racial justice and belonging at Metro and across the region**

This project intends to advance racial equity outcomes by practicing the project values (Attachment B):

- Deploying *collective care* to support BIPOC, LGBTQ+ and disabled staff and community members in experiencing physical, emotional, and spiritual wellness and humanity.
- Advancing *liberation* so that people have more agency, self-determination, and opportunity in their lives.
- Practicing *restoration* to reduce harm, dismantle harmful systems and support repair and healing for individuals and communities.
- Demonstrating *accountability* to past and future generations and to Black and queer communities living today.
- Promoting *prosperity* by investing in safe and welcoming spaces, as well as stable, connected, and flourishing communities.
- Practicing *leadership* by leveraging Metro's role as convener, funder, partner, policy creator and regulator to advance justice across the region.

### **ATTACHMENTS**

- Attachment A. Metro Vision for Justice and Belonging.
- Attachment B. Project Values - Reimagining Policing and Security Project.





# Metro Vision for Justice and Belonging

## Reimagining Policing, Security and Incarcerated Labor Project

This vision articulates Metro's desired future for the greater Portland's public safety and justice systems and defines Metro's role – as a convener, funder, employer, service provider, destination, policy-maker and planning agency- in creating more just systems and spaces of belonging. While our vision is for all people to thrive, and to have agency over their own lives – we recognize that Black, brown, Indigenous, queer, trans/non-binary, immigrant, youth in foster care, people with disabilities, people experiencing houselessness, and people with other marginalized identities have been particularly harmed by police violence, aggression, and discrimination, as well as incarceration and disinvestment. We center these communities as we work towards these visions.

### **Policing and Crisis Management**

Our vision is that the region's public safety system is not predicated on state-sanctioned violence and fear, it de-centers police as a primary tool for creating safety, and it works for and is accountable to Black and brown communities at all intersections of identity. Metro manages crises using unbiased, de-escalatory and trauma-informed approaches and without the use of violence.

### **Safety and Security**

Our vision is that all staff and visitors feel like they belong in Metro's parks, destinations and spaces and are safe from harm and discrimination. Security is relational, created through mutual respect and community relationships rather than intimidation. Safety personnel reflect and are accountable to the diverse communities they serve and have the tools, training and support they need to be successful. All staff share in the responsibility for promoting belonging and reducing harm.

### **Use of Incarcerated Labor**

Our vision is that the region's justice system is rooted in restorative justice and healing. Metro does not benefit from exploitive labor but gives people exiting incarceration, and others impacted by the criminal legal system, opportunities for economic stability and agency. Metro uses our influence to improve the economic conditions of people experiencing incarceration. Metro respects the rights and dignity of everyone who works with us and works to provide them living wages and fair working conditions.

### **Houselessness and Criminalization of Poverty**

Our vision is that all people in the region have safe and stable housing. Metro manages houselessness using a compassionate, trauma-informed approach, connecting people with the services and supports they need while minimizing further trauma and harm. Metro and the region de-criminalize poverty by minimizing the use of fines, tickets, fees, displacement and other unjust enforcement tools that disproportionately harm people experiencing poverty and create pathways to incarceration.

### **Prosperous and Stable Communities**

Our vision is that the region builds long-term community safety through transportation, housing, parks and economic justice, rather than policing and incarceration. Metro uses its influence to dismantle historic and ongoing tools of oppression, like policing transportation and fare enforcement, and discriminatory code enforcement and unfair housing practices. Metro centers community stability, healing and generational joy for, and as defined by, Black, trans, and other marginalized communities in our plans, policies and investments across our housing, land use and transportation efforts.



# Project Values

October 2021

## Reimagining Policing, Security, and Incarcerated Labor Project

These values serve as a basis for the project's goals and actions and will shape implementation. They were developed by the Decision-making Working Group in conjunction with the Reimagining Policing and Security Committee, and informed by Metro's Strategic Plan to Advance Racial Equity and community documents like [PAALF's People Plan](#).

### **COLLECTIVE CARE**

We center the physical and emotional integrity and humanity of each individual. We commit to practicing and demanding respectful interactions because we understand that for BIPOC and LGBTQ+ communities especially, merely existing in society can be dangerous. We recognize that in order to center the humanity of every individual, we must participate in and work towards collective care both for Metro staff and for members of our communities. This requires honoring, supporting, and actualizing the social justice work that happens outside of our agency, amplifying their voices and experiences, and acting on our commitments to advance equity.

### **LIBERATION**

A core purpose of our work is to make it possible for people to have more agency and efficacy in their lives. Public policy should support people in making their lives better and in increasing, rather than decreasing, that possibility. Shared liberation is not possible without centering each individual's agency and ability to make choices for themselves without the burdens and barriers of systemic oppression.

### **RESTORATION**

We recognize that the systems (e.g. white supremacy, policing, colonialism, patriarchy) that harm our communities are not broken, but are working exactly as they were intended to. We see this work as replacing systems that were designed to harm, with policies and practices that center humanity and restore relationships with people. We want to focus on creating something new, repairing lives and sharing tactics around nonviolence. We commit to being part of a solution and acknowledge that active dismantling of oppressive systems must happen to reach a solution.

### **ACCOUNTABILITY**

We are building toward a structure of trust, transparency, and accountability to the Black and brown communities we serve as well as to future generations. We commit to centering and sharing power with, Black, brown, queer, trans, disabled and undocumented greater Portlanders, and leading with the moral courage they ask of us. We will foster an authentic relationship with these communities that will build trust.

### **PROSPERITY**

We work towards a safe and welcoming community for all, where safety is not predicated on fear and violence. We support BIPOC, LGBTQ+, disabled and undocumented people in belonging and accessing the resources they need to succeed, while experiencing stability and opportunity in their communities.

### **LEADERSHIP**

We honor our ancestors and recognize that they set the foundation for us to engage in the work ahead. We listen to the calls of present generations who have asked for brave and collaborative leadership, and we center and work towards efforts to improve the conditions of future generations. We will lean into our roles as convener, researcher, funder, place-maker, and regulator as we support our government and community partners in advancing liberation across the region.