

Bureau of Planning and Sustainability Equity Toolkit: Decision Support Tool

The following equity tool has been developed by City of Portland Bureau of Planning and Sustainability (BPS) staff, building off of existing tools and resources developed by other organizations, including the Racial Equity Strategy Guide from the Portland Urban League, as well as other collaborative efforts between the City of Portland, Metro and Multnomah County to develop similar equity assessment tools. We would like to acknowledge the work of King County in Washington State, the City of Seattle's Race and Social Justice Initiative and the Seattle Public Utilities Department.

The Portland Plan challenges us as a City and Bureau to strive for a more prosperous, educated, healthy, and equitable city. In pursuit of this goal, the Equity Framework set forth guidance on how to:

- Close disparity gaps
- Engage the community
- Build partnerships
- Support racial and ethnic justice
- Increase focus on disability equity
- Increase internal accountability

This tool is intended to help us implement this Framework by providing step by step guidance to help BPS staff analyze how our work can achieve its greatest potential, creating real solutions that address present and future disparities, with particular focus on institutional racism and bias as a starting point. An equity lens is the mindset that allows one to critically assess the effects of our work on impacted communities.

This guide is organized into the following sections:

- A. [Racial Equity Analysis](#)
- B. [Stakeholder/Audience Identification and Analysis and Strategy](#)
- C. [Stakeholder Power Analysis](#)
- D. [Equity Action Feasibility Analysis](#)
- E. [Outreach, Community Engagement & Communications Plan](#)
- F. [Budgeting](#)
- G. [Data Collection & Evaluation Plan](#)
- H. [Ongoing decision-making tool](#)

This guide is intended to be used at critical decision making points in our work. The highest utility is realized when it is used early in the development process of a work plan and then throughout the process thereafter. However it is also designed to be modular so that each tool can be used independently from the whole to be responsive to the current stage of your work.

Note: The term "initiative" is used throughout the tool as an inclusive term to indicate any work within BPS (policy, planning, service, program, or project), at any stage of development.

User Guide:

- 1. How to use?** The Equity Toolkit is designed to be used as a discussion guide to support team conversations and the integration of an equity analysis in our work programs. Suggested use is to set time aside at a team meeting to discuss the questions based on the appropriate phase of work for your team. The tool can be brought back into discussions as the type of decision-making evolves. It is also intended to be iterative, meaning that as the work evolves, so should the equity analysis in order to be responsive to new information and circumstances. The toolkit can serve as a reminder of what kinds of questions are important to ask.
- 2. Where to start?** Programs should begin with **Section A. Equity Analysis**. While most impactful if used at the development stage, this tool is also effective if you are beginning the equity analysis process at any stage. **Section I. Ongoing Decision Making Tool**, provides general high level discussion questions that cover the entire toolkit and will direct you to specific tools for further exploration or review. The chart below identifies when each tool in the toolkit may be most useful.
- 3. Support?** Contact the Equity Specialist, Desirée Williams-Rajee for additional support.

Tool Name	Main Questions Asked	Appropriate Phase for Use			
		Scoping	Design	Implementation	Evaluation
A. Equity Analysis	Are there current or historical racial equity issues and other barriers to access that need to be addressed?	X			
B. Stakeholder/Audience Identification, Analysis, and Strategy	Who is your target audience? Are there specific audiences that have not been successfully engaged? What are the opportunities, challenges and missed opportunities in working with each identified audience?	X	X	X	
C. Stakeholder Power Analysis	Who are your stakeholders? Are there groups that have a stake with less power to influence the process? What are the concerns of these stakeholders?	X	X	X	X
D. Equity Action Feasibility Analysis	Which actions are most feasible in this initiative to pursue?		X	X	
E. Outreach, Community Engagement & Communications Plan	How will you best reach your target audience? What are the individual needs of stakeholders?		X	X	X
F. Budgeting	What is the budget of the work and will that impact our ability to address equity?	X	X	X	X
G. Data Collection & Evaluation Plan	How will we collect data and evaluate the work?		X		X
H. Ongoing decision-making tool	How is racial equity being incorporated systemically?			X	

A. Equity Analysis

Working with your team, discuss and answer the following questions as a team. Make sure to allot enough time for the discussion. The following questions are designed to assist you with identifying and addressing racial, service and other disparities associated with your initiative. Initiative is used as an inclusive term to indicate any work within BPS, at any stage of development.

1. **What (if any) are the historical or current disparities related to this policy or plan? Answer the question to the best of your ability in the table below.**

A. Have select racial/ethnic groups been inequitably impacted or denied access by this work, or similar/related types of initiatives in the past?	Yes	No	Possibly
B. Is income (or the ability to afford/pay) a determining factor in the ability to benefit from the outcomes of this initiative?	Yes	No	Possibly
C. Is personal wealth (e.g. property or business ownership) a determining factor in the ability to benefit from this initiative?	Yes	No	Possibly
D. Does the structure of this initiative employ regressive cost/payment structure?	Yes	No	Possibly
E. Has the design of this initiative been analyzed for cultural relevancy or versatility?	Yes	No	Possibly
F. Have mainstream educated, middle and upper class persons historically benefitted or had 'ownership' of the topic?	Yes	No	Possibly
G. Is participation reliant upon an individual's ability to comfortably interact with mainstream educated, middle and upper class persons, AND/OR BPS employees AND/OR their designated consultants?	Yes	No	Possibly
H. Are there other factors that may impact access :	Yes	No	Possibly

2. **What possible disparities are known?**

3. **What possible disparities need further research and exploration?**

4. **How do you plan to find out the information that is needed to understand whether or not a disparity currently or historically exists?**

B. Stakeholder Identification and Analysis

Before you begin this section: Check-in with supervisor, communications, other BPS department staff for advice on identifying potential stakeholders and assessing their roles.

It is important to manage expectations of stakeholders. By completing this section you will gain clarity on what you want participants to contribute, what they will gain from taking part, and the extent to which their input can influence decision-making. In Section D. you will be asked how you will confirm your initial assumptions of stakeholders. In Section H. you will have to specify resources needed to support your desired interaction with stakeholder groups.

1) Who is your primary stakeholder?

2) What is the geographic extent of your policy or plan (please check one of the following)?

___ City-wide

___ A specific geographic area; please define _____

___ Internal or agency specific; please define _____

3) If applicable, note the specific typology used to describe participants in your policy or plan (Check all that apply).

Single-Dwelling Residential

Owner Occupied

Rental

Multi-Dwelling Residential

Owner Occupied

Rental

Commercial

Small Business

Large Business

Industrial

Public Institutions

Neighborhood

Other _____

4) Stakeholder Analysis

INSTRUCTIONS:

Using the following terms, check off the appropriate boxes for each identified stakeholder group.

- **Inform:** Educate stakeholders about the rationale for the policy or plan; how it fits with BPS goals and policies; issues being considered, areas of choice or where input is needed.
- **Consult:** Gather information from stakeholders and ask for advice to better inform BPS.
- **Collaborate:** Volunteer or paid partnership to work with BPS in developing and implementing the policy or plan.
- **Shared Decision-Making:** Decision-making power, or stakeholder has a formal role in making final decisions to be acted upon.

If necessary, provide brief additional comments for each stakeholder group noting your team's assumptions on:

- how the stakeholder group might be affected, and if there are subset groups within
- how they could benefit or be harmed
- what changes they may want, or what they may want unchanged
- what general expectations they may have in regards to their interaction with BPS on this policy or plan

Considering the primary outcomes of this policy or plan (Refer to A.5.) and decisions involved, identify your stakeholders and their relationship to your work.

Use demographic data to identify population characteristics, and map if possible; attach any additional analysis to the completed worksheet. At a minimum, it is recommended to identify race/ethnicity and income characteristics. Add additional characteristic categories to the table as needed. The goal is to identify underrepresented stakeholders. Then identify strategies to address their involvement needs.

General Public

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

General Public includes all persons who reside or work in Portland, and stay informed of BPS business generally through the media or BPS communications. Please note additional comments on this stakeholder group here:

Racial/Ethnic Groups

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Use Citywide or specific neighborhood demographic information to determine which specific racial/ethnic groups may be impacted by your initiative. (City of Portland Census Maps, Other Mapping Resources?) If possible, consult with other staff, affinity groups, or community members to determine if there are 'hidden' racial/ethnic groups within your impact area. Please note additional comments on this stakeholder group here:

Community and Faith Based Organizations and Neighborhood Groups

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Community based organizations and neighborhood groups can include advocacy groups, social service agencies, neighborhood-based clubs, political organizations, and groups sponsored by the City of Portland (like Neighborhood Coalitions/Associations or the Diverse Civic Leaders Program). Some of these organizations provide services Citywide, while others serve a single population or those located only within their neighborhood. Are there community based organizations, social service agencies, or neighborhood groups that would possibly be interested in partnering/contracting on your initiative? Please note additional comments on this stakeholder group here:

Private For-Profit Business Sector

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Would this initiative impact their revenue or customer access? In addition to businesses located within your impact area, are there businesses that would possibly be interesting in partnering/contracting on your initiative? How will you find out what their interests/concerns are? Please note additional comments on this stakeholder group here:

Local Elected Officials and Advisory Bodies

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

What is the role of the Mayor or City Council or their representatives? Will this body of work be presented to the Planning and Sustainability Commission or Mayor's staff? Is there a need to engage County or Metro elected officials as well? Please note additional comments on this stakeholder group here:

Other BPS Divisions, Work Units, or Employee Teams

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Are there other BPS groups that have an interest or could support this initiative? What is their role, and how will you keep them engaged? Are they providing funding, staffing, or making key decisions? Can this initiative align with or impact the work in another Division or work unit? Please note additional comments on this stakeholder group here:

Other City or County Departments or Agencies

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Are there other departments or agencies involved in the initiative? What is their role, and how will you keep them engaged? Are they providing funding, staffing, or making key decisions? Will this initiative align or impact another department's plans, projects, or programs? Please note additional comments on this stakeholder group here:

Other Public Agencies

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Are there other public agencies involved? What is their role, and how will you keep them engaged? Are they providing funding, staffing, or making key decisions? Will this initiative align or impact another department's plans, projects, or programs? Please note additional comments on this stakeholder group here:

Other

- Inform** **Consult** **Collaborate** **Shared Decision-Making**

Are there other stakeholder groups not listed, i.e. disability, youth, senior, low-income, LEP communities? Who are they? Please note additional comments on this stakeholder group here:

Creating your stakeholder strategy

- 5) Noting your responses or comments to any of the above stakeholder groups, what interests and concerns should be confirmed or corroborated with them?

- 6) Noting your response to the previous question, how would you prioritize engagement with all of the various stakeholders you've identified?

- 7) What (if any) are the key decisions to be made by stakeholders, and how will racial equity & social impact criteria be included as part of their decision-making process?

C. Stakeholder Power Analysis

Stakeholder Plotting: This exercise will enable you to understand variations of power in order to understand specific needs that can be addressed in your stakeholder strategy.

- 1) Determine if the project dynamic is:
 - a. Process, Decision-making oriented: X/Y Variables are Impact/Influence
 - b. Service oriented: X/Y Variables are Need/Access
- 2) Create your chart using the example below:

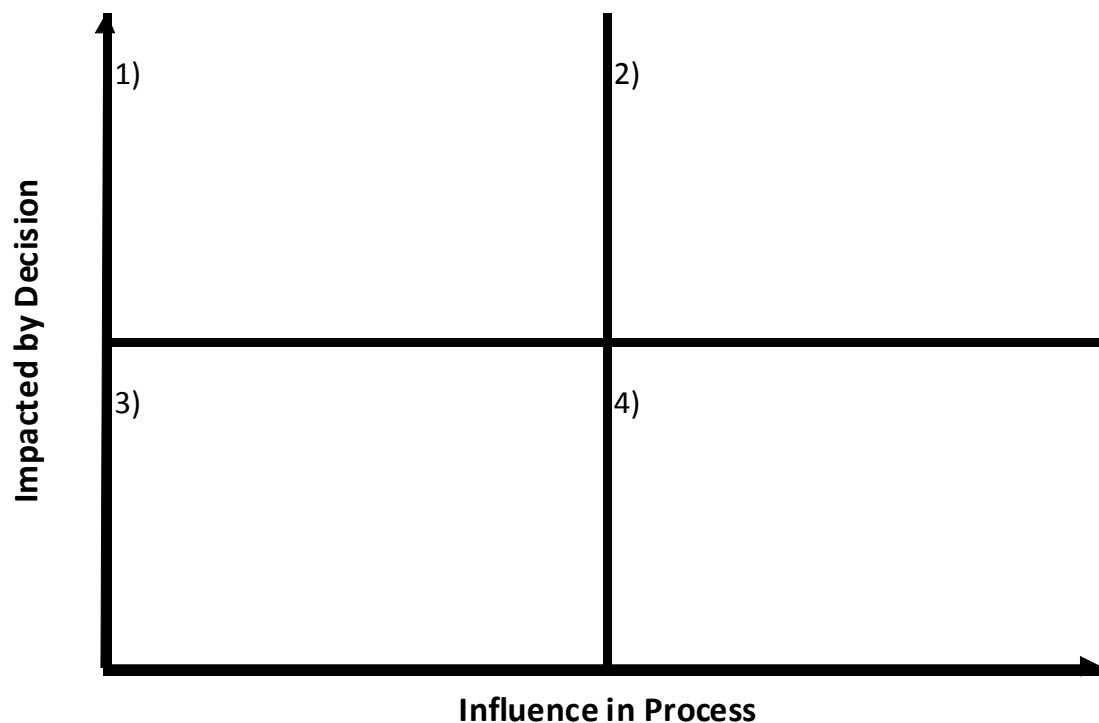
(Y axis) Impacted by Decision: Impact is identified by having a positive/negative or missed opportunity to share in the benefit of a Policy or Plan.

(X axis) Influence in Process: Defined by time, resources, information, familiarity with process and real or perceived ability to influence outcomes.

OR

(Y axis) Need: Potential benefits to be realized through a program or service

(X axis) Opportunity/Access: Potential to be advanced (i.e. financially, professionally, in health, or in community well-being). Ability to participate or receive the benefits of a particular program.



3) Discussion questions

a. Question 1: Who are the stakeholders for this initiative? (Use the Stakeholders identified in Section C. Question 4. above, if completed)

b. Question 2: Are any of the following groups stakeholders of the initiative, and where do they fall? (Group can identify more specific groups within each category)

- Communities of color
- LEP Communities
- Community based organizations
- Churches and faith based groups
- Neighborhood groups
- Businesses
- Local government officials and advisory bodies
- Local government departments
- Other public agencies
- Other stakeholders_____

c. Question 3: Does one stakeholder group carry more influence than another in regards to your initiative? Why, and will you need to make plans to ensure under-represented/under-served stakeholders (Quadrant 1) have more equitable influence? What does that look like (see Equity Action Feasibility Analysis and/or Community Engagement Strategy Tool)

Key:

Quadrant 1: Highly impacted, little influence: This group should be prioritized for inclusion efforts

Quadrant 2: Highly impacted, high influence: This group will likely already be at the table. Manage the continued participation, and sharing influence from those in Quadrant 1.

Quadrant 3: Low impact, low influence: This group should be consulted with for their expertise and influence.

Quadrant 4: Low impact, high influence: This group is not an obvious priority. However, communication should be maintained in order to honor transparency should they eventually shift into another quadrant.

D. Equity Action Feasibility Analysis

Each community may experience different benefits or burdens associated with the initiative under review. *If a specific community does not benefit from the effects of the initiative but does not necessarily feel a direct burden, this is considered a “missed opportunity”.*

This tool enables you to in detail assess and decide on different actions that can be taken to mitigate burdens, enhance benefits, or avoid miss opportunities with underrepresented communities.

- 1) Provide a brief description of these impacts (positive, negative and missed opportunities) and include a description of why these differential impacts occur.

a) Populations Affected <i>(As identified in Quadrant 1 of the Stakeholder Plotting exercise)</i>	b) Describe Potential Positive Impacts (Beneficial)	c) Describe Potential Negative Impacts (Adverse)	d). Describe Potential Missed Opportunities (Oops)
A.			
B.			
C. (Add rows as needed)			

- 2) What are the opportunities for action?

In partnership with stakeholders and community members, identify the actions that you are either currently taking or could potentially take to enhance the positive and/or mitigate the negative impacts of plan or policy work. Also, identify ways to address the missed opportunities.

Populations Affected <i>(As listed in A. above)</i>	Existing or Potential Actions to Enhance the Positive Impacts <i>(As identified in the table above.)</i>	Existing or Potential Actions to Reduce the Negative Impacts <i>(As identified in the table above.)</i>	Existing or Potential Actions to Address Missed Opportunities <i>(As identified in the table above.)</i>
A.			
B.			
C. (add rows as needed)			

3) Prioritize the actions based on the level of impact and feasibility.

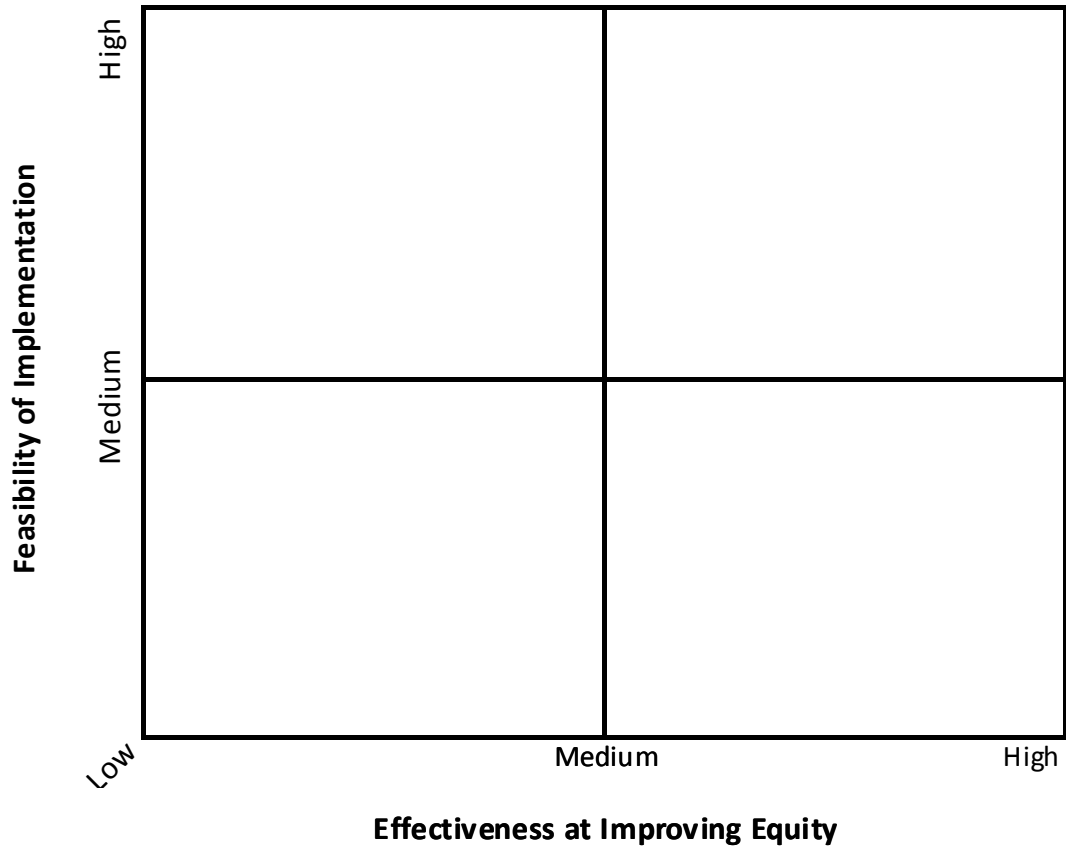
For each action identified in Question 2, rank how effective the action is at improving equity, in terms of 'Low', 'Medium' or 'High'. Also, in terms of 'Low', 'Medium' or 'High', rank the feasibility of implementation of each action by using the following considerations:

- *Financial costs of the action*
- *Non-financial resource needs (staff time, partnerships, etc.)*
- *Political feasibility of implementation*
- *Who will implement the action*
- *What is the timing of the action*

Potential Action (As identified in Question 2 above)	Rank the Effectiveness of Improving Equity (Low, Medium, or High)	Rank the Feasibility of implementation (Low, Medium, or High)
1.		
2.		
3.		
4.(Add rows as needed)		

4) Plot the actions on the chart below, using the assigned rankings for effectiveness and feasibility of implementation from Question 3 above.

Note: Some actions may present implementation challenges (low feasibility rating), but are extremely effective at addressing equity considerations; the intent of this ranking exercise is to not dismiss these actions, but present information on the considerations that need to be made to move these actions to implementation.



5) Based on the results identified above, list the priority actions to be recommended for implementation:

Priority Action	Implementation Plan – Including any strategies that will increase the likelihood of implementation for actions that look to be most effective at improving equity.	Responsible Party	Timeline for Implementation
1.			
2.			
3.			
4.			

E. Community Engagement

This section is currently incomplete. Please refer to our BPS Community Engagement Manual and Workbook for additional assistance.

Outreach and Marketing Material Quick Check

Is the language used to market the program geared towards a mainstream educated, middle and high income audience?	Yes	No	Possibly
Are marketing, outreach, & advertising available through non-mainstream avenues?	Yes	No	Possibly
Is there enough time or money allocated to properly market and advertise the initiative to under-served communities?	Yes	No	Possibly
Have initiative materials been translated into languages other than English (and spoken in the target area)?	Yes	No	Possibly
Is there a direct plan on how to market the initiative to historically under-represented communities of color?	Yes	No	Possibly
Does the team have pre-existing relationships with historically under-represented communities of color	Yes	No	Possibly
Other:			

- 1) What is the plan to address any gaps identified in the above “Quick-Check”?

- 2) How have the voices of groups currently or potentially affected (positive, negative or missed opportunity) by the initiative been involved with its development? If they have not, why? Is there support among those groups for the initiative? Why or why not?

F. Budgeting

Before you begin this section: Equity Analysis, Stakeholder Power Analysis, and Community Engagement Strategy should be reviewed to inform answers. A copy of your line item budget should be available during this discussion for review.

- 1) What is the secured amount of funding for this initiative? Is this an annual or one-time amount? How might this positively or negatively impact equity outcomes of your initiative? How might you proactively address any negative outcomes?

- 2) Does the funding have key restrictions, controls, or time limits, and if so who is dictating these constraints? How might this positively or negatively impact outcomes of your initiative? And what flexibility do you have to work within these constraints to further equity outcomes? What constraints may be possible to challenge?

- 3) If you plan on hiring staff or interns, what steps can you take to help increase work force equity?

- 4) If you plan on hiring consultants, what steps will you take to help increase contracting equity?
 - i. Are there opportunities to purchase materials or goods from a women or minority owned business?

Based on this analysis, what are next steps in your budgeting process to address equity?

- 1.
- 2.
- 3.
- 4.

G. Data Collection and Evaluation Plan

Before you begin this section: Refer to your responses in previous sections to help answer the following questions.

- 1) What is/are the equity goal(s) for your initiative? (Consider both process and outcomes)

- 2) What demographic data will be useful in understanding how you are achieving this goal?

- 3) How will this demographic data be collected? (primary data collection, existing data sets – census, acs, equity atlas?) What are your Title VI responsibilities for data collection?

- 4) How will the collection of demographic data be processed or used to help determine whether you have reached your target audience, or whether inequity is occurring?

- 5) If you plan on conducting any type of survey or focus group, how will you account for the equitable participation and input of low-income persons, persons of color, including non-English speaking persons?

- 6) Do you have plans, or have you developed and/or implemented an evaluation for this initiative?
 - If yes, please review a copy of your latest evaluation report/results. What do these results say in terms of your current equity goal?

 - If no, how is success going to be measured (what are the measurements of your program's success)? What tools will you need to measure your program's success?

- 7) What key process-related accomplishments (and accompanying target dates) need to be established, or have already been established for you? Please describe. How might this have an impact on your equity goals? Are there ways to mitigate negative impacts or influence what are considered benchmarks toward progress?

- 8) List measureable outcomes, target goals, and/or numbers-served that have been specified for your initiative. Do these support your stated equity goal(s)? How could they be modified to support the equity goal? What is negotiable, what is non-negotiable?

- 9) What are qualitative outcomes or behaviors that will help you to know if your equity goal has been reached? Can these be quantified in any way?

- 10) Is there a final 'product' to be delivered or developed? If so, please list:

- 11) What are the specific evaluation measures or outcomes that might inform whether racial INequity was occurring?

H. Ongoing Decision-Making Tool

Directions:

Use this tool for decision-making processes that happen throughout implementation with your team. Each question is designed to highlight opportunities to affect change both within the initiative and systemically. In addition to being a stand along tool, because this toolkit is iterative, this tool also guides you to the other tools that may be helpful to review and return to throughout your process.

- A. How does the proposed decision support systemic change and help achieve racial and/or service equity? (Equity Analysis Tool)
- B. What are the potential racial and/or service disparities related to this decision? What are the intended and unintended consequences from the decision, especially as it relates to racial or service disparities. (Equity Action Feasibility Analysis)
- C. Do we know who will politically support or challenge the equity components of this initiative, and why? How will we articulate the case for our equity goals? (Stakeholder Analysis)
- D. Do we have a solid multi-faceted understanding of the decision and its impact across all groups served by this initiative? And is this process accessible to those who are most impacted? (Stakeholder Analysis, Stakeholder Power Analysis, Community Engagement)
- E. How does the proposed decision support work force equity and/or contracting equity? (Budgeting Tool)
- F. What would it look like if equity was integrated into the decision-making process at the beginning? (Equity Analysis, Budgeting, Data and Evaluation)
- G. Are there opportunities to leverage other decisions we have made or will make in the near future? (Equity Analysis, Budgeting, Evaluation)
- H. Extra Credit: As we make decisions, are we effectively shifting the operating values:
 - a. From scarcity to abundance?
 - b. From either/or thinking to both/and thinking?
 - c. From competitive individuals to collaboration and cooperation?
 - d. From secrecy to transparent communication and decision making?

Follow up plans or actions:

Who is responsible?

Estimated report back timeline: