

## MEMORANDUM

To: Mayor and City Council  
From: City Administration

Date Written: Jan. 25, 2023

Subject: **Equity Goal Update**

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### BACKGROUND

In September 2019, city staff developed an internal equity committee to support the city's transition to a more equitable and inclusive government. Eight months later, in response to the national reckoning around race and policing, Council and staff began meeting with Milwaukie's Black, Indigenous, and people of color (BIPOC) community members about their personal experiences interacting with the city. These initial conversations were developed to hear directly from the BIPOC community about how to make Milwaukie a place that truly lives up to its vision of being safe and welcoming to all. On August 18, 2020, Council made equity, inclusion, and justice a Council goal.

In September 2020, the city manager's office coordinated listening sessions with our BIPOC community. The Milwaukie Police Department (MPD) actively participated in these sessions to hear questions and concerns directly from our community. Following the sessions, the facilitators compiled a list of questions that they provided to the city. City staff provided the session participants with a response to these questions and used them to design the city's early equity work. We recognize the profound concerns expressed by our BIPOC community and are committed to continue listening, learning, and engaging with the community.

### EQUITY PROGRAM

In December 2020, the city hired its first equity program manager, Jon Hennington. This section is dedicated to his focus areas.

#### *Equity Steering Committee (ESC)*

On November 16, 2021, Council adopted Resolution 57-2021 appointing the initial nine members of the ESC that had been previously authorized by Ordinance 2207. The ESC held its first meeting on January 27, 2022, and established a schedule of meeting on the fourth Thursday of each month. After an introduction to city operations and the work the city will be putting before them, the ESC quickly jumped into reviewing both proposed policies and administrative actions.

Since its creation, the committee has set focus areas including city events, houseless support, and relationship building between our communities of color and the MPD. Most recently, the committee was involved in discussions with the planning department about the Housing Capacity Analysis (HCA) and the Housing Production Strategies (HPS).

#### *Equity and Inclusion (DEI) Plan*

The city contracted with Keen Independent Research to conduct a comprehensive inclusion and belonging study to assess the state of equity in how the city serves the public and how we

operate as an employer. This study will culminate in the development of a diversity, equity, and inclusion plan to help shape the city's ongoing efforts.

Keen is assessing city employment and contracting practices, facilitating internal and external discussions on diversity and inclusion, and evaluating service delivery from an equity perspective. Keen will be seeking input from city employees, residents, and other stakeholders through:

- Interviews,
- Focus groups,
- Surveys,
- Virtual workshops,
- Virtual town hall meetings, and
- Other avenues.

Keen is an equity research and consulting firm that has performed similar work for public organizations in Oregon and across the country. David Keen and Annette Humm Keen are directing this assignment. Dr. Nicole Yates is leading key research elements.

The study began in July 2022 and will be completed in June 2024. A sample of the expected report can be found at [https://keenindependent.com/wp-content/uploads/2022/08/KeenIndependent\\_DaneCountyParksZooEvaluation\\_Final\\_08102022.pdf](https://keenindependent.com/wp-content/uploads/2022/08/KeenIndependent_DaneCountyParksZooEvaluation_Final_08102022.pdf)

### ***Community Cultural Celebrations***

The Milwaukie community, with city staff support, has held two Juneteenth celebrations – one on June 19, 2021, and the second on June 18, 2022. The events were planned by members of Milwaukie's Black community with support and logistical assistance from the city.

On June 4, 2022, staff also threw a community celebration for LGBTQIA+ Pride Month. That event was held at the South Downtown Plaza and included live entertainment and free ice cream.

These events gave staff a sense of how the city can best support historically marginalized communities in a way that is equitable and sustainable, and that retains community member-ownership of the event to the greatest extent possible.

Staff has established the following internal guidelines for supporting community-led cultural celebrations:

- Provide approximately \$500 in funding from the equity program budget,
- Consultation on site selection and anticipated needs,
- Assistance in obtaining necessary event permits,
- Printing of event materials,
- Day-of-event presence by representatives from city administration, and
- Promotion of event via social media.

These guidelines are likely to be refined as staff becomes more experienced with supporting various community events and as community members provide additional feedback. Staff also anticipates that the ESC will provide additional recommendations regarding cultural celebrations.

### ***Language Access Policy***

Staff from the city manager's office, municipal court, planning department, and the city recorder's office coordinated to develop a language access policy to address translation and interpretation services provided by the city. This policy defines interpretation as "the oral rendition of a spoken message from one language to another" and translation as "the process of translating works or text from one language to another."

The policy directs staff to translate documents, online communication (city website, social media posts, Engage Milwaukie, etc.), and other key project materials into the major languages spoken by Milwaukie community members that relate to a critical topic or program area. For the purposes of this policy, these critical topics are:

- City-provided utility services,
- Public safety,
- City finances, taxes, and fees,
- Construction projects and related impacts, and
- Community engagement.

A major language is defined as a language that United States Census Bureau data indicates at least 4% of the city population belong to a specific language group when rounded up to the nearest whole percentage point. Currently, Spanish is the only language that meets this criterion.

This policy has been approved by the city manager. In response, the city has been publishing a Spanish-language version of *The Pilot* both online and in print since the February 2022 issue.

The library is offering monthly story time programming in Spanish.

### *Training*

In December 2020, the city held equity related trainings for non-police staff. The equity staff have been working since that time to find the right trainers for our various departments to support everyone's diverse and unique growth. In 2021, the city partnered with World Trust Educational Services for our annual training. In 2022 and 2023, we have contracted with Ann Su Consulting to help move our city forward. Ann Su is a local attorney and equity leader in the region. A little about Ann:

I advise organizations and non-profits in strategic planning and organizational effectiveness with an equity and inclusion lens. I have worked with local non-profits, government, and private organizations for over twenty years as an advocate, community activist, educator, strategist, and social justice leader. From 1998-2002, I was the Chair of Bradley-Angle House, a local organization that serves survivors of domestic violence and their families. I also was on the board of Oregon Center for Environmental Health and served as their board treasurer.

Staff is currently working on a Council equity training for this summer.

## **EQUITY IN POLICING**

### *Police Policy Equity Reviews*

Starting in July 2020, the city began a process to review seventeen police policies. The goal was to apply an equity lens to these policies to ensure fair and impartial policing. An equity lens is "a process for analyzing the impact of the design and implementation of policies on under-served or marginalized individuals or groups, to identify and potentially eliminate barriers."

The city manager and the chief of police asked the city's labor attorney to review the police policies and select those policies that legal counsel believed warranted the most attention based on the goal of racial equity. We reviewed the policies against best practice and current trends and make the recommended revisions.

Following that, city staff joined with BIPOC community members for an additional review of the policy language. This was done through a series of weekly meetings ending in January 2021. The policy review work group provided questions and concerns for robust discussions. Those final policies were then introduced into the police contract negotiations process. After contract negotiations, the modified policies were officially implemented.

### ***Police Contract***

The Milwaukie Police Employees Association (MPEA) negotiates a collective bargaining agreement (CBA) with the city typically every two years on behalf of MPD employees. Prior to negotiating the most recent contract, the city developed a BIPOC Police Contract Review team. These community members participated in a series of meetings and provided input, questions, and concerns. This process also created the opportunity for education on important topics. The feedback from this process was then incorporated into our contract negotiation process. The current CBA has been posted on online and can be found [here](#).

### ***Fair and Impartial Policing – Procedural Justice***

In December 2022, we provided procedural justice training to all MPD staff. Procedural justice speaks to the idea of providing “fair processes” and how people's perception of fairness is strongly impacted by the quality of their experiences and not just the result of these experiences. In the criminal justice context, most procedural justice research has focused on citizen-police interactions. Key components of procedural justice training include treating everyone with dignity and respect, intentionally attempting to give people voice, intentional efforts to be neutral and transparent, and intentional efforts to convey trustworthy motives.

### ***Fair and Impartial Policing (FIP) – Community Session***

In December 2022, the MPD held a community conversation on bias at Clackamas Community College. The event included approximately thirty community stakeholders, five police representatives, and five city employees. This training was designed for communities whose law enforcement agency is either currently training or has previously trained their personnel in FIP. Led by a trained FIP professional or executive-level instructor, community members are invited to attend this session to learn about:

- The science of implicit bias and how implicit biases might impact on law enforcement personnel and community members,
- How they can recognize, reduce, and manage their own biases, and
- What their local agency is doing to promote fair and impartial policing.

### ***Community Engagement***

In the city's community engagement efforts, the intent is to gradually blur the lines between the police and the community by looking for opportunities for marginalized community members to have a seat at the table and have a voice in processes. Those opportunities also provide a chance for education and a better understanding of the profession, the people, and the challenges. The city has attempted to apply the basics of contact theory - the idea that contact between two groups can promote tolerance and acceptance if we attempt to equally distribute status and create common goals.

Hiring – The city is increasingly looking for and finding opportunities to include non-sworn city staff and community members into recruitment, hiring, and training processes. Staff are working to ensure our hiring and promotional boards are comprised of individuals who understand what we are trying to do, and they then play a significant role in identifying and selecting future police officers and leaders.

On-boarding – The city now includes non-sworn city staff and community members in on-boarding processes to create a more impactful and collaborative process. Recent on-boarding events have included neighborhood district association (NDA) leaders, members of the ESC, and people who have filed complaints. A power point presentation is used as the foundation for a sixty to ninety-minute conversation. New employees learn about the role elected leaders play in the city, city goals, the history of policing, and the value we place on listening to and building relationships with our community.

Supervisor Meetings – Staff have included members of the community and members of the ESC in monthly supervisor meetings to create community and common goals and understanding.

Traffic Enforcement and Customer Service – BIPOC community members have been included in the development of annual training related to traffic enforcement and customer service. The training includes stories and experiences from BIPOC community members. This system can better inform our officers of how impactful the way they do their job can be.

Public Information Officer (PIO) – The city’s MPD PIO actively participates in our ESC and community engagement programs. They attempt to actively engage the public and consider equity issues in all messaging.

Milwaukie ChitChat Facebook Group – The city tries to recognize non-traditional opportunities to engage our community and the value of our local community leaders. Staff meet with these leaders to discuss issues, answer questions, and respond to concerns. Through that engagement, the city benefits from hearing questions and concerns that can influence how staff do business. These informal leaders with influence will also likely be more supportive of city departments because they feel included, valued, and develop a better understanding of the challenges we all face.

### ***Body Worn Cameras***

After a yearlong process, we deployed body worn cameras in September 2022. Prior to deployment, staff had multiple meetings between police officers and the ESC to hear questions and concerns. Those discussion guided the policy development. MPD staff also used the city engagement staff and the Engage Milwaukie platform to create more real time collaboration with the community. Finally, the MPD published articles in The Pilot providing a synopsis of the new program and directing interested people to Engage Milwaukie.

### ***Culture***

MPD’s core values include integrity, transparency, customer service, work ethic, inclusion, collaboration, empathy, and accountability. The department takes these values very serious and discusses them regularly at all levels of the MPD. MPD business decisions revolve around these core values, and they help the MPD define and maintain our culture.

### ***Culture of Accountability***

Accountability is critical and ensuring it exists, at all levels of the organization, is one of the primary responsibilities of the chief of police. The chief immediately addressed the department culture after being promoted to chief. The following paragraph is an excerpt from a memo to all police staff, which the chief sent in April 2019:

Part of my job is to insure performance and accountability at all levels of our organization. How we work together to accomplish that is something I'd like to talk about regularly. Each of us being good at our core jobs and being good with people, is critical. Professionalism and reasonableness must be cornerstones of our organization, which we all buy into. Being able to listen well and interact with each other and the community with respect are important skills. I will work hard at them each day and I'll expect the same of each of you.

### ***Oregon House Bill (HB) 2355, Statistical Transparency of Policing (STOP Data), 2017***

HB 2355 requires all Oregon Law Enforcement Agencies (LEAs) to collect specific data related to officer-initiated traffic and pedestrian stops that are discretionary. Oregon State Police (OSP), in consultation with the Oregon Criminal Justice Commission (CJC) and Department of Justice (DOJ), established a standardized method for the collection of required data elements from all Oregon LEAs. The CJC performs the requisite data analysis to identify patterns, practices, and profiling, and delivers a report to the Oregon Department of Public Safety Standards and Training (DPSST) to provide advice or technical assistance based on the best practices of policing to LEAs. The requirements of HB2355 were subject to a tiered implementation based on the number of sworn officers. Milwaukie was a Tier 2 agency (25-99 officers), which required the department to begin recording data on July 1, 2019 and officially report accurate data by July 1, 2020. MPD voluntarily agreed to early compliance and began recording data in December 2018. The department began reporting the data to the state in July 2019.

### ***Accreditation***

The MPD has been accredited through the [Oregon Accreditation Alliance](#) (OAA) since 2013. This accreditation process is optional and exists to improve the department's performance and accountability to the community. MPD's accreditation expires every three years, and the department must reapply, and demonstrate it continues to meet state and national best practices as evaluated by an independent body from outside the agency and city. MPD was last audited through OAA in January 2022.

### **EQUITY IN HIRING**

The city's human resources (HR) department has taken several key steps to foster equity in the workplace. The effort includes policy review and revision, process updates, benefits review, and employee engagement activities.

Several policies were revised in 2022 to promote equity and access for all employees. The revised policies include Americans with Disabilities Act (ADA) accommodations, compensation administration, benefits, bereavement leave, family and medical leaves, leaves of absence, pregnancy accommodation, recruitment and selection, and training and development. Each of these policy revisions included language and practice changes to ensure city employees have access to fair treatment in HR's practices and processes. Many of the policy revisions were related to changes in the law and application of best practices and include revisions to city-wide practices.

The city reviewed and revised the recruitment and selection process with an eye towards equity and the adoption of several industry best practices. In addition to the following, HR has implemented other changes to improve candidate experience and efficiency.

- Anonymized screening by eliminating personally identifiable information at certain stages of the review process to reduce implicit bias based on names, addresses, and graduation dates.
- Intentional qualifications review which allows related work and volunteer experience to substitute for educational requirements.
- Interview question anchors and standardized scoring matrix to promote more objective scoring of questions.
- Bias awareness training for interview panels to enhance bias recognition and thoughtful approaches to question bias.

The city also reviewed policies and processes related to accommodations under the ADA and Oregon's pregnancy accommodation law. The new process eliminates barriers to access by removing the requirement to complete forms when employees or potential employees request accommodations. The new process allows an accommodation request to start the interactive process through verbal or written communication via any manager or human resources staff.

Finally, the city reviewed, and revised policies related to compensation, especially compensation at the start of employment, to comply with Oregon's Pay Equity Act. The new process takes into consideration previous experience and education related to the position and helps the city avoid unlawful conversations about previous pay. The intent of the law is to reduce the gender pay gap and the city strives to reach this goal through eliminating or reducing the salary negotiation process, which traditionally favors those good at negotiation rather than those good at the job for which they are hired.

## **EQUITY IN OUTREACH**

A significant amount of the equity work for the past two years has been focused on improving the way the city engages with marginalized communities within Milwaukie. Two examples of that work are the outreach surrounding the development of Bowman-Brae, Scott, and Balfour parks. The second, was the outreach work for the Comprehensive Plan and the implementation of new housing production legislation related to middle-housing (Oregon HB 2001).

Specific to the park projects, the city has been working with the ESC and the BIPOC community throughout the design process to assure these voices and the voices of our changing community are heard prior to development. On March 14, 2022, a consulting team led by GreenWorks held an equity and public involvement discussion with members of the Park and Recreation Board (PARB), the ESC, city, and North Clackamas Parks and Recreation District staff. The purpose of this meeting was to gather feedback and revise a draft on the project's public involvement plan (PIP). The PIP provides several recommendations to the city to ensure that community engagement is approachable and removes barriers from participation for all, especially members of the BIPOC community.

Over the course of the park engagement process, our staff and consulting team used a layered approach to engagement and communications. The planning process for each park started with an open house in the park that included food, games, and activities for families. These were followed by hybrid (in-person and online) planning meetings with food. Each step of the planning process also had an accompanying online survey for those who could not attend in

person. A combination of bi-lingual postcards, Pilot articles, social media, yard signs, and website postings were used to alert residents of the opportunities every step of the way. All meeting materials were in both English and Spanish and interpreters were on site. Interpretation into other languages or other accommodations could also be request ahead of the meeting. Staff also worked with Clackamas County Housing Authority staff to have text message alerts sent to their residents who live in the housing complex near Balfour Park.

Focus groups with high level conversations on park policy, access, and amenities were also utilized. Focus groups convened people with disabilities, our local Spanish speaking population, and our BIPOC community. Staff followed up individually with focus group attendees to ensure that they were personally invited to other engagement meetings and events. Focus group participants received stipends in the form of Fred Meyer cards. Food and children's activities were provided at the meeting. Summaries of these small group, invitation only conversations are available. These meetings provided invaluable feedback for our parks.

In total, 276 people participated in the park planning process with a total of 631 in-person or online surveys filled out. Twenty-eight percent of these surveys came from people new to the Milwaukie planning process. Thirteen percent came from members of our BIPOC community.

Within the Comprehensive Plan implementation process and related middle-housing development code engagement, the planning department and consultant team endeavored to provide more opportunities for residents of all backgrounds and abilities to participate. This resulted in coordinating small group discussions (English and Spanish), offering three virtual open houses (English and Spanish), two community surveys (English and Spanish), and marketing materials in English and Spanish. This process offered more robust engagement than in previous years, Cty staff and the consulting team recognize that we still have not historically done a great job of ensuring the engagement work crossed demographic lines within our community by not tracking the demographic data or being intentional in specific engagement activities. In this latest iteration of engagement related to the HCA/HPS, Transportation System Plan (TSP), and the neighborhoods hubs project, the team is working to ensure that even greater focus is placed on engaging with people of color, immigrants, renters, low-income people, and people with disabilities. That work will be highlighted in future Council and community presentations for this project.

## **EQUITY AT LIBRARY**

The Ledding Library is focused on equity work in the areas of library collections, programing, and partnerships.

### *Collections*

In late 2020, the collections team of the library's DEI Committee agreed to launch a diversity audit to assess the current collection for its representation of diverse groups and populations. Diversity audits can be used to collect data on any number of factors, including workplace demographics, services and programs, and collections. In an audit of collections, titles are typically reviewed one by one to determine which, if any, groups they represent. Results of the audit showed there are a few key areas in which we are underrepresenting the Milwaukie population - Hispanic/Latino persons, persons of two or more races, persons with disabilities, and persons in poverty. These will likely become areas of focus moving forward with the collection development.



Since the audit, the collections team has taken the diversity audit lens and applied it to the ways in which we promote and highlight our resources. We have completed diversity audits of book lists, been more intentional about creating and stocking diverse displays, and have focused on spotlighting diverse titles on the shelves when room allows.

The library has updated its collection development policy to explicitly state the goal of making the library a place where all voices are included, especially underserved populations. This is an important change, as it guides purchasing decisions on materials the library purchases and provides for the community.

The library is currently adding a Chinese language collection in addition to the existing Spanish and Russian collections.

### ***Programs & Partnerships***

The library is intentionally creating partnerships and providing programs that further equity work goals. Generally, librarians are prioritizing BIPOC performers when booking performances. For in-house story times and programs, the team is always mindful of books that are shared, trying to make sure all children/families see themselves represented in the program and displays.

Below are five important examples of library partnerships:

- The Ledding Library was one of five libraries in the state selected for the Welcoming Libraries Pilot Project, which includes a pop-up display of “I’m your neighbor” picture books sharing stories of newly arrived/immigrant families. The library will loan this collection to community partners throughout the year.
- Partnered with Immigrant & Refugee Community Organization (IRCO) to host job fair.
- Collaborating with IRCO to provide youth employment and career exploration at the library in spring 2023
- Partnering with Milwaukie Museum to present Ledding Lecture Series. At October’s lecture, Chris Rempel discussed the history and culture of the Confederated Tribes of Grand Ronde with 50 in attendance in-person and online.
- Librarians provide monthly story times with Ready Set Go, a kindergarten readiness program where over half the children speak Spanish.